



Frenchman Bay Foreshore Management Plan

City of Albany

March 2026
Final



ecoscape

Ecoscope offices are located in Walyalup, on the traditional lands of the Whadjuk people of the Noongar nation.

We work on many lands and acknowledge the Traditional Owners of Country throughout Australia and their continuing connection to land, sea and community. We pay our respects to their cultures, ancestors and Elders.

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Frenchman Bay Foreshore Management Plan

Our reference: Frenchman Bay FMP Final

Reviewed by: Reviewer PJ (16/03/2026)

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Direct all inquiries to:

Ecoscope (Australia) Pty Ltd
Level 1 38 Adelaide Street
Fremantle (Walyalup) WA 6160
Whadjuk Boodja

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1 Executive summary

Ecoscope acknowledge the Traditional Owners of the land, sea and sky where Frenchman Bay is located, the Menang people of the Noongar Nation.

The Frenchman Bay Foreshore Management Plan (FMP) presents specific measures for the management, adaptation, and enhancement of the Frenchman Bay foreshore. The plan represents an outcome for the site at the 16-year planning horizon, taking into account coastal risk mitigation alongside the cultural, social and environmental values. The FMP presents a concept plan for the site based on the mapping, analysis and consultation outcomes. Development of the concept plan considered:

- Detailed site assessment, identification of public assets, cultural features, and natural systems within the foreshore area.
- Engagement with stakeholders and the community throughout the planning process to inform decision making and reflect shared values.
- Review of relevant planning and policy instruments, including the Whalers Beach CHRMAP and State Planning Policy 2.6, to ensure coastal management actions are consistent and realistic across short-, medium and long-term planning horizons.
- Consideration of appropriate, flexible adaptation pathways in response to the high coastal hazard risk identified in the CHRMAP (MRA, 2023).
- Coastal assessments and hazard zones identified by Bluecoast (Bluecoast, 2025).

The development of the Frenchman Bay FMP has followed a structured and collaborative process, combining site assessments, stakeholder and community consultation, technical analysis, through to concept development. The timeline illustrates these key stages from initial investigations in March to completion in October.

Key recommendations from the FMP are summarised and discussed in section 1.1. Recommendations outline key actions in response to cultural heritage, management, access and infrastructure, and coastal resilience.

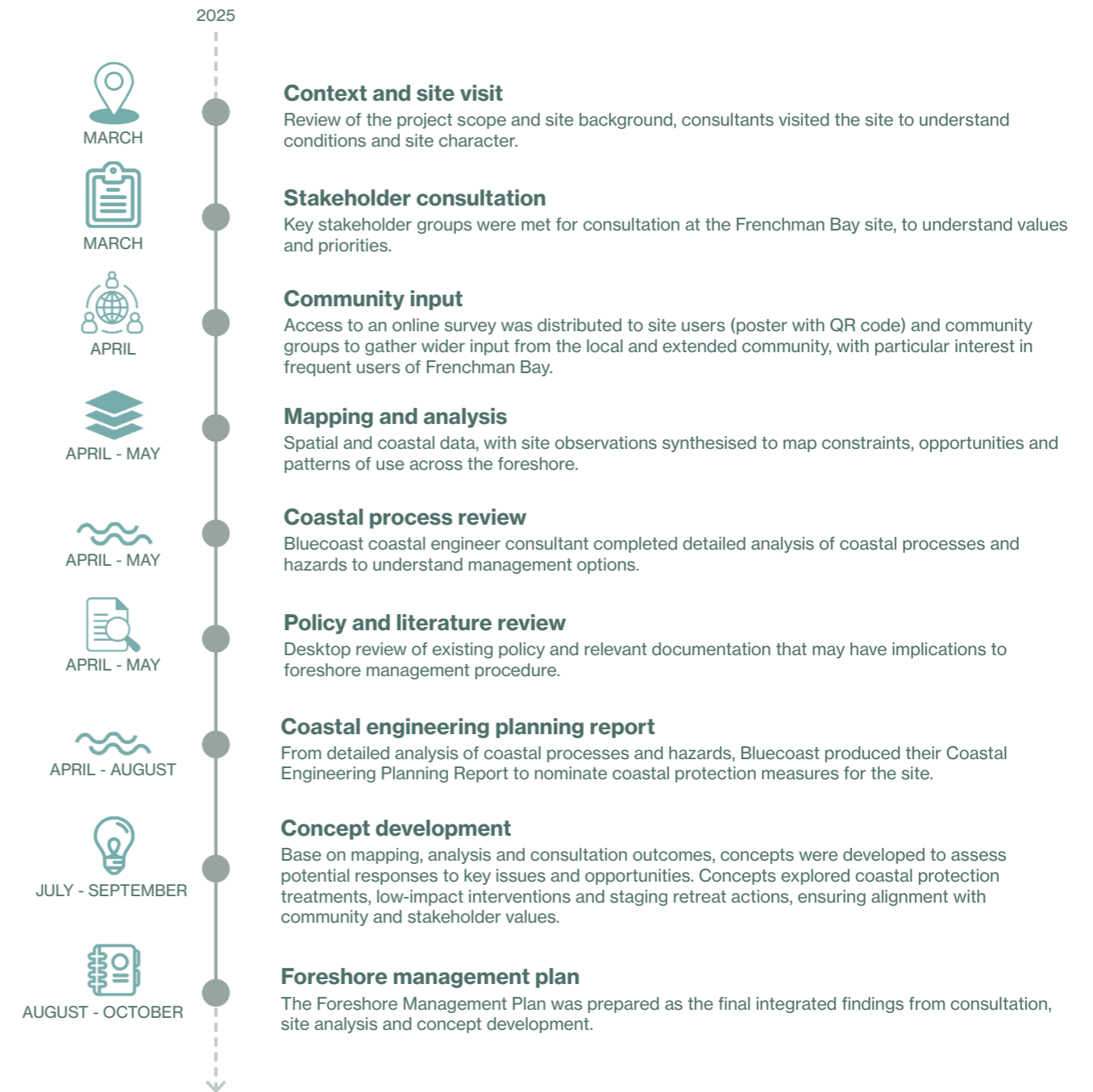


Figure 1 Frenchman Bay FMP project process



1.1 Summary of Recommendations

Key recommendations are provided as the outcomes of the FMP (see section 7. Recommendations). They respond to the outcomes of community and stakeholder consultation, the technical findings of the Coastal Hazard Assessment (Bluecoast, 2025), and section 6.2 Design principles.

#	Recommendation	Area	Action	Responsibility	Time frame
1	Stabilise foreshore edge to mitigate ongoing erosion	Area 1 and 2	Implement design of foreshore for adaption planning and coastal resilience with soft engineering solutions (such as regrading, stabilisation and revegetation with toe protection, geotextile sand containers, and sand nourishment)	City of Albany	Short term (2025-2030)
2	Investigate dual naming for the site	All areas	Investigate dual naming for the site in consultation with Wagyl Kaip Southern Noongar Aboriginal Corporation (WКСN)	City of Albany and WКСN	Short term (2025-2030)
3	Seek environmental approvals required to implement design stages of the concept	All areas	Vegetation clearing may be subject to a Section 40 approval from DBCA as per the WA Biodiversity Conservation Act. Seek environmental approvals as required for the implementation of further recommendations. Consider if a Fauna Management Plan is required for future stages of development.	City of Albany and DBCA	Short term (2025-2030)
4	Protect and conserve heritage and archaeological site values	All areas	Identify remains of Frenchman Bay Whaling Station (ruin) and establish monitoring protocols to safeguard significant heritage artefacts, ensuring any site works adhere to heritage protection protocols and complies with Heritage Act 2018	City of Albany	Short term (2025-2030)
5	Identify and nominate clear roles and responsibilities		Roles and responsibilities of governments and private parties in the management of risk must be defined to ensure successful implementation and longterm success	City of Albany, DBCA, WКСN, FBA	Short term (2025-2030)
6	Investigate removal of the boat ramp	All areas	Investigate removal of existing ramp as part of site regrading and stabilisation, addressing erosion and safety concerns	City of Albany	Short term (2025-2030)
7	Restrict and formalise vehicle access and parking	All areas	Restrict general vehicle access, retain drop-off and ACROD parking only, and formalise designated parking areas away from the foreshore	City of Albany	Short term (2025-2030)
8	Formalise pedestrian pathways and improve accessibility	Areas 2 and 3	Design and implement safe pathways that maintain sustainable public access to the foreshore, investigate inclusive access and universal design	City of Albany	Short term (2025-2030)
9	Install wayfinding and information signage	All areas	Install integrated signage providing wayfinding, safety, education, and cultural interpretation, as well as reflecting dual naming.	City of Albany	Short term (2025-2030)
10	Rehabilitate compacted and degraded areas, and enhance biodiversity values	All areas	Rehabilitate degraded areas, such as previous vehicle access, through revegetation with native species to support site stability, safeguard biodiversity and ecosystem integrity	City of Albany	Short term (2025-2030)
11	Implement public open recreation space	Area 1 and 2	Proposed open space areas should be implemented alongside site rehabilitation works, to support public amenity value and align with responsible coastal use for tourism and recreation activities	City of Albany	Short term (2025-2030)
12	Implement managed retreat strategy for vulnerable infrastructure	Area 1	Plan for staged relocation of assets outside of hazard zones based on coastal hazard assessment. Plan for renewal and replacement of infrastructure as it reaches end of life with use of durable and adaptable materials for long term sustainability	City of Albany	Medium term (2030–2035) and ongoing
13	Protect culturally significant freshwater spring	All areas	When due for renewal, relocate toilet block away from culturally sensitive freshwater spring	City of Albany and WКСN	Medium - long term (2030–2035+)
14	Coastal monitoring and maintenance	Area 3	Implement coastal monitoring program to track shoreline changes and evaluate erosion control measures, informing adaptive planning and future management decisions. Monitoring framework should include periodic asset review and maintenance aligned with site recommendations and concept design.	City of Albany	Ongoing
15	Strengthen partnerships and community connection		Maintain partnerships through ongoing consultation with WКСN, FBA and other stakeholders to ensure cultural, recreation and heritage values inform adaptive decision	City of Albany	Ongoing
16	Periodic FMP review and adaptive planning		Conduct FMP review every 5 years to incorporate new coastal hazard data, climate change projections, and monitoring findings	City of Albany	Ongoing

Table 1 Foreshore management recommendations summary

2 Cultural context

2.1 Heritage

First Nations heritage

Traditional custodians

The Menang people of the Noongar Nation are the Traditional Custodians of the land and waters at Frenchman Bay. The area forms part of a wider cultural landscape that includes the surrounding coastline, freshwater sources, and inland areas of significance. These lands and waters have been cared for by Menang people for tens of thousands of years through continuous connection, practice, and responsibility to Country.

Traditional whaling Practices

The Menang Noongar people of the Albany region, including Frenchman Bay, had a profound connection with whales long before European settlement. Whales held significant cultural and spiritual importance, often featuring in Dreaming stories. It is well-established that coastal Aboriginal communities, including the Menang, utilised beached whales as vital resources, providing not only sustenance but also materials for tools and ceremonial purposes. This enduring relationship with whales underscores the Menang people's intricate knowledge of and connection to their coastal environment, predating and differing from the industrial whaling activities introduced by Europeans in the 19th and 20th centuries.

Native Title

The Frenchman Bay area falls within the South West Native Title Settlement (SWNTS) region, the largest native title settlement in Australian history (Figure 2). The SWNTS recognises the Noongar people as the Traditional Owners of the south-west of Western Australia, including the Menang people in the Albany region. While Native Title rights are formally extinguished through the Settlement process, the cultural, spiritual, and historical connections to Country remain central to land management and future planning. The Wagyl Kaip and Southern Noongar Aboriginal Corporation (WKSAN) are one of the six Noongar Agreement Groups covered under the SWNTS. Land use and management activities in this area should be undertaken in accordance with the principles of the Settlement, which include respect for cultural heritage and opportunities for involvement in land care and planning.

Registered Aboriginal sites

Frenchman Bay itself is not a Registered Aboriginal Site. The nearest recorded site is 1.5 km to the northeast at *Narinyup* or *Naaranyirrup*, now known as Lake Vancouver (Place 37675).

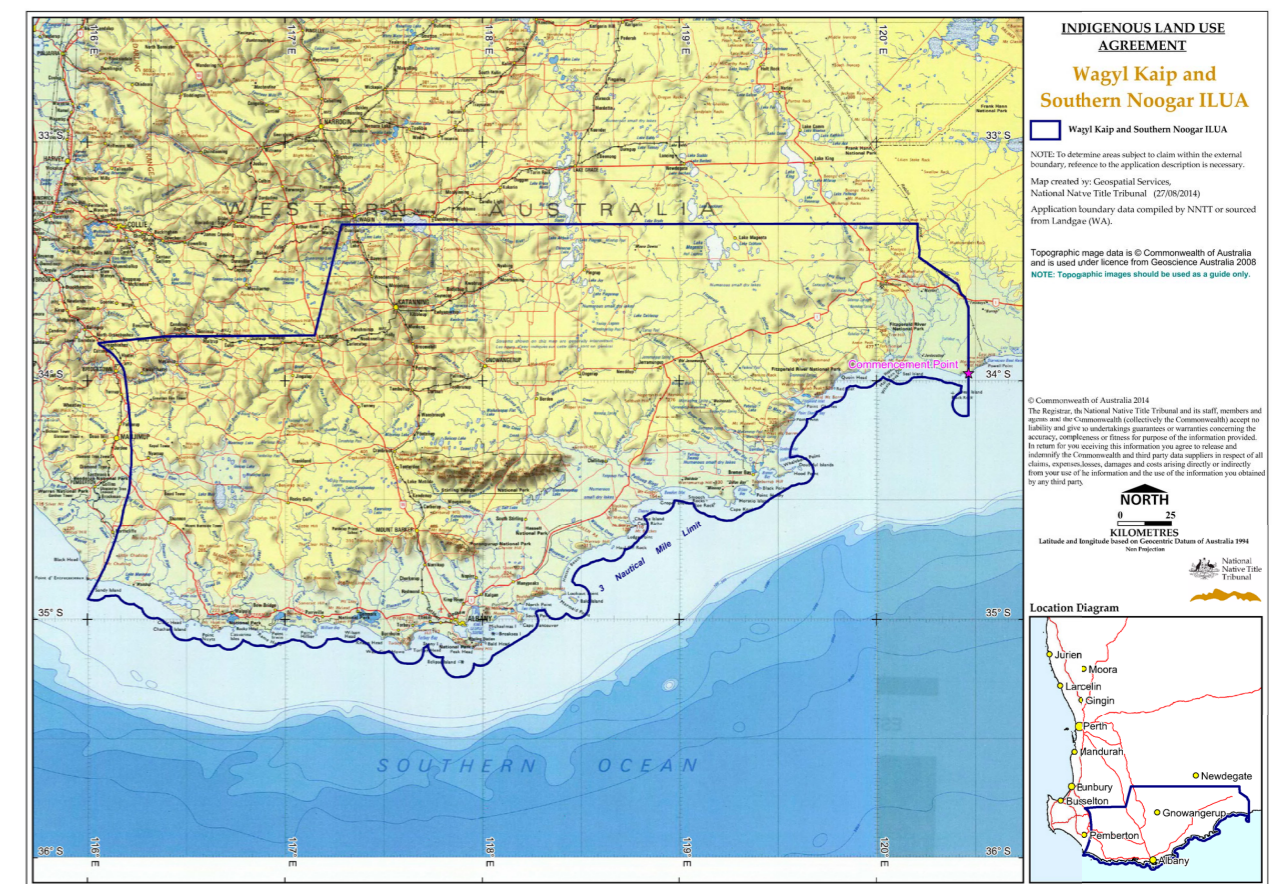


Figure 2 Wagyl Kaip and Southern Noongar ILUA (National Native Title Tribunal, 2014)

European heritage

European occupation of the Frenchman Bay area dates back to the early 19th century, with maritime activity in King George Sound preceding permanent colonial settlement. The area developed into a coastal outpost for whaling, fishing, and recreation.

Commercial whaling

One of the most significant historical heritage sites in the area is the Frenchman Bay Whaling Station (ruin), also known as the Norwegian Whaling Station (Image 1). Constructed in 1913 by a Norwegian firm, it was the first whaling station in Western Australia to employ modern whaling technologies, including powered vessels and mechanical processing. Despite being a major investment, the station was short-lived, ceasing operations by 1915 (Archae-aus, 2022).

Aboriginal people, particularly Menang Noongar men, were actively involved in the whaling industry during this period. While Europeans introduced large-scale commercial whaling to the region, Aboriginal whaling practices predate these activities. Their role in the whaling economy is often underrepresented and overlooked but remains a critical part of the historical record of Frenchman Bay and the broader Albany region.

Archaeological sites

The site ruins retain high archaeological and historical significance. The original purpose of many structural remains is still identifiable, offering valuable insights into early 20th-century industrial whaling operations. The City's Archaeological Management Plan outlines procedures for managing the heritage significance of the Whaling Station ruin, as well as for nearby culturally sensitive sites such as Kep Mardjit / Vancouver Spring and Dam.

The project area does not include areas currently listed on the State Register of Heritage Places or the City's Local Heritage Survey (adopted October 2020). However, the area as a whole retains local heritage value through both its historical features and the community's enduring connection to the site.



Image 1 Ruins of the Frenchman Bay whaling station

3 Project context

3.1 Project overview

Frenchman Bay is a key coastal asset that holds significant environmental, cultural and recreational value for the City of Albany (the City). In response to increasing erosive pressure on the Frenchman Bay foreshore, the City initiated the development of a Foreshore Management Plan (FMP). The Frenchman Bay FMP provides a structured approach to managing the area's environmental, cultural, and recreational assets while addressing coastal hazards and prioritising community values. The purpose of the Frenchman Bay FMP is to ensure the sustainable management of coastal assets while preserving the area's historical significance, environmental integrity, and recreational use. The plan aims to provide a framework for maintaining public access, conserving ecological value, mitigating coastal hazards, and enhancing visitor experiences.

Objectives of the Frenchman Bay FMP include:

- Build on the findings of the Whalers Beach Coastal Hazard Risk Management and Adaption Plan (CHRMAP), implementing strategies to mitigate the risks identified in the CHRMAP.
- Provide guidance for development and management at Frenchman Bay, including recommendations on appropriate land uses and functions that respond to site limitations and changing coastal conditions.
- Prioritise cultural and heritage preservation, respecting and appropriately acknowledging Aboriginal heritage as well as European heritage in collaboration with the Wagyl Kaip Southern Noongar Aboriginal Corporation
- Encouraging collaboration with Aboriginal representatives, residents, and community, and other stakeholders, including the Frenchman Bay Association.
- Deliver a comprehensive, consolidated document able to be used for potential future external funding applications for detailed design and implementation purposes.

Desired outcomes we envision from the implementation of the FMP include:

- Enhanced foreshore resilience through considered foreshore planning, a structured and responsive approach and preservation of natural ecology.
- Enhanced protection and awareness of Frenchman Bay's Aboriginal and European cultural heritage, acknowledging the significance of the Wagyl Kaip and Southern Noongar people alongside the European heritage.

3.2 Site context

Frenchman Bay is located approximately 22 kilometres south of Albany, facing across King George Sound and adjacent to Torndirrup National Park (Figure 3). Framed by Vancouver Point to the west and Waterbay Point to the east, the bay benefits from natural landform protection sheltering it from prevailing winds and ocean swell. This natural protection contributes to the calmer, clear waters and safe swimming conditions that make the area especially popular with families and visitors seeking a peaceful and scenic experience.

The foreshore and its surroundings form part of a broader coastal reserve network that includes prominent regional destinations like Bald Head, the Blowholes, Salmon Holes, Albany's Historic Whaling Station, and the trail systems of Torndirrup National Park. This positioning within an interconnected landscape of recreational, ecological, and heritage-rich places reinforces Frenchman Bay's significance as a treasured local and regional destination.

Frenchman Bay sits within the wider Whalers Beach locality; however, this project focuses solely on the Frenchman Bay area. To keep the document clear and consistent, all references from this point forward will relate specifically to Frenchman Bay.

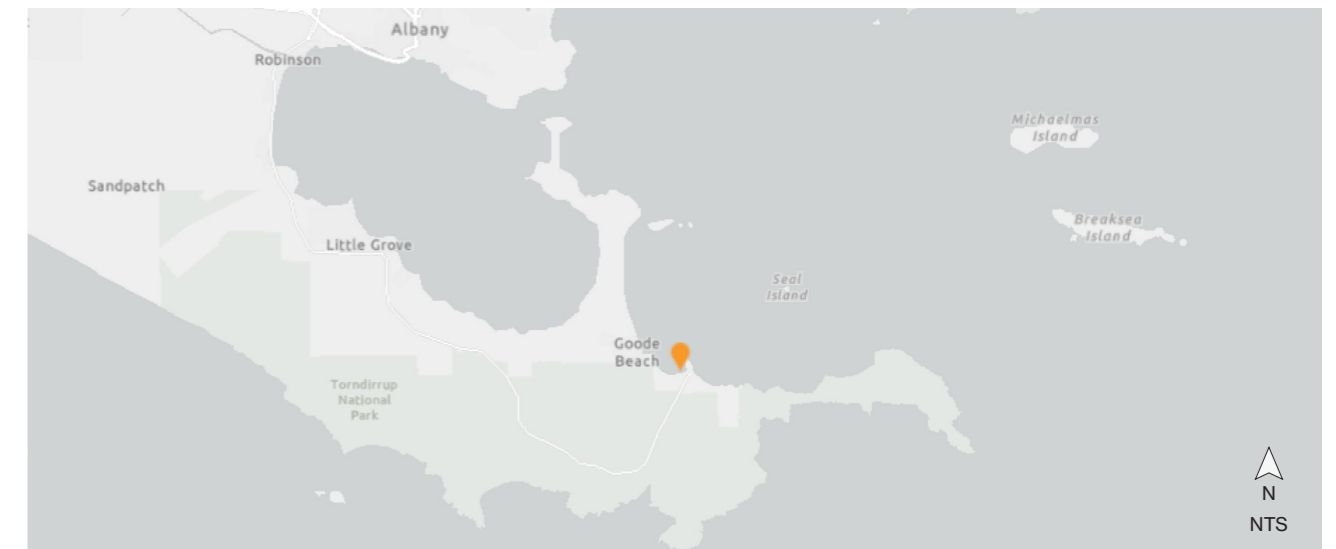


Figure 3 Project location

3.3 Study areas

Focus area

The FMP study area focuses on the eastern end of Frenchman Bay, encompassing public land managed by the City. This includes the sandy beach and adjacent foreshore reserve, passive recreation grassed areas, remnant coastal vegetation, shade trees, picnic seating, informal paths, and beach access points. The FMP is bordered by the interface with adjacent private lot. Supporting infrastructure such as gravel and sealed access roads, parking areas, a boat ramp are also within the focus area, with toilet amenities also located at upper bitumen carpark area accessed by Frenchman Bay Road (Figure 4).

Areas for consideration

In addition to the focus area, the City have identified “areas for consideration,” which include adjoining coastal reserves and vegetated City land that may influence future management decisions. These areas, while outside the immediate scope of the project’s implementation phase, are integral to understanding the broader coastal interface and user experience. Consideration of these areas allows for a more integrated management approach that responds to broader ecological processes, visitor movements, and long-term planning needs.

Private lot

While the FMP focuses on the public foreshore reserve, it should be noted that a large, privately owned freehold lot is located directly south of the site. The private lot extends across the upper terrace and portions of the vegetated rear slope, defining the upper boundary and a key part of the focus area’s physical context. The location and elevation of the lot constrains potential management approaches under the FMP. The combination of a steep slope behind the beach and the limited width of the lower foreshore restrict the space available for managed retreat or realignment of infrastructure over time. Strategies that rely on moving assets inland may not be feasible in some areas, and planning efforts should consider both physical and tenure constraints of the site.

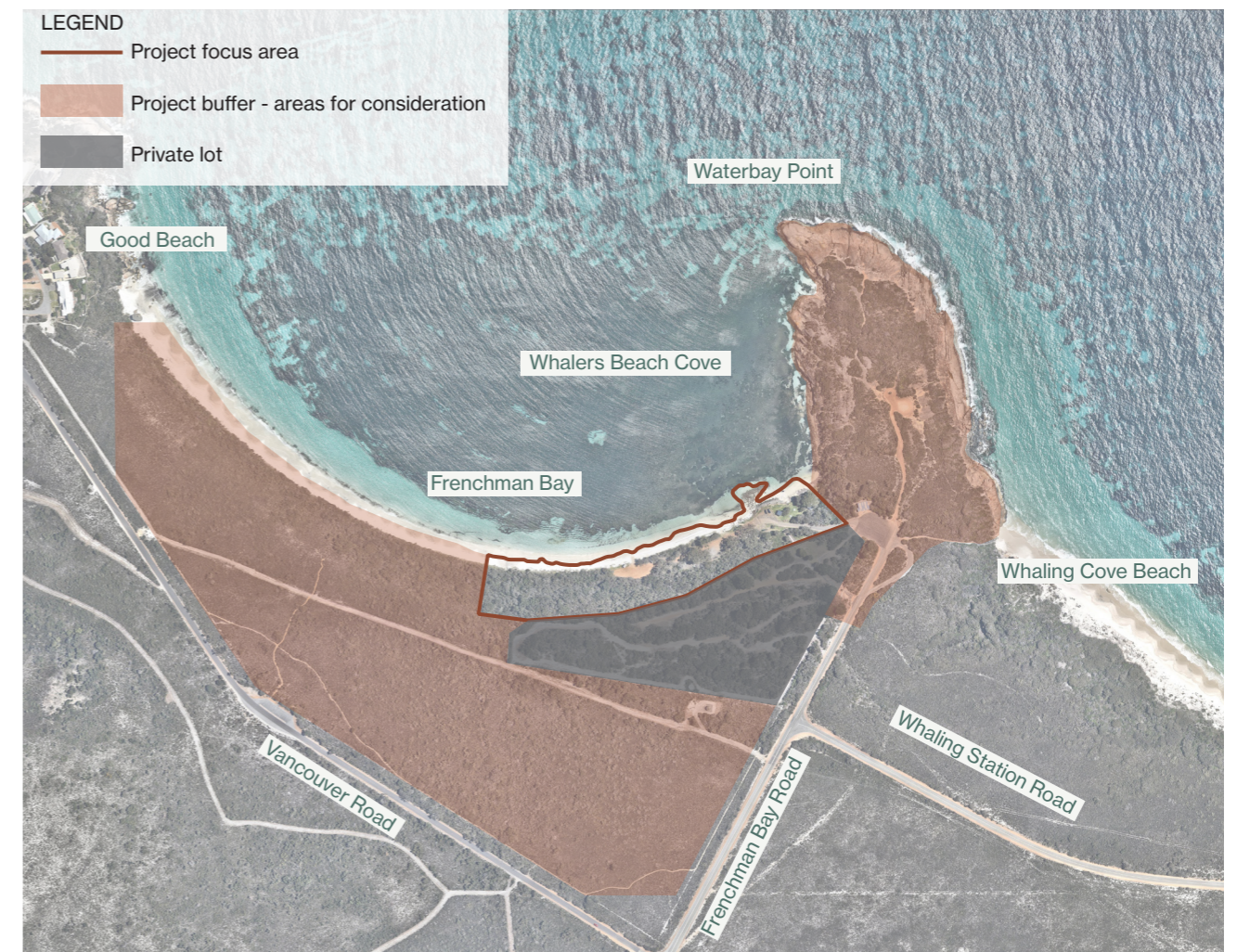


Figure 4 Study area



3.4 Climate

Frenchman Bay and the Albany region have a temperate Mediterranean climate characterised by warm, dry summers and cool, wet winters. The area is known as part of the “Rainbow Coast” due to the frequent occurrence of both sunny and showery days. While summers are generally warm, cool ocean breezes offer relief, especially in the evenings. Rainfall is higher in the winter months, with July being the wettest, and February being the driest.

Table 2 Albany region Climate Summary (Bureau of Meteorology)

	Rainfall (mean mm 1877 to 2025)	Maximum Temperature (mean celcius 1880 to 2025)	Minimum Temperature (mean celcius 1880 to 2025)
Annual	920.5	19.5	11.8
Highest	142.2 (July)	22.9 (Feb)	15.7 (Feb)
Lowest	22.4 (Feb)	(15.9 (July)	(8.3 (Jul)

3.5 Geology and soils

The geology of Frenchman Bay features a reflective sandy shoreline backed by steep slopes rising to about 25 meters above sea level, underlain by a Pre-Cambrian Granitoid Gneiss basement overlain by Tertiary Plantagenet Group sediments. The granitoid basement forms prominent outcrops at Vancouver and Waterbay Points. Due to the beach’s northerly aspect, typical dune systems are absent. Geotechnical drilling in 2008 revealed deep sandy layers above silty material, with no granitoid rock encountered at drill depths up to -1.7 m AHD, indicating a predominantly sandy coastline geology across the area (Landform Research, 2008, as cited in Frenchman Bay Public Infrastructure Coastal Hazard Risk Management and Adaptation Plan, 2023).

Frenchman Bay is situated within the Albany Sandplain Zone, which is characterised by sandy duplex soils that are frequently alkaline and sodic, with occasional areas of sand and gravel (DAFWA, 2004). Defined within the Coastal region of the South West, Frenchman Bay’s section of coastline features granitic and gneissic headlands separated by sweeping sandy beaches (CALM, 1992). The sandy soils in this area are highly prone to both wind and water erosion, possess low water-holding capacity, and have limited fertility (DBCA, 2017).

3.6 Topography

The Frenchman Bay foreshore is a compact, topographically complex coastal reserve bordered by King George Sound to the north and a vegetated slope to the south. The Coastal Engineering Planning Report (Bluecoast, 2025) identifies four distinct zones:

- Top of bank: A flat elevated area with a car park, private lot, and dense vegetation. It serves as the main access point but has limited potential for reconfiguration due to land ownership and environmental constraints.
- Rear vegetated bank: A steep slope with native vegetation that stabilises the landform. It includes a sealed road providing access between upper and lower zones.
- Lower foreshore: A narrow, flat area (about 20m wide) used for recreation, with picnic spots and amenities. It is the most active but also the most vulnerable to coastal hazards.
- Beach and erosion scarp: The transition zone to the beach, marked by erosion from storms. The beach is narrow and offers minimal protection.

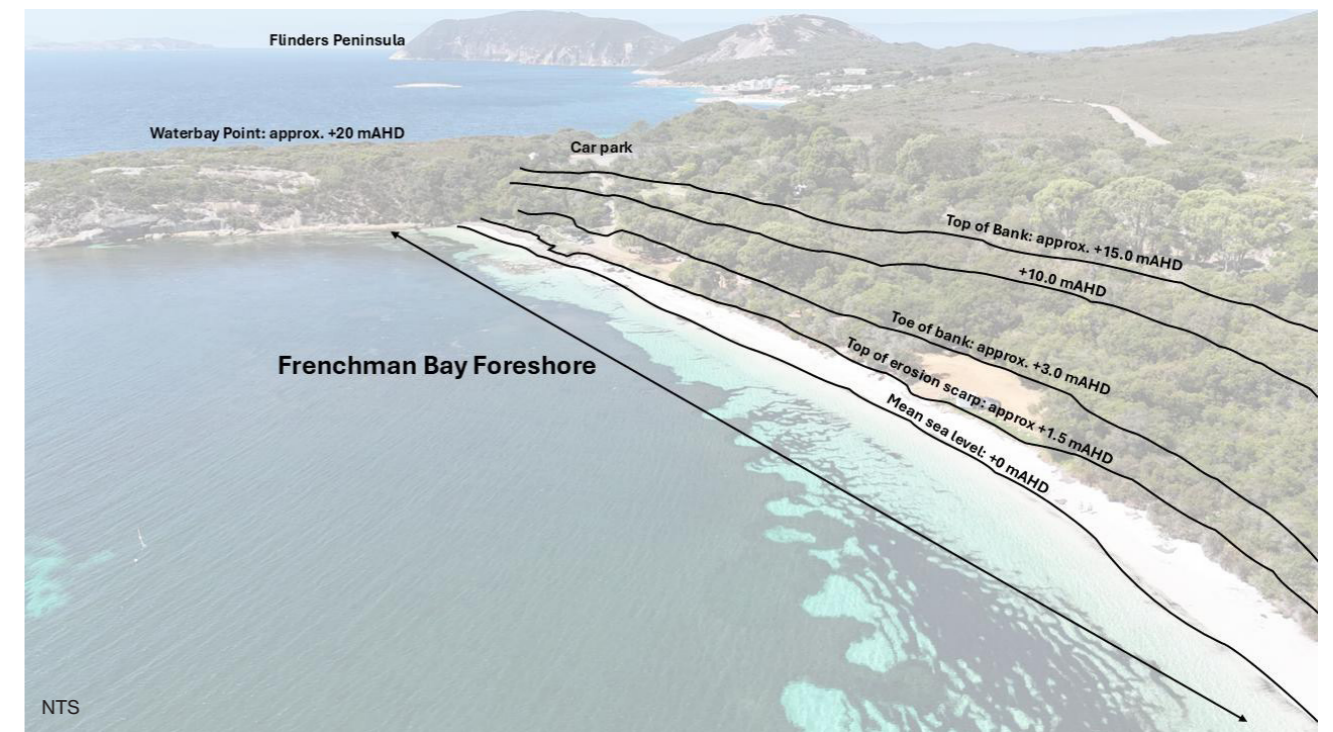


Figure 5 Frenchman Bay foreshore topography (Bluecoast, 2025)

3.7 Flora and fauna

The project site is situated within the WAR (Warren Region) Interim Bio-geographical Regional Area (IBRA), described by Hearn *et al.* (2002) as “Dissected undulating country of the Leeuwin Complex, Southern Perth Basin (Blackwood Plateau), South-West intrusions of the Yilgarn Craton and western parts of the Albany Orogen with loamy soils supporting Karri forest, laterites supporting Jarrah-Marri forest, leached sandy soils in depressions and plains supporting low Jarrah woodlands and paperbark/sedge swamps, and Holocene marine dunes with *Agonis flexuosa* and *Banksia* woodlands and heaths.”

Frenchman Bay lies within the Southwest Australian Biodiversity Hot Spot, one of only 34 regions worldwide recognised for exceptional biodiversity, which corresponds to the Southwest Botanical Province (Myers *et al.*, 2000; Conservation International, 2004).

The site is located adjacent to Environmentally Sensitive Area (ESA) Torndirrup National Park. A fauna and habitat study of lots 1 & 2, Frenchman Bay, adjacent to the site, recorded the presence of endangered black cockatoos, including Carnaby’s, Baudin’s, and Forest Red-tailed species, with some suitable foraging trees identified, though no recent feeding or roosting was observed. Critically endangered Western Ringtail Possums were present, primarily in a central grove of Peppermint and Jarrah trees with active hollows and dreys. Evidence of Priority 4 Quenda activity was also noted, particularly near vegetation connected to remnant bush land outside the site (Images 2 - 5). In total, 23 large trees were identified as significant habitat, providing nesting hollows and foraging potential for threatened fauna (Biodiverse Solutions, 2017).

Vegetation clearing may be subject to a Section 40 approval from DBCA as per the WA Biodiversity Conservation Act due to the presence of the Western Ring Tail Possum.



Image 2 Carnaby's Cockatoo



Image 3 Retained *Agonis flexuosa* in parkland

3.8 Character and values

Frenchman Bay is highly valued for its distinctive combination of natural beauty, cultural heritage, and recreational opportunities. The sheltered foreshore provides a calm swimming beach framed by coastal vegetation and expansive views across King George Sound. The surrounding dunes and near shore waters also support diverse ecological values, providing habitat for native vegetation, bird life, and marine species that contribute to the bay’s environmental significance. Visitors are drawn here for swimming, picnicking, and quiet recreation away from busier urban beaches, with grassed picnic spaces, shady seating, and accessible beach entry points supporting its welcoming and peaceful atmosphere (Images 6 - 13).

The area holds deep significance for Menang Noongar people as part of their ancestral Country. Connections to the coastline, freshwater springs, and traditional whaling practices reflect an enduring relationship with this place, grounded in cultural knowledge and custodianship (refer section 2.1 Heritage).

Remnants of the historic Norwegian whaling station further shape the bay’s character, blending layered history with informal function; some of the structures serve as makeshift seating or focal points, offering opportunities for heritage interpretation alongside everyday use.

This layering of quiet amenity, cultural continuity, and historic storytelling gives Frenchman Bay its unique sense of place. It is valued by both the local community and wider visitors for its visual amenity, recreational setting, and cultural and ecological importance. The Frenchman Bay Association (FBA), made up of current and former residents, actively advocates for the protection of the bay’s values. Equally, the Wagyl Kaip Southern Noongar Aboriginal Corporation represents the continuing role of Menang Noongar people in caring for this land and sea Country.



Image 4 Quenda



Image 5 Western Ringtail Possum

PROJECT CONTEXT



Image 6 Frenchman Bay beach, view east



Image 8 Whaling station ruins on shoreline



Image 10 View from picnic space



Image 12 Uncontrolled beach access



Image 7 Whalers Beach, view west



Image 9 Whaling station ruins on foreshore



Image 11 Shaded picnic space



Image 13 Gravel access road and parking

Image 6 & Image 7: Picturesque Frenchman Bay foreshore, valued swimming and passive recreation space

Image 8 & Image 9: Whaling station heritage elements bring unique character and storytelling to the site.

Image 10 & Image 11: Protected and shaded picnic space, providing table sittings, shade structures and barbecues with access to a quiet, sheltered end of the beach.

Image 12 & Image 13: Gravel access road leads through the site, enabling unrestricted vehicle access, and multiple through points to access the beach.

3.9 Site analysis



Figure 6 Site analysis

3.10 Site uses and amenities



Figure 7 Site use and amenity

3.11 Site condition

Frenchman Bay is experiencing progressive coastal erosion, with visible retreat to the foreshore edge and loss of beach sand, particularly in front of recreation areas and gravel road access. This erosion has destabilised the foreshore edge, undermining infrastructure and the existing access road, and contributed to the repeated failure of the boat ramp (Image 14 & Image 15). Storm surge events and high tides have accelerated these processes, compromising the stability of amenities located close to the shoreline. Informal parking along the gravel road and adjacent cleared areas has added further stress by compacting soils and reducing vegetation cover.

Management responses have been introduced in recent years to slow these impacts and protect the foreshore amenity and facilities. In 2021, coir logs were installed along sections of the foreshore to provide a temporary buffer against wave action and to retain sand in high-risk areas (Image 16). The following year, formalised stair access was added at the western end to provide safer pedestrian entry to the beach while reducing trampling and disturbance of the dune face (Image 17). By 2025, much of the coir log buffer has been washed away, and erosion of the foreshore edge continues to threaten infrastructure and limit the effectiveness of earlier efforts.

Since installation, these measures have been significantly impacted by continuing coastal processes. Increasing visitor numbers, unmanaged vehicle access, and ongoing coastal processes are accelerating the degradation of infrastructure, vegetation, and foreshore stability. The persistence of these issues demonstrates the limitations of short-term, reactive measures and underscores the need for a more strategic and adaptive approach to foreshore planning and protection.

Management Area 01 - Western Foreshore

Management Area 01 (Western Foreshore) includes the lower foreshore extending west of the main vehicle access point. It comprises a narrow beach, the existing boat ramp, informal vehicle tracks, and limited infrastructure. The shoreline shows visible signs of erosion, with exposed roots and slumping sand banks indicating active coastal processes. Some recreation infrastructure is present, including picnic tables and a barbecue, though the area is affected by compaction and disturbance from informal vehicle access and unregulated use.

Management Area 02 - Eastern Foreshore

Management Area 02 (Eastern Foreshore) encompasses the eastern portion of the site, including the bituminised vehicle access road, a grassed recreation area, and the Whaling Station Ruins. The area is characterised by a mix of formal and informal elements; the road provides primary access into the site, while the grassed area supports passive recreation with picnic facilities and shelters. The beach in this area is more protected and cove-like, contributing to its popularity with families. The Whaling Station Ruins, located within this area are a prominent physical heritage feature and contribute to the site's historical significance.

Management Area 03 - Arrival Hub

Management Area 03 (Arrival Hub) refers to the upland area where visitors first arrive at the site. It includes the car park, toilet block, and pedestrian access path leading to the foreshore. While relatively undeveloped, this space functions as the primary orientation point for visitors. Set back from the shoreline and immediate coastal hazards, it provides a transitional zone between the foreshore and surrounding landscape, with potential for adaptive use over time.



Image 14 Coastal erosion April 2021



Image 15 Coastal erosion September 2021



Image 16 Coir log erosion control November 2021



Image 17 Stair access July 2022

4 Planning context

4.1 State policies

WA Coastal Zone Strategy

Department of Planning, Lands and Heritage, 2021

The WA Coastal Zone Strategy acknowledges that Western Australian coast faces increasing pressures from climate change, coastal hazards, and expanding development needs, requiring a coordinated and sustainable approach to planning and management. The strategy provides an integrated framework that balances social, environmental, and economic priorities while outlining clear vision, goals, and responsibilities for all stakeholders – government, industry, and community alike. It supports long-term coastal resilience by guiding land-use decisions, protecting cultural and natural values, and addressing key issues such as erosion and inundation.

Objectives

- **Environment:** Conserve and enhance the State's natural coastal values and assets through sustainable use by protecting and restoring coastal ecosystems, maintaining natural processes, improving water quality, integrating broader environmental planning, and minimising waste.
- **Community:** Safe public access, cultural recognition, and long-term enjoyment of the coast by protecting heritage and native title rights, promoting community involvement and partnerships, and supporting inclusive, sustainable coastal planning and management.
- **Economy:** Support the sustainable and equitable use of coastal resources by balancing economic activities – such as ports, tourism, trade, and employment – with the protection of marine ecosystems and proactive management of climate change impacts.
- **Infrastructure:** Ensure coastal infrastructure is sustainably planned and located by prioritising development near existing settlements, minimising environmental and social impacts, accounting for coastal hazards and climate change, and applying prudent protection measures only when necessary
- **Governance:** Build community confidence in coastal planning and management by supporting local governments, providing technical guidance and data, developing management strategies, and ensuring policies align with the public interest.

Key outcomes

- Identified roles and responsibilities - governments are responsible for managing risks to public assets, developing aligned policies, raising community awareness, and fostering partnerships to build

resilience, while private parties are responsible for understanding and managing risks to their own assets through informed and proactive strategies.

- **State coastal planning policy adherence** - directs development away from areas at risk from coastal hazards through long-term planning, with coastal hazard risk managed via adaptation planning, retreat where feasible, risk-accommodating design when necessary, and last-resort protection measures to ensure sustainable use of public funds.
- **Coastal protection** - identifies that works should only proceed after all avoidance and adaptation options have been exhausted, and where they align with a coastal hazard risk management plan, deliver clear public benefit, minimise environmental and financial impacts, have committed local management and funding, are supported by cost-benefit analysis, are professionally designed for site-specific conditions, and include provisions for ongoing maintenance, sand nourishment, and performance review.
- **Temporary works** - temporary coastal management measures may be used to address imminent threats to life and assets, providing time to develop long-term solutions, with costs justified by the value of protected public assets, managed by local authorities, and designed to avoid limiting future management options.

Implications for the Frenchman Bay FMP

- Implement an integrated coastal management approach that balances social, environmental, and economic priorities to support long-term resilience.
- Prioritise conservation of natural coastal ecosystems, safe public access, cultural heritage protection, and community involvement in planning and management.
- Support sustainable economic activities, including tourism, while protecting marine ecosystems and addressing climate change impacts.
- Infrastructure consideration that minimises environmental and social impacts, and accounts for coastal hazards with protection as a last resort.
- Identify roles and responsibilities of governments and private parties in managing risks, emphasising proactive risk management and community collaboration.
- Follow state policies by avoiding hazard-prone development, prioritising adaptation and retreat, limiting protection works to justified cases, and using temporary measures only for imminent threats.



Register of Heritage Places - Permanent Entry

Heritage Council of Western Australia, 2008

The Heritage Council of Western Australia has permanently listed the Frenchman Bay Whaling Station (ruin) as a registered heritage place.

Entry Listing

Place number : 16612

State Register: 02/09/2008

Integrity: Moderate/Low

Authenticity: Moderate

Condition: Poor

Other names:

- Frenchman Bay Whaling Station (fmr)
- Kep Mardjit / Vancouver Spring and Dam
- Norwegian Whaling Station
- Vancouver's Spring
- Whaler's Beach

Objectives

The document highlights the site's historical, archaeological, aesthetic, and social values as justification for its permanent heritage listing by the Heritage Council of Western Australia.

Key outcomes

- The site is a rare archaeological place with clearly identifiable original structures.
- It holds historical significance due to the freshwater spring, used for over 200 years, including pre-European times.
- The 1914 concrete steps contribute aesthetic value as a rustic feature within the natural environment.
- The site has cultural importance due to its association with Norwegian and Scandinavian whalers who worked in challenging conditions.
- Buildings related to the former hostel and caravan park have some social and historical value but are outdated and not easily restored.

Implications for the Frenchman Bay FMP

- Protect and conserve heritage values by minimising impacts on the registered site during all foreshore activities and complying with the Heritage Act 2018 (WA).
- Implement archaeological protocols such as monitoring and watching briefs during any ground disturbance to safeguard significant artefacts and features.
- Engage with heritage authorities and Indigenous groups to ensure culturally appropriate management and effective consultation.
- Incorporate heritage interpretation and risk management strategies within the FMP to balance protection, public access, and coastal hazard adaptation.
- Identify the listed material remains of the Frenchman Bay Whaling Station (ruin) in detail to assess preservation needs.
- Consider ways to discourage the use of granite and brick piers from the archaeological remains as seating near the western boundary and implement measures to preserve their integrity.

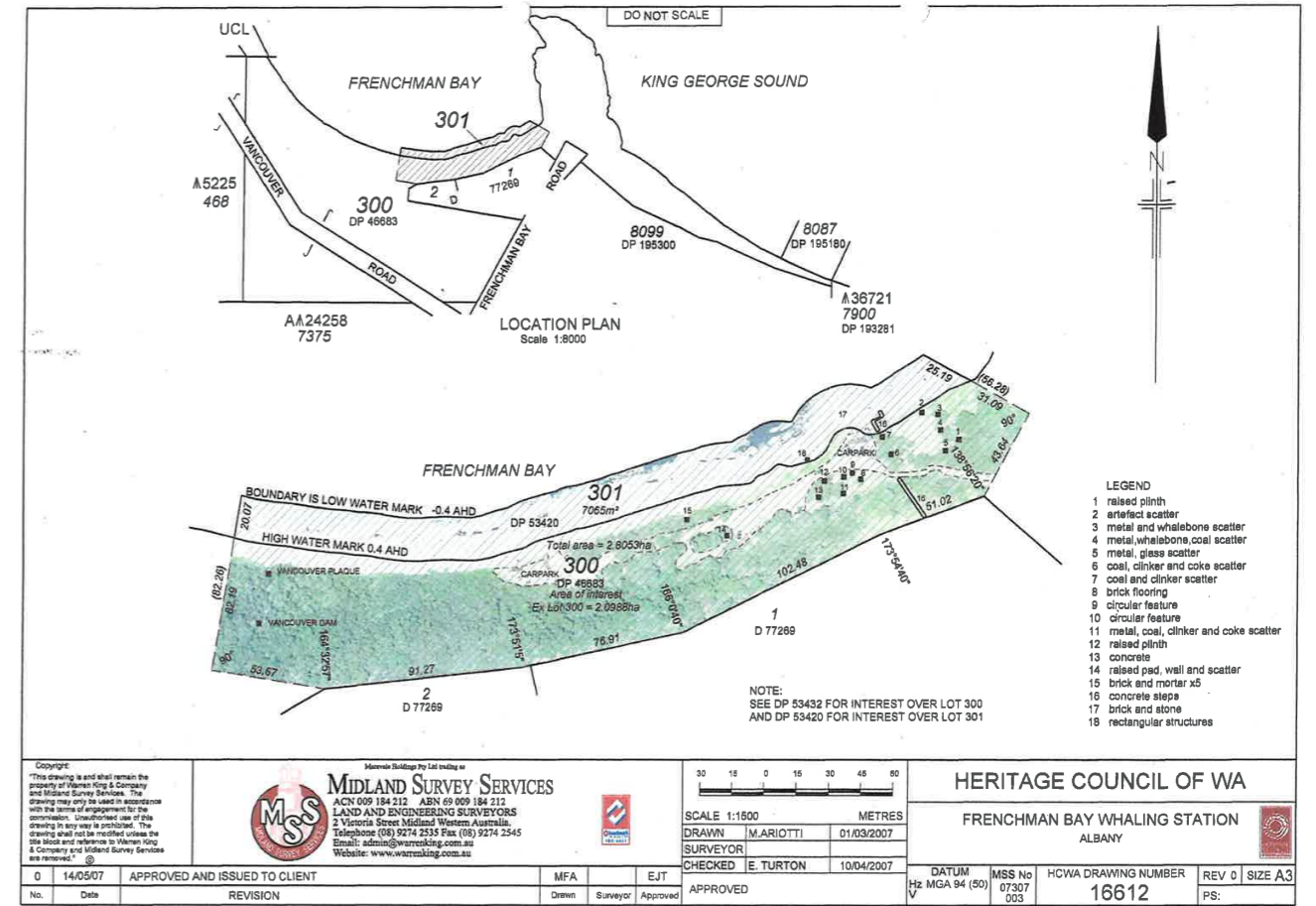


Figure 9 Frenchman Bay heritage survey (Heritage Council of WA)

State Planning Policy No. 2.6 - State Coastal Planning Policy

Department of Planning, Lands and Heritage, 2005

State Planning Policy No. 2.6 (SPP 2.6) aims to guide decision-making in coastal areas by managing development and land use changes, establishing foreshore reserves, and safeguarding coastal values. It acknowledges the regional variation in coastal landscapes, promotes appropriate planning for coastal hazard risks and adaptation, supports innovative risk management strategies, and ensures coastal foreshore reserves remain publicly owned.

Objectives

- Development and the location of coastal facilities takes into account coastal processes, landform stability, coastal hazards, climate change and biophysical criteria
- The identification of appropriate areas for the sustainable use of the coast for housing, tourism, recreation, ocean access, maritime industry, commercial and other activities
- Provide for public coastal foreshore reserves and access to them on the coast
- Protect, conserve and enhance coastal zone values, particularly in areas of landscape, biodiversity and ecosystem integrity, indigenous and cultural significance.

Schedule One - Calculation of coastal processes objectives

- To offer guidance on determining the portion of the coastal foreshore reserve needed to accommodate coastal processes
- Recognise other important considerations such as biodiversity, ecosystem integrity, landscape, seascape, visual values, indigenous and cultural heritage, public access, recreation and safety
- Ensure the reserve component for coastal processes mitigates hazards like erosion and inundation, accounting for landform stability, natural variability, and climate change
- Where typical policy measures are impractical, implement coastal hazard risk management and adaptation planning to reduce risks over the full planning period
- Establish a foreshore reserve width that preserves the intended values, functions, and uses despite the impacts of coastal processes over time.

State Coastal Planning Policy Guidelines (SCPPG)

SCPPG support the interpretation and practical implementation of SPP 2.6, offering guidance to decision-makers, planners, landowners, proponents, and referral agencies to help achieve the objectives and apply the measures of SPP 2.6. They outline how land use and development should be managed when planning, designing, and evaluating proposals in the coastal zone. Specifically, the guidelines assist with:

- Identifying suitable land uses and developments throughout Western Australia's coastal areas
- Defining requirements for applying SPP 2.6 measures, including ensuring adequate coastal foreshore reserves and public access, and applying the precautionary principle
- Making sure essential coastal planning considerations are integrated into decision-making processes

Implementation

Due to the diverse coastal environments and varying development and usage contexts across the state, it is essential that the SPP 2.6 along with Schedule One and the SCPPG, be applied individually to each situation, using the best available data, sound judgment, and a precautionary approach.

Implications for the Frenchman Bay FMP

- Plan for coastal hazards through design of foreshore works to address erosion, inundation, climate change, and landform stability, using Schedule One methodology or adaptation planning where needed.
- Protect environmental and cultural values through safeguarding biodiversity, ecosystem integrity, landscape/seascape quality, and areas of Indigenous and cultural significance.
- Maintain public access and amenity to provide safe, sustainable access to foreshore reserves while preserving environmental and heritage values.
- Support sustainable coastal use through responsible management of housing, tourism, recreation, and maritime activities to align with long-term sustainability and hazard risk adaptation.
- Ensure policy compliance, apply the precautionary principle and align all works with SPP 2.6 objectives and State Coastal Planning Policy Guidelines.

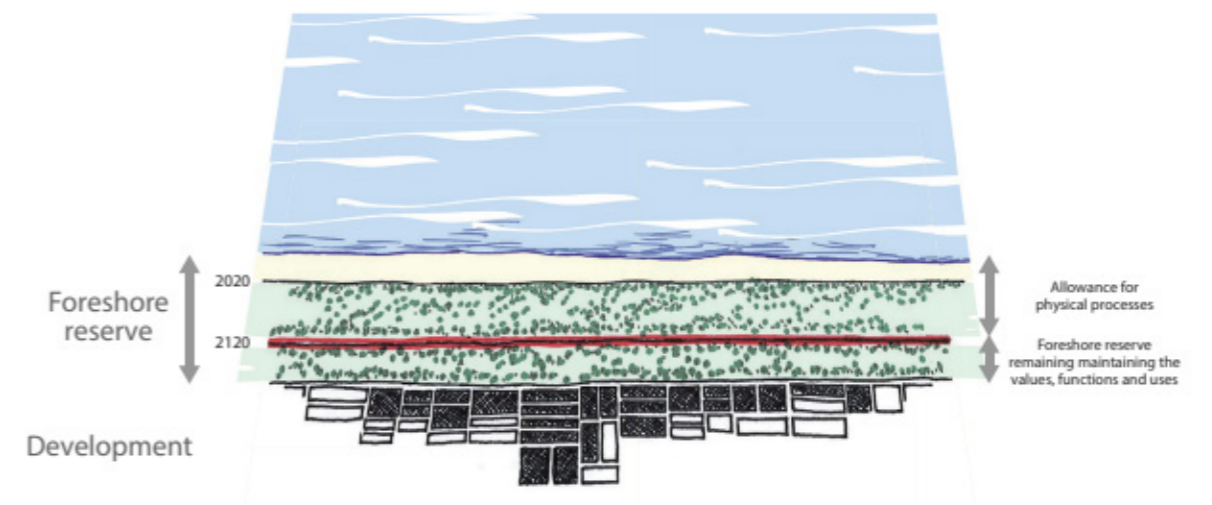


Figure 10 Illustrating a typical foreshore reserve on a sandy coast (SCPPG)

4.2 Local guidance documents

Frenchman Bay Whaling Station Interpretation Plan 2023

Creative Spaces 2023

The Frenchman Bay Whaling Station Interpretation Plan incorporates the Frenchman Bay Association's proposal for a heritage trail showcasing Whalers Beach's coastline, featuring interpretive stories spanning Menang Noongar heritage, European exploration, maritime history, island tales, and notable local sites. It presents proposed content, locations, precedents and interpretation delivery methods to increase public engagement with the site.

Objectives

- Develop an interpretation framework to showcase the historical, cultural, and environmental significance of the Whaling Station.
- Enhance public awareness and engagement with the site's Indigenous and European heritage, implementing educational signage and storytelling elements.
- Foster respect and awareness of Indigenous Menang Noongar connections to the land and waters.

Key outcomes

- The Whaling Station has significant Indigenous, maritime, and settler history, the site is historically significant for its role in international whaling operations in the early 20th century.
- Indigenous heritage is a vital aspect, with the Menang Noongar people maintaining cultural ties to the area.
- Proposed interpretation elements include a welcome sign, orientation/way finding signage, and specific thematic panels on key historical aspects such as whaling history, Vancouver Spring, and shipwrecks and the Whaling Station Ruins.
- Visual aids such as historical photographs, maps, and artistic representations are recommended to enhance interpretative storytelling.
- Themes include the natural environment, historical industry, and Indigenous heritage.

Implications for the Frenchman Bay FMP

- Integrate interpretive signage at key locations to educate visitors while ensuring minimal environmental impact.
- Ensure educational elements do not disrupt the natural coastal environment.
- Coordinate with environmental conservation efforts to prevent damage to heritage sites.
- Provide clear pathways and designated areas for viewing heritage elements into conservation strategies to prevent site degradation.
- Collaborate with Indigenous representatives is necessary to ensure culturally sensitive and accurate storytelling.

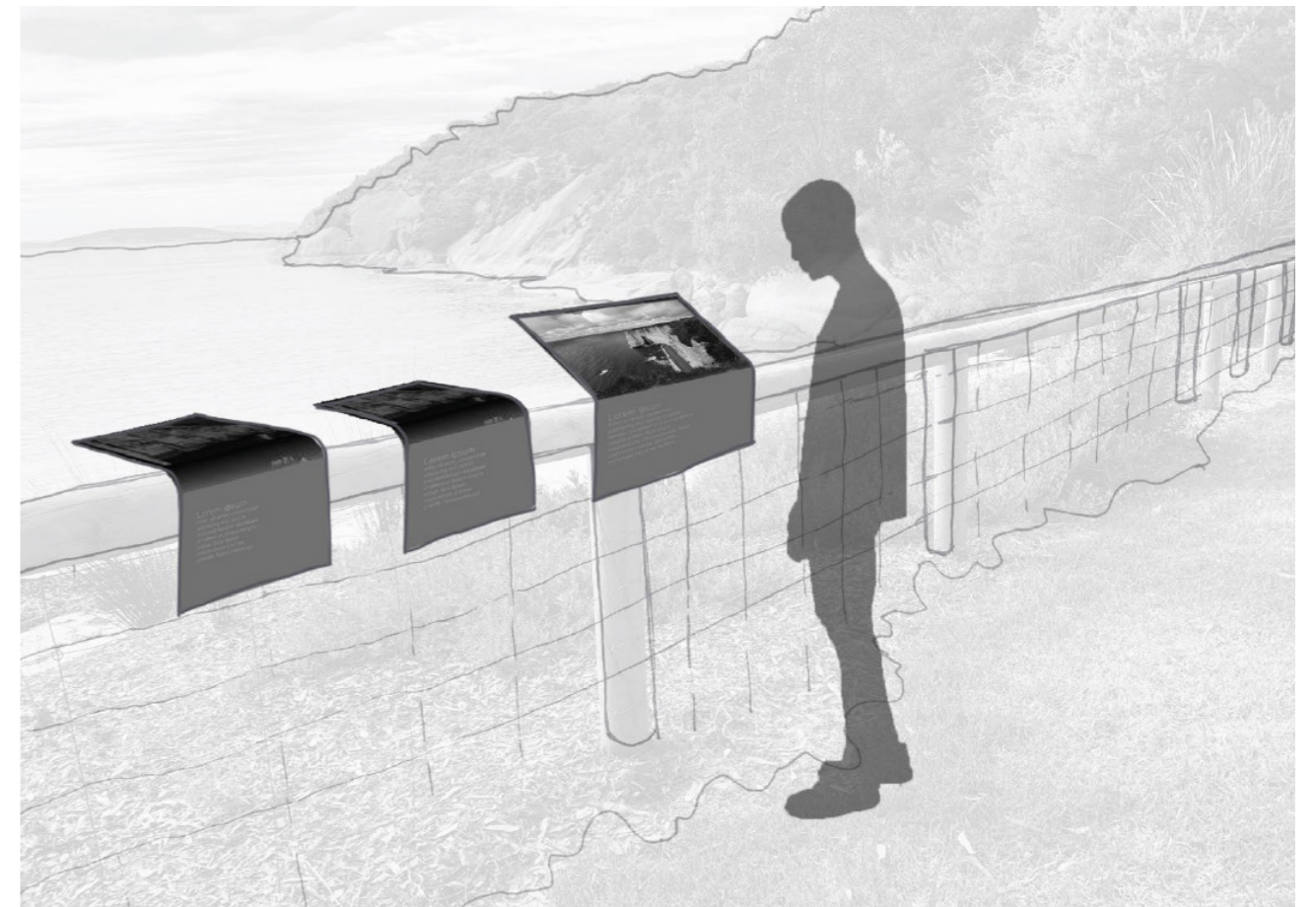


Figure 11 Interpretive signage concepts (Creative Spaces)

Fauna Management Plan - Lots 1 & 2 Frenchman Bay Road - Frenchman Bay

Aurora Environmental, 2023

The Fauna Management Plan was prepared for Lots 1 and 2 Frenchman Bay Road to guide the management of threatened species during development of a holiday accommodation site. The plan addresses fauna protection requirements outlined in the approved Local Development Plan and details key management actions, responsibilities, timeframes, monitoring, and reporting procedures throughout pre-clearing, clearing, and construction stages. It will be updated as needed to reflect any new fauna-related provisions arising during the approvals process.

Objectives

- Minimise potential impacts on threatened species and other native fauna.
- Implement measures to manage fauna during land clearing and construction activities.
- Preserve and maintain fauna habitat on-site where feasible.

Findings

- Given the site's small size and predominantly disturbed vegetation from previous clearing, impacts on fauna are expected to be low, with limited habitat value for threatened species, though Western Ringtail Possums and Quenda may occur in low numbers.
- A fauna survey and habitat assessment previously undertaken at the site by Biodiverse Solutions identified Black Cockatoos, Western Ringtail Possums, and Quenda present or showing signs of activity, though overall habitat use is limited and concentrated in specific areas and twenty three large trees were identified as significant for current or future nesting hollows and potential foraging habitat for threatened fauna.

Key outcomes

- Pre-clearing preparation – Obtain necessary permits, demarcate clearing boundaries, mark significant habitat trees, and conduct inspections by a qualified fauna specialist within 48 hours prior to clearing.
- Fauna protection during clearing – Clear vegetation in a controlled direction and season, with a fauna specialist on-site to identify, shepherd, or relocate animals using non-invasive methods.
- Response to injured fauna – Follow established protocols to ensure any injured or orphaned wildlife is managed by qualified specialists and taken to appropriate care facilities.
- Relocation of fauna – Guide fauna into adjacent native vegetation away from high-risk areas (e.g., Frenchman Bay Road) and avoid trapping unless necessary.
- Monitoring and reporting – Maintain ongoing site monitoring, keep compliance records, and report fauna relocations and incidents to DBCA as required under Section 40 approval.

Implications for the Frenchman Bay FMP

- Consider if a Fauna Management Plan within the Frenchman Bay foreshore defined area is required for future stages of development.
- Adopt similar measures in the Frenchman Bay FMP to identify threatened fauna on site, habitats needing preservation, and potential opportunities for habitat enhancement at Frenchman Bay foreshore.

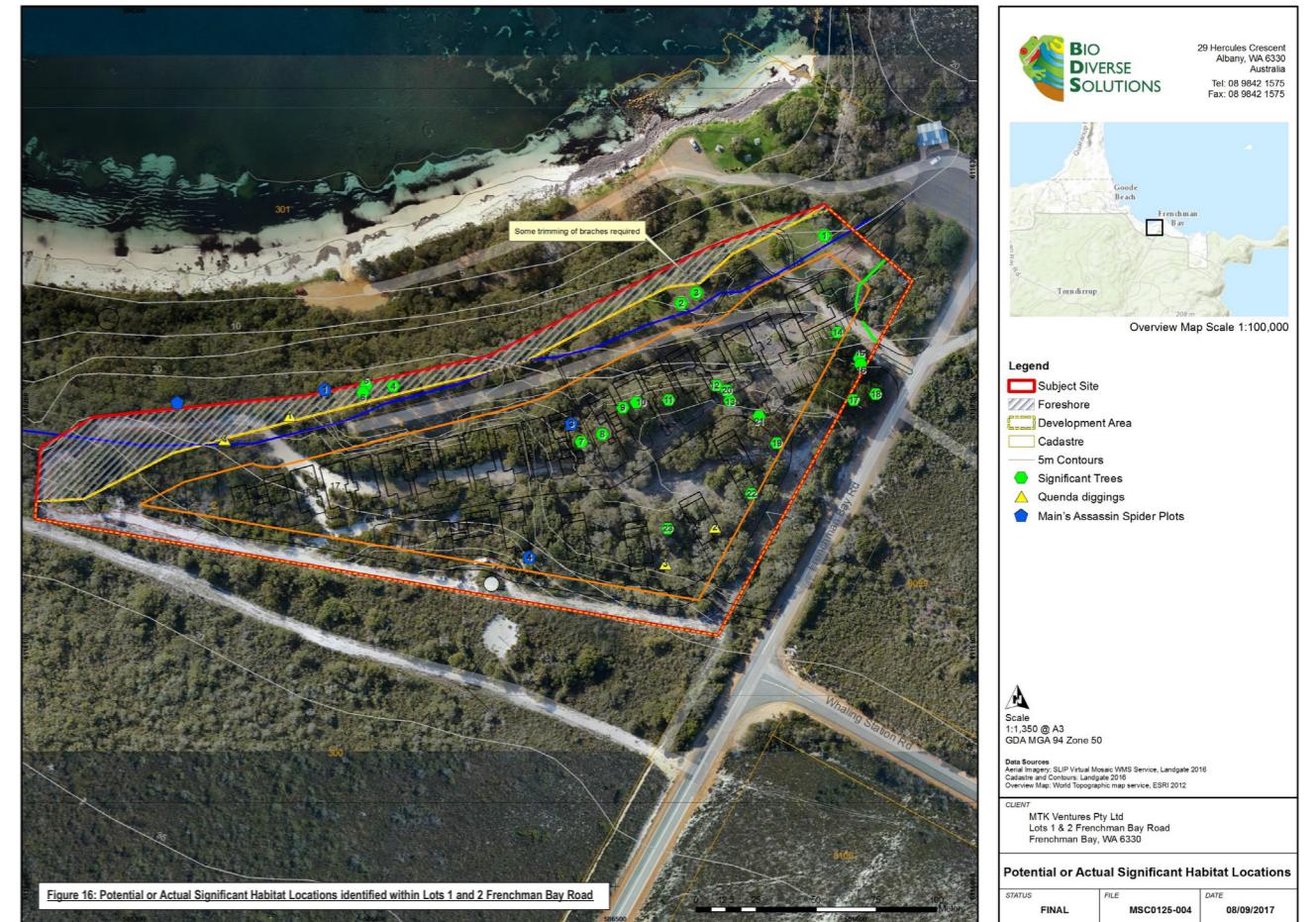


Figure 12 Potential or actual significant habitat locations (Bio Diverse Solutions)

Archaeological Management Plan - Frenchman Bay Whaling Station (Ruin)

Archae-aus, 2022

The Archaeological Management Plan - Frenchman Bay Whaling Station (ruin) provides a strategy to protect significant archaeological and historic heritage within the Frenchman Bay Study Area during future works, particularly those addressing coastal erosion damage from severe 2021–2022 storms. It outlines policies and procedures for minimising impacts from erosion, ground disturbance, and site upgrades, while guiding conservation, interpretation, and management of heritage elements. The plan also identifies opportunities for salvage, research, and future archaeological investigation, alongside recommendations for incorporating findings into foreshore management strategies. While acknowledging Aboriginal heritage and known shipwrecks, these aspects are addressed separately through dedicated investigations and consultation.

Objectives

- Provide guidelines for protecting and managing archaeological remains at the Whaling Station Ruins.
- Develop protocols for excavation, heritage conservation, public engagement and ongoing monitoring of historically significant sites.
- Assess risks posed by coastal erosion, environmental factors and human activity.

Key outcomes

- Identifies key archaeological features, including structural remains, subsurface artefacts and historical shipwreck.
- Coastal erosion and storm surges pose major threat to the stability of archaeological remains, necessitating proactive mitigation measures.
- Recommends detailed excavation protocols to prevent inadvertent damage to historical layers.
- Advocated for signage to educate visitors on the site's significance and conservation measures.

Implications for the Frenchman Bay FMP

- Ensure any construction or conservation work within the Whaling Station precinct adheres to heritage protection protocols.
- Maintained ruins in-situ on an ongoing basis to allow arrested decay whereby the effects of coastal erosion on remnant features are limited where possible.
- Integrate heritage protection measures with foreshore management planning.



Figure 13 Archaeological sites (Archae-aus)

Frenchman Bay Heritage Trail Feasibility Study

H+H Architects, 2015

The Frenchman Bay Heritage Trail Feasibility Study proposes the creation of a Heritage Trail at Whalers Beach, Frenchman Bay, Albany. The Trail would form a circular route along the escarpment and beach, featuring a stabilised limestone path, viewing shelters, and interpretive signage to share the rich cultural and historical significance of the area. Designed to commemorate key heritage stories – such as the Vancouver Dam, the Norwegian Whaling Station, visible shipwrecks, and the fresh water springs that once sustained local and visiting populations – the Trail aims to enhance visitor experience and tourism potential while preserving the legacy of this unique coastal site.

Objectives

- Assess the feasibility of developing a heritage trail that highlights Frenchman Bay’s historical and natural significance.
- Outline trail design, infrastructure needs, and identify appropriate locations for interpretive nodes and viewing areas.
- Evaluate environmental considerations and potential constraint, and ensure the trail design aligns with environmental conservation principles.

Key outcomes

- The proposed trail would run along the escarpment and beach, connecting historical and natural landmarks and incorporating a limestone-based path.
- Suggested a 1.5 m wide pedestrian limestone walk trail to minimize ecological disturbance while providing accessibility.
- Identified key interpretive themes: Noongar heritage, European exploration, whaling history, and natural environment.
- Recommended two key viewing platforms to provide panoramic perspectives of the bay while minimising direct human impact on sensitive sites.
- Identified potential environmental risks such as erosion, damage to native vegetation, and disturbance to local wildlife.

Implications for the Frenchman Bay FMP

- Consider future trail design with sustainable materials and construction methods.
- Prioritise environmental and foreshore conservation, with consideration of heritage trail placement in relation to foreshore conservation zones.
- Implement erosion control measures to prevent damage to proposed trail sections.
- Consider the alignment of interpretation nodes and trails with broader heritage conservation initiatives.
- Arrested decay of Whaling Station ruins in the water causing wave energy that is influencing erosion.



Figure 14 Proposed Frenchman Bay Trail (H+H Architects)

Woolstores to Frenchman Bay - Foreshore Management Plan

Waters and Rivers Commission, 2000

The Woolstores to Frenchman Bay - Foreshore Management Plan (WFB FMP) guides key agencies and encourages community involvement in managing public foreshore reserves around Princess Royal Harbour and King George Sound where Frenchman Bay is located. A primary focus is protecting foreshore vegetation, which stabilises banks, filters pollutants, and provides critical habitat. The plan addresses community concerns including weed invasion, inappropriate clearing, vehicle and animal access, habitat loss, and recreational conflicts. Developed through extensive consultation, the plan uses zoning and site-specific strategies to manage and protect these important coastal areas.

Objectives

- Identify and protect environmentally sensitive foreshore areas.
- Prevent inappropriate development and recreational activities that harm the foreshore.
- Maximise community participation in foreshore management.
- Enhance recreation by providing well-designed, environmentally sensitive facilities that offer diverse experiences.

Key findings

- Develop a site plan for the Frenchman Bay picnic area to be prepared to better accommodate vehicle and public use, in collaboration with Albany Waterways Management Authority and the Frenchman Bay Association.
- Retain the existing boat launching facilities at Frenchman Bay, redesigning the layout in consultation with the City and local users.
- Develop a walk trail linking Murray Road, Frenchman Bay, and Cheynes Beach, working with Whale World (now called Albany's Historic Whaling Station) the Fisheries Department, and referencing the 1998 Albany Development Plan.
- Provide enhanced heritage interpretation at Frenchman Bay and construct a scenic lookout and information shelter at Vancouver Point.

Implications for the Frenchman Bay FMP

- Review the recommendations affecting Frenchman Bay and consider if they remain relevant and a priority. These include:
 - Provide a site plan for Frenchman Bay picnic area, to better cater for vehicle and public use. This plan to be prepared by City in conjunction with AWMA and the Frenchman Bay Association
 - Retain the boat launching facilities at Frenchman Bay, with changes to layout design in consultation with the City of Albany and local residents/users. No upgrade of boat launching facility is proposed.
 - Better interpretation of heritage sites/remains to be provided at Whale World and Frenchman Bay.

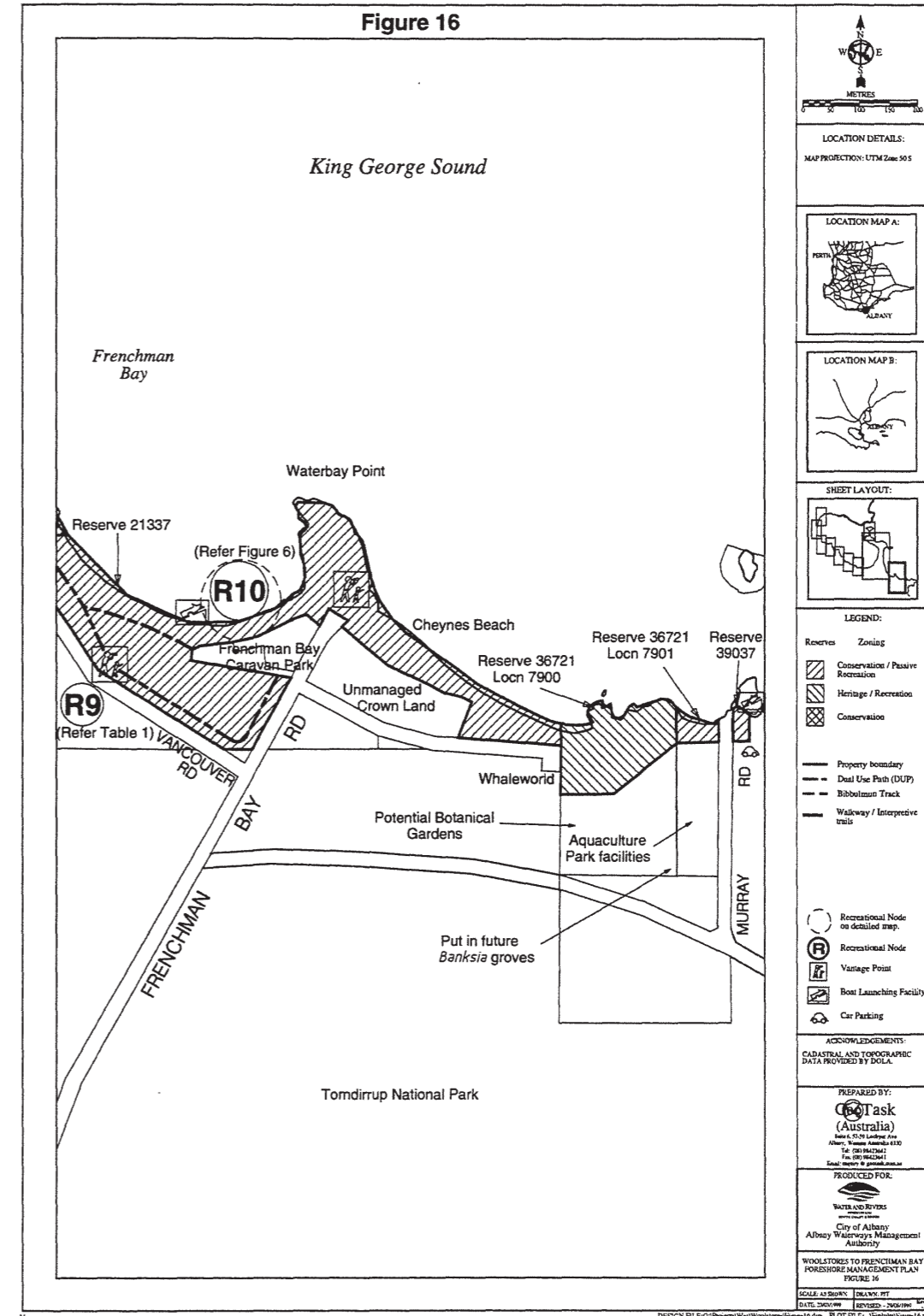


Figure 15 Woolstores to Frenchman Bay FMP (WRC)

5 Coastal context

5.1 Coastal processes

Frenchman Bay is located within a coastal compartment extending from Possession Point to Bald Head, characterised by embayed beaches framed by granite outcrops (MRA, 2023). It forms part of a semi-protected pocket beach system facing King George Sound, sheltered by the prominent headlands of Vancouver Point to the west and Waterbay Point to the east. While generally sheltered from the high-energy swells of the Southern Ocean by surrounding landforms, seasonal southeasterly winds can influence wave activity. The bay is impacted by a mix of natural coastal dynamics, shaped by wave patterns, tidal movement, and periodic storm events, and the remains of the Whaling Station on the site.

The position of the foreshore is disconnected from broader littoral drift pathways, limiting sand movement and long shore drift, which can result in more enhanced and prolonged erosive impact as sand is not being naturally replenished. This corresponds with observations on site; localised erosion has been observed where vegetation cover is thin, or informal access paths have destabilised dune faces (Image 18). The low and narrow form of the site enhances susceptibility to storm surge impact, and storm waves approaching from the southeast (reflected around headlands) are a significant driver of this erosion. The lack of natural foreshore buffer coupled with repeated storm events have developed a visible erosion scarp along the foreshore, beginning to undercut areas used by the public for access and recreation.

The coastal processes and the evidence of impact on the site is the driving force behind the development of the foreshore management plan; to determine the best method of managing these processes and planning for the protection of site and assets.

In response to this, the City commissioned MP Rogers & Associates to produce a CHRMAP for Whalers Beach in 2023 to formally assess risks to public assets and guide adaptation planning, and further investigations were undertaken by coastal engineers Bluecoast Consulting Engineers in the development of the Frenchman Bay FMP.

A summary of these documents is provided in section 5.2 Coastal investigation reports.



Image 18 Evidence of coastal erosion processes

5.2 Coastal investigation reports

Whalers Beach CHRMAP (MRA, 2023)

MP Rogers & Associates, 2023

A Coastal Hazard Risk Management and Adaptation Plan (CHRMAP) for the broader Whalers Beach area, including Frenchman Bay, was completed by MP Rogers & Associates (MRA, 2023). The plan outlines how coastal hazards affecting public assets at Whalers Beach should be managed, in accordance with State Planning Policy 2.6 (see Section 4.1 – State policies). The CHRMAP assesses risks of coastal erosion and inundation across planning horizons up to 2121 and provides adaptation strategies to inform asset management.

Stakeholder engagement, including input from the Frenchman Bay Association and community members, were considered as part of the plan. Culturally significant heritage assets, such as the Norwegian whaling station and Vancouver Spring, were noted but remain outside the CHRMAP's scope, as they are managed under the City's Archaeological Management Plan (refer section 4.2 Local guidance documents).

Objectives

- Coastal hazard assessment - identify and evaluate potential erosion and inundation hazards affecting Whalers Beach.
- Risk analysis - assess the vulnerability of public infrastructure to these hazards over short, medium, and long-term planning horizons.
- Adaptation planning - develop strategies to manage and mitigate risks, ensuring continued public access and safe use of the foreshore for as long as possible.

Key findings

- Shoreline vulnerability - the shoreline is susceptible to storm erosion and sea level rise, with some foreshore areas already impacted (Figure 16).
- Localised erosion – sections of the foreshore, including areas previously stabilised by the City, show evidence of ongoing erosion.
- Infrastructure at risk – low-lying public assets such as access roads, beach stairs, and picnic areas face increasing vulnerability, with several projected to be at high risk from erosion by 2041–2061, and most assets affected by 2121 (Figure 17)
- Adaptive pathways – the CHRMAP outlines a long-term strategy of progressive retreat as erosion encroaches, supported by short-term measures to adapt and maintain public access. Trigger points identified through monitoring will determine when adaptation or retreat actions are required.
- Interim works – remediation measures and temporary stabilisation may extend the life of some assets but will not eliminate long-term risks.

Implications for the Frenchman Bay FMP

- Infrastructure planning - design or relocate amenities outside hazard zones, use durable and adaptable materials, and prepare for long-term retreat where risks cannot be avoided.
- Monitoring and evaluation - implement a coastal monitoring program to track shoreline change, assess effectiveness of adaptation measures, and guide future management decisions.
- Community engagement - continue consultation with residents, the Frenchman Bay Association, and Aboriginal representatives to ensure cultural, recreational, and heritage values inform adaptation



Figure 16 Shoreline positions adjacent relic seawall (MRA, 2021)

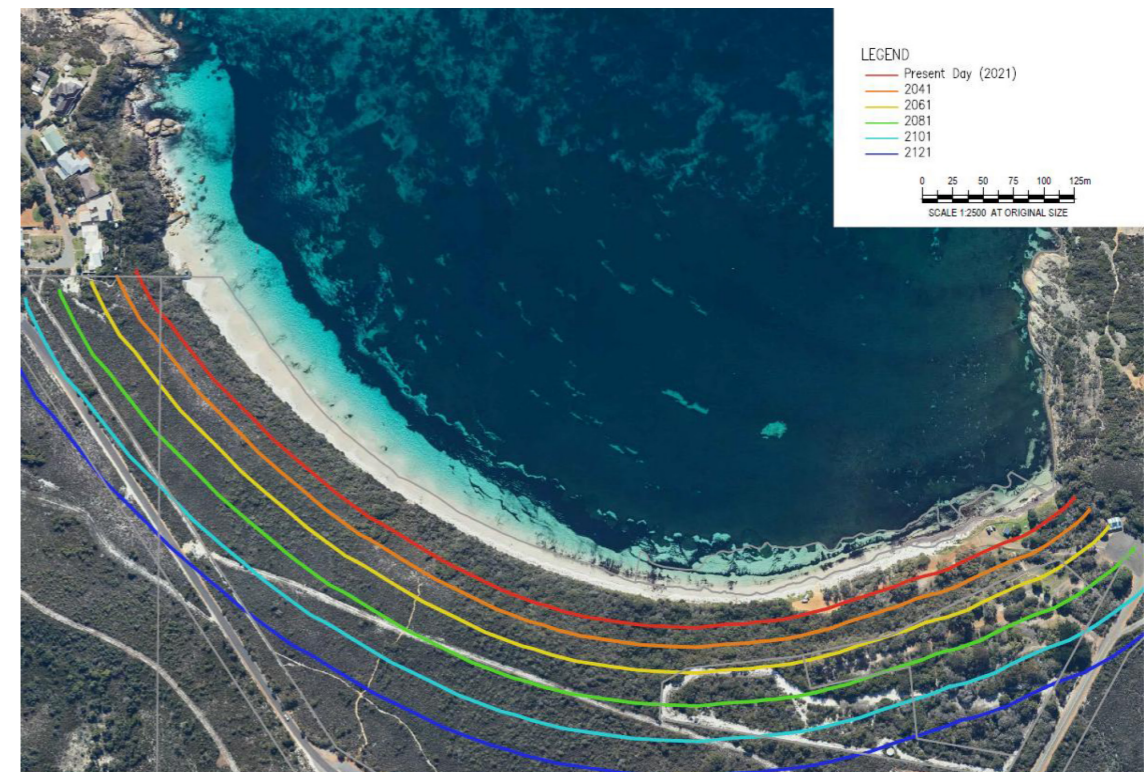


Figure 17 CHRMAP coastal erosion hazard lines (MRA, 2023)

Coastal Engineering Planning Report

Bluecoast Consulting Engineers, 2025

A detailed Coastal Engineering Planning Report was developed by Bluecoast Consulting Engineers (Bluecoast) to understand coastal risks at Frenchman Bay and inform the actions of the FMP. The report identifies the primary coastal hazards of erosion, shoreline retreat, sea level rise and inundation, and applies a risk-based approach to guide the placement and adaption of foreshore assets. Bluecoast's report builds on the Whalers Beach CHRMAP (MRA, 2023) and aligns with State Planning Policy 2.6 (SPP 2.6). While the CHRMAP considered longer-term adaptation strategies, this assessment refines the analysis with a focus on the more site specific and immediate and practical planning needs.

An overview of the Coastal Engineering Planning Report is provided below, outlining the process, key findings, actions and recommendations. The full report including detailed modelling and analysis is provided in Appendix A.

Planning horizon

A planning horizon is a chosen time period used for forecasting and decision-making. In the context of the FMP, it is the year up to which coastal risks have been modelled and assessed. While the assessment considers coastal risks across a 100-year planning horizon to 2121 (as required under SPP 2.6), a practical management horizon of 2041 was adopted to align with the expected design life of many existing assets and to address immediate erosion pressures. This time frame allows for practical, more immediate planning and decision making while maintaining future adaptability and a realistic approach.

Coastal Hazards and Risk Allowance

Frenchman Bay foreshore is shaped by natural coastal forces, with erosion the main hazard over the life of this plan. Three key factors influence erosion risk:

- Storm erosion: This refers to acute, short-term erosion caused by severe storm events, and intends to define the potential landward reach of a significant single or cluster of event. Even smaller, more frequent storms are already impacting some areas.
- Shoreline movement: This refers to long-term trends of natural sediment transport, variability and non-storm-related influences upon shoreline change. An inland shift of around 5 cm per year based on decades of aerial and survey data.
- Sea level rise: This refers to long-term shoreline recession from projected sea level rise over the planning horizon, projected to cause an additional 9 m of horizontal recession by 2041.

Storm surge inundation (flood-risk and sea-level rise related inundation) is also possible, but its impact is limited to the boat ramp, parts of the gravel parking, and a small grassed area.

Vulnerability of assets

The report assessed how exposed each foreshore feature is and how easily it can be adapted, relocated, or replaced.

- Low vulnerability: Upper car park, ablution block, rear concrete stairs, beach fencing and bollards are considered low vulnerability across the FMP planning horizon. Adaption actions are not required for this level of vulnerability, however, vulnerability will increase over the long term, and ongoing monitoring of these assets is required.
- Medium vulnerability: Bitumen access road, beach access stairs, and parts of the picnic areas are considered medium vulnerability and, while not immediate, will likely need changes before 2041.
- High vulnerability: Lower bitumen car park, gravel parking and road, boat ramp, and foreshore picnic facilities are considered high vulnerability and are already at significant risk, requiring more immediate action and adaption planning.

Heritage features, including the remains of the whaling station, will be left in place and allowed to weather naturally under the agreed "arrested decay" approach consistent with the City's Archaeological Management Plan (Archae-aus, 2022).

Design Principles

The report outlines design principles, to guide management at Frenchman Bay. These have been developed based on consultation with the City and local stakeholders, relevant planning policies including SPP 2.6 and informed by foreshore management practices of other local governments.

- Plan for managed retreat, relocating vulnerable assets as hazards advance.
- Retain, support, and enhance public recreational use, maintaining public access and amenity.
- Consider location of new and replacement assets in areas where exposure to coastal hazards is tolerable.
- Respond to site-specific landform and topographic constraints.
- Incorporate revegetation and non-structural adaptation solutions where feasible
- Respect and protect environmental and cultural values in all works.

Foreshore zones

As part of the assessment, the foreshore is divided into zones (1 - 5) that guide asset placement with coastal hazard risk (Figure 18). These zones guide the siting, design, and life span of public infrastructure, from relocatable elements in high risk areas to longer life assets in lower risk zones. The framework is adapted from risk tolerances and hazard mapping from the Whalers Beach CHRMAP (MRA, 2023), considering each asset’s vulnerability, adaptability, and consequence of loss. This spatial approach supports:

- Clear asset recommendations by zone,
- Informed design and material choices, and
- Staged retreat or renewal planning

The foreshore zones and corresponding suitable assets is set out in Table 2.

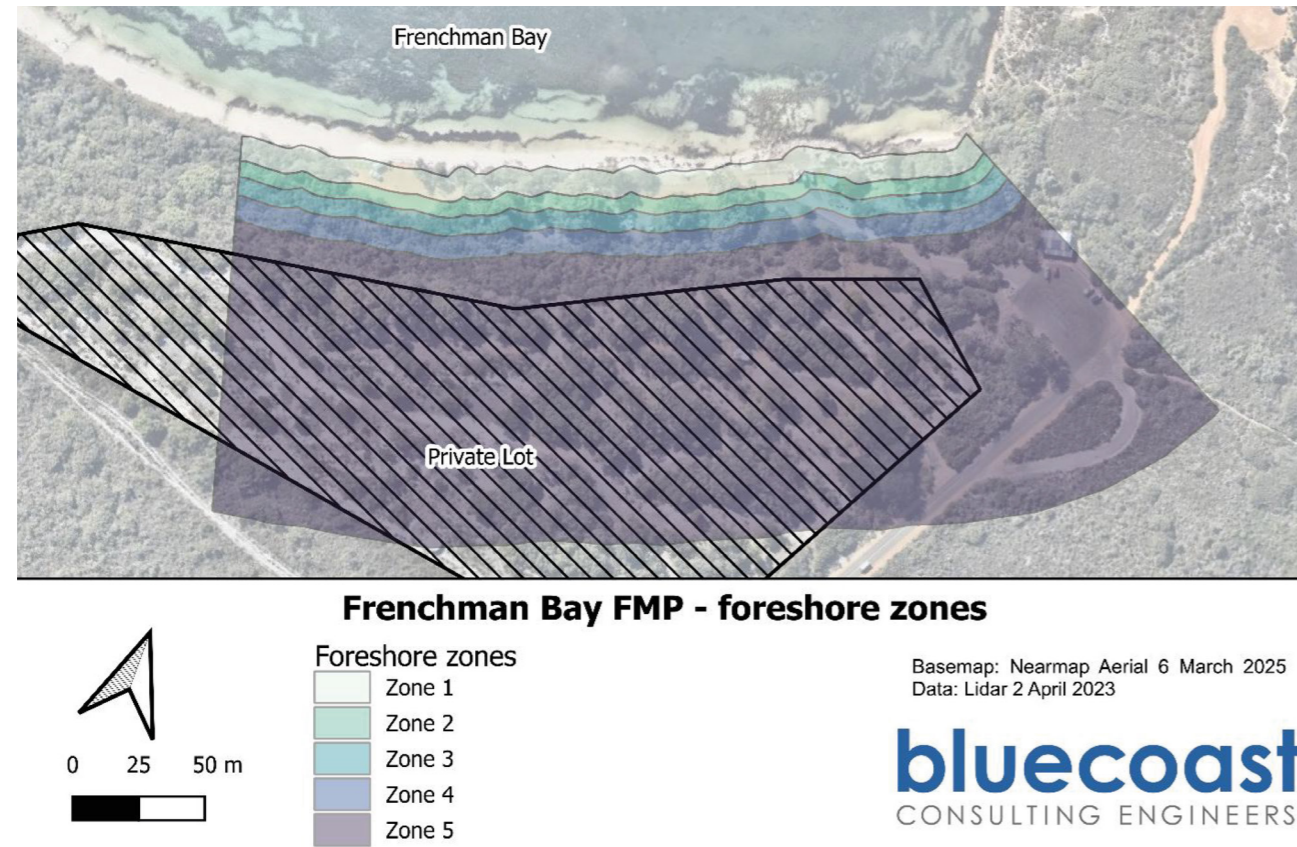


Figure 18 Frenchman Bay FMP - foreshore zones (Bluecoast, 2025)

Table 3 Foreshore zoning and suitable assets

Foreshore zone	Description	Suitable assets
Zone 1	Zone 1 is highly exposed to active coastal hazards and should primarily function as an erosion buffer. Implementing erosion control measures, such as regrading and vegetation, will support the stability of this zone. Assets should only be located in Zone 1 if their purpose predicates this location and they are easily relocatable.	<ul style="list-style-type: none"> • Natural erosion control • Vegetation and trees • Beach fencing, access ways & stairs
Zone 2	Zone 2 will face increasing risk of exposure to coastal hazards over the FMP planning horizon. It is suitable for easily relocatable, modular elements such as seating and benches without concrete foundations, and is suitable for amenity with minimal infrastructure risk, such as turf and open space. This zone may also be utilised for regrading and revegetation.	<ul style="list-style-type: none"> • Turf and open space • Seating and benches, modular elements • Informal paths • Assets listed in zone 1
Zone 3	Zone 3 coastal hazard exposure risk will increase in the second half of the FMP planning horizon. This zone may be utilised for more significant recreational elements that support use of the coastal space, such as shade shelters, barbecues, formalised paths and landscaping elements.	<ul style="list-style-type: none"> • Amenities that require basic shallow footings / foundations • Recreation infrastructure incl. shade shelters, barbecues • Formal access paths • Assets listed in zones 1 and 2
Zone 4	Zone 4 has low exposure under current conditions, sitting beyond the 100-year erosion hazard line, however may still become vulnerable to erosion later in the planning horizon. This zone is suitable for longer life assets such as access roads and parking.	<ul style="list-style-type: none"> • Car parking • Access roads • Assets listed in zones 1, 2 and 3
Zone 5	Zone 5 sits beyond the coastal hazard zone for the FMP planning horizon, though exposure is expected to increase over time as noted in the CHRMAP. This zone is appropriate for longer-life assets such as ablution facilities and services.	<ul style="list-style-type: none"> • Ablution blocks • Services • Assets listed zones 1, 2, 3 and 4

Considerations for design

Table 4 High vulnerability adaptation options

Asset	Adaptation Options
Lower bitumen car park	<ol style="list-style-type: none"> 1. Remove and decommission the bitumen car park which results in removing/reducing access for vehicles at the lower part of the site. 2. Retreat and reconfigure the bitumen car park to reduce the exposure to coastal erosion in line with the foreshore design guidelines
Lower gravel parking and access road	<ol style="list-style-type: none"> 1. Investigate the removal of the gravel car park which results in removing/reducing access for vehicles at the lower part of the site 2. Retreat and reconfigure the gravel car park to reduce the exposure to coastal erosion in line with the foreshore design guidelines
Boat ramp	<ol style="list-style-type: none"> 1. Investigate the removal of the boat ramp as part of a broader reconfiguration and managed retreat strategy for the site 2. Formalise the boat ramp with an engineered solution such as reinforced concrete panels. This should be considered in the context of the overall values and best use of the site.
Foreshore picnic areas	<ol style="list-style-type: none"> 1. Monitor erosion scarping and retreat or remove assets as they are impacted. 2. Replace and reconfigure the picnic areas in line with the foreshore design guidelines, to reduce vulnerability to tolerable levels over the FMP planning horizon.

Erosion control measures

The Bluecoast report identifies suitable erosion control measures for the site that are consistent with the CHRMAP and SPP 2.6, designed to be adaptive, reversible, and compatible with managed retreat. Erosion control measures include:

- Regrading and stabilisation
- Geo-textile sand containers
- Sand nourishment.

Regrading and stabilisation

Insufficient buffer between shoreline and infrastructure heightens the risk to public assets. With recreational use, what was previously a vegetated foreshore edge has become parkland, leaving this edge vulnerable to wave action during storm events. Bluecoast recommends regrading and stabilisation across much of the foreshore to support a resilient and self-sustaining coastal buffer. Actions to achieve this include:

- Regrading scarp to create a more stable slope profile
- Installing coir matting to support surface stabilisation
- Revegetating with appropriate native coastal species to support stabilisation of regraded surface and improve ecological and amenity values.

Toe stabilisation (coir logs or brush matressing) is recommended in conjunction with the regrading and revegetation actions, to support the establishment of vegetation before exposure to direct wave action. Bluecoast notes that this should be considered a “no regrets” measure; beneficial for aiding vegetation establishment but not expected to provide protection during severe storm events.

Geo-textile sand containers

Geo-textile sand containers (GSCs) are high-strength geo-textile fabric containers filled with sand. Where significant height differences exist between the beach and foreshore, particularly near the whaling station and the car park, GSCs may be stacked to provide interim protection and reduce the scale of regrading required.

This measure can provide 10–20 years of interim protection, and can be efficiently decommissioned by returning sand to the beach, making it consistent with the managed retreat approach and offering temporary support that adapts to change.

Sand nourishment

Sand nourishment is presented as a complementary measure to offset shoreline recession and maintain beach width. This measure involves importing or relocating suitable sand onto the active beach profile to enhance foreshore resilience under the managed retreat approach. Sand sources must meet aesthetic compatibility, suitable particle size distribution, and cleanliness. Material could potentially be sourced locally from accreting areas of Whalers Beach.

Implementation is recommended in response to observed shoreline change over the planning horizon or following episodic erosion. Small-scale nourishment could occur every three to five years, with larger volumes or more frequent implementation if erosion accelerates.

5.3 Stakeholder engagement

Engagement process

The consultation process engaged with key stakeholders including the Wagyl Kaip Southern Noongar Aboriginal Corporation (WKSAN), the Frenchman Bay Association (FBA), City of Albany officers, and local community and visitors to the site. The consultation sought to identify key priorities, concerns, and opportunities for the sustainable management of the foreshore.

Two avenues of consultation were used to engage with stakeholder and community groups:

1. In-person workshops with key stakeholder groups
2. Community consultation via online user survey.

The consultation was conducted in March 2025, preceding the development of the FMP, to ensure the values and needs of user groups can be interpreted and considered in its development.

A summary of the process, outcomes and recommendations is outlined below and a copy of the Frenchman Bay Consultation Outcomes report is provided in Appendix B.

Stakeholders

The stakeholder consultation sessions included representatives from the Wagyl Kaip Southern Noongar Aboriginal Corporation, the Frenchman Bay Association community group, and City of Albany internal staff. These stakeholder groups were engaged specifically due to their connection to the site.

The Wagyl Kaip Southern Noongar Aboriginal Corporation represents Traditional Owner interests and holds deep cultural knowledge of the area, including its traditional use, historical, spiritual and ecological significance.

The Frenchman Bay Association comprises residents and community members who have a long-standing connection to the site and advocate for its protection and sustainable use.

City of Albany staff were consulted for their operational knowledge, responsibilities in site maintenance and planning, and their role in implementing future management strategies.

Engaging each of these groups ensured that the consultation process was informed by cultural heritage, community values, and practical site management considerations.

The online user survey captured a cross-section of community members and visitors to Frenchman Bay. The majority of survey respondents identified as local Albany residents (84.1%), with additional input from other WA residents; however, no interstate or international visitors responded. Strong representation was observed from the over 55 age brackets, with 75% of respondents falling within this range. A greater proportion of respondents identified as male (70.9%), while 30.1% identified as female.

The combined qualitative and quantitative data gathered through these consultation methods ensures that the voices of key stakeholder groups, those with deeper historical and environmental knowledge, and regular users are meaningfully reflected.



Image 19 Community consultation

Engagement outcomes

Wagyl Kaip (WКСN)

Engagement with WКСN emphasised the cultural significance of Frenchman Bay, particularly the freshwater springs and orchids, and advocated for 100 metre buffers around water sources consistent with traditional practices. Two freshwater springs were identified in discussions with WКСN; Vancouver Spring (Kep Mardjit) to the west of Frenchman Bay, recognised both historically and in Menang Noongar culture, and a second spring at the eastern end of the foreshore near the current toilet block. Concerns were raised regarding the toilet block’s proximity to freshwater spring, requesting its relocation where feasible and consideration in future design and infrastructure planning. Dual naming with correct dialect use was raised as highly important, and interpretation that reflects both Aboriginal and European heritage, particularly in relation to whaling practices. WКСN supported restricting vehicle access, pedestrian-focused design, and infrastructure retreat in response to erosion, with strong interest in ongoing involvement to ensure cultural values guide the plan.

Frenchman Bay Association

Frenchman Bay Association supported the need for a long-term foreshore management approach, acknowledging the risks of erosion and the possibility of rapid change following storm events. Safety concerns were raised regarding conflicts between vehicles, families, and boat users, and reducing vehicle access was strongly supported. The FBA supported a family-friendly vision for the foreshore, with trails, open space, and picnic areas, and raised community interest in small-scale play features. Issues of illegal camping and littering were highlighted as ongoing management challenges.

City of Albany

City of Albany staff identified erosion as a key risk and supported adaptive management based on CHRMAP principles, favouring ‘soft’ treatments (brush matting, revegetation) to extend foreshore use. Vehicle access restrictions and creating a pedestrian-friendly foreshore were supported, alongside improved access for elderly and vision-impaired visitors. Boat access was considered increasingly unsustainable due to erosion and safety issues, with consensus that its future viability was limited and potential impact of redirecting to a neighbouring boat ramp (Murray Road) should be considered. Heritage discussions acknowledged both the whaling pylons and Aboriginal cultural values, noting the lack of current recognition on site. Officers supported enhanced interpretation and protection of cultural heritage alongside conservation and public use.

Community values

Consultation revealed strong values associated with Frenchman Bay, highlighting its significance not only as a local environmental asset but also as a cherished site for recreational and cultural activities.

The natural beauty of the coastline and its ecology were commonly valued, with respondents emphasising the importance of preserving the foreshore integrity. Many highlighted the pristine environment as a key reason for their connection to the site. Cultural heritage was also a major value, with significant input from the Wagyl Kaip Southern Noongar Aboriginal Corporation. Frenchman Bay is valued not only as a recreational area but as an important part of the region’s cultural heritage, linked to both European and Aboriginal historical events, which are a priority to be accurately and equally reflected.

The site is highly valued for recreational and social activities, serving as a space for outdoor recreation such as walking, swimming, boating, and picnicking. The bay’s peaceful environment also supports wildlife watching and nature walks, providing an important sense of connection to the landscape for the local community. The opportunity the site provides for quiet reflection and enjoyment of nature was also valued by many respondents.

Site Usage

The site attracts frequent users, with 40% of respondents indicating they visit the site daily, followed by 25% weekly, and 30% monthly. The most common activities identified by users were walking or jogging, swimming, and wildlife watching. While the site is loved for its diverse uses, there are concerns about overuse during peak times, particularly in relation to the environmental impact of increased vehicular traffic.



Figure 19 Community values

Key themes, issues and concerns

The consultation processes highlighted several recurring themes of issues and concerns. These concerns are mapped in Figure 20.

- 1 Coastal erosion and environmental degradation: Significant concern was expressed about ongoing coastal erosion and environmental degradation, particularly its impact on site stability, vehicle access, and boat use. Respondents called for stronger coastal protection measures, with emphasis on the importance of preserving the natural environment and ensuring that any interventions were ecologically sensitive and effective in mitigating further damage.
- 2 Historical and cultural significance: The protection and interpretation of heritage, including the Whaling Station and Indigenous connections, was raised as inadequate or inaccurate at Frenchman Bay.
- 3 Access and safety: Concerns were raised regarding the access to the site, in particular the conflict between the unsustainable impact of vehicles on the site and the needs of those with mobility issues. Safety concerns included undefined informal roads, lack of designated pedestrian paths, and steep, inaccessible access roads.
- 4 Illegal camping and site misuse: Illegal campers in the car park was raised as an issue, and associated concerns about waste, hygiene, safety, and the site's long-term appeal.
- 5 Watercrafts: Many respondents felt that the boats and jet skis disrupt the tranquil environment and pose safety risks, particularly for swimmers and those enjoying the shoreline. Coupled with the repeated deterioration of the boat access ramp, the suitability of the site to support boats and water access was questioned by a significant proportion of respondents.
- 6 Inadequate facilities and amenities: Many expressed satisfactions with existing facilities, however the need for more comprehensive and improved amenities was raised. Requests included better signage, more waste disposal options, improved accessibility features, and enhanced picnic areas. Stakeholders also suggested that additional interpretive and historical signage would enrich the visitor experience, particularly related to the area's cultural heritage.



Figure 20 Frenchman Bay key issues

Opportunities and community suggestions

In addition to identifying challenges, participants offered a range of thoughtful suggestions for improving Frenchman Bay in ways that respect its natural, cultural, and social values. Many ideas aligned with a desire for light-touch interventions that maintain the area's sense of place while addressing specific issues raised during consultation.

Key suggestions:

- Environmental Protection Measures: Implementing erosion control strategies, revegetation, and clearer path delineation to reduce damage to sensitive dune systems and bush land.
- Improved Access and Inclusion: Improving access for people with limited mobility, families with prams, and visitors unfamiliar with the area.
- Interpretive and Cultural Signage: Adding educational signage to share Aboriginal cultural narratives, historical context, and environmental information.
- Sensitive Infrastructure Improvements: Installing or upgrading elements like walking paths, seating, lookout points, and safer access routes in ways that are environmentally and visually unobtrusive.

5.4 Consultation recommendations

The feedback received through the consultation process has informed the development of the Frenchman Bay Foreshore Management Plan. While it will not be possible to respond to every individual issue raised, the consultation findings will serve as a guide to the values, needs, and priorities of the community. This has shaped the plan's recommendations and help determine which outcomes should be prioritised.

The following actions are recommended for inclusion in the Frenchman Bay FMP:

- 1 Restrict general vehicle access into the site to reduce impact and support long-term site stability, limiting access to a drop-off turnaround configuration, and only ACROD parking.
- 2 Closure of existing boat ramp due to its ongoing vulnerability to erosion, safety concerns, and incompatibility with the site's passive recreation character.
- 3 Improve / increase cultural and historical interpretation through signage co-designed with Traditional Owners and local historians, reflecting both Aboriginal and European narratives.
- 4 Implement site remediation, specifically vehicle-compacted areas through replanting, natural rehabilitation, and installation of barriers to prevent further degradation.
- 5 Prioritise pedestrian safety and accessibility, including formalising pathways and ensuring inclusive accessibility for people with limited mobility, as well as deterring illegal camping activity through the restriction of general vehicle access.
- 6 Implement coastal erosion mitigation measure, including soft engineering approaches such as brush matting and revegetation, alongside managed retreat strategies that progressively relocate infrastructure in accordance with CHRMAP projections.

Next steps

Recognising that the community remains invested in the development of Frenchman Bay, the following steps have been identified to ensure ongoing support for the project.

- Synthesising feedback: Ensuring community concerns, values, and ideas are meaningfully integrated into the concept and management framework.
- Concept implementation planning: Prioritising actions that can be undertaken in the short, medium, and long term, with a focus on feasibility, impact, and community support.
- Transparency and ongoing engagement: The City will maintain clear communication and continue engaging stakeholders as the draft plan is developed and refined. The City has also committed to ongoing collaboration with WКСN representatives to embed accurate and meaningful cultural knowledge and leadership into future planning and implementation.

6 Foreshore management concept plan

6.1 Introduction

The Frenchman Bay concept plan presents specific measures for the management, adaptation, and enhancement of the Frenchman Bay foreshore. The plan represents an outcome for the site at the 16-year planning horizon, taking into account coastal risk mitigation alongside the cultural, social and environmental values. Development of the concept plan has considered:

- Detailed site assessment, identification of public assets, cultural features, and natural systems within the foreshore area.
- Engagement with stakeholders and the community throughout the planning process to inform decision making and reflect shared values.
- Review of relevant planning and policy instruments, including the Whalers Beach CHRMAP and State Planning Policy 2.6, to ensure coastal management actions are consistent and realistic across short-, medium and long-term planning horizons.
- Consideration of appropriate, flexible adaptation pathways in response to the high coastal hazard risk identified in the CHRMAP (MRA, 2023).
- Coastal assessments and hazard zones identified by Bluecoast (2025).

The concept plan should be considered indicative in nature and the accuracy to reflect on-ground conditions cannot be guaranteed. Detailed documentation included a feature survey would be required as an initial step in implementing the concept design.

6.2 Design principles

The outcomes of stakeholder engagement, coastal assessments and policy guidance investigations have identified eight key design principles:

- 1 **Access and connectivity** – ensure safe and equitable pedestrian and vehicle access while minimising impacts on vulnerable foreshore areas.
- 2 **Amenity and comfort** – retain and enhance public recreational use of the foreshore, providing facilities and landscape treatments that encourage enjoyment of the coastal environment.
- 3 **Cultural and natural heritage** – respect and protect the site’s rich heritage and incorporate dual naming and interpretive signage in design outcomes.
- 4 **Erosion mitigation and longevity** – incorporate adaptive, reversible measures to slow erosion and extend the safe use of public assets within the managed retreat framework.
- 5 **Managed retreat** - accept that foreshore assets have a finite service life and should not be protected indefinitely against erosion or sea level rise.
- 6 **Materiality and landscape character** – select durable, low-maintenance materials and design treatments sympathetic to the natural and cultural character of Frenchman Bay.
- 7 **Rehabilitation and biodiversity** – support ecological resilience and habitat restoration through revegetation with native coastal species.
- 8 **Vehicle management** – manage carparks and service vehicle access to protect vulnerable foreshore edges and prioritise pedestrian circulation.

These principles form the basis of the landscape and foreshore management recommendations, and underpin the concept designs that follow.

6.3 Foreshore concept master plan

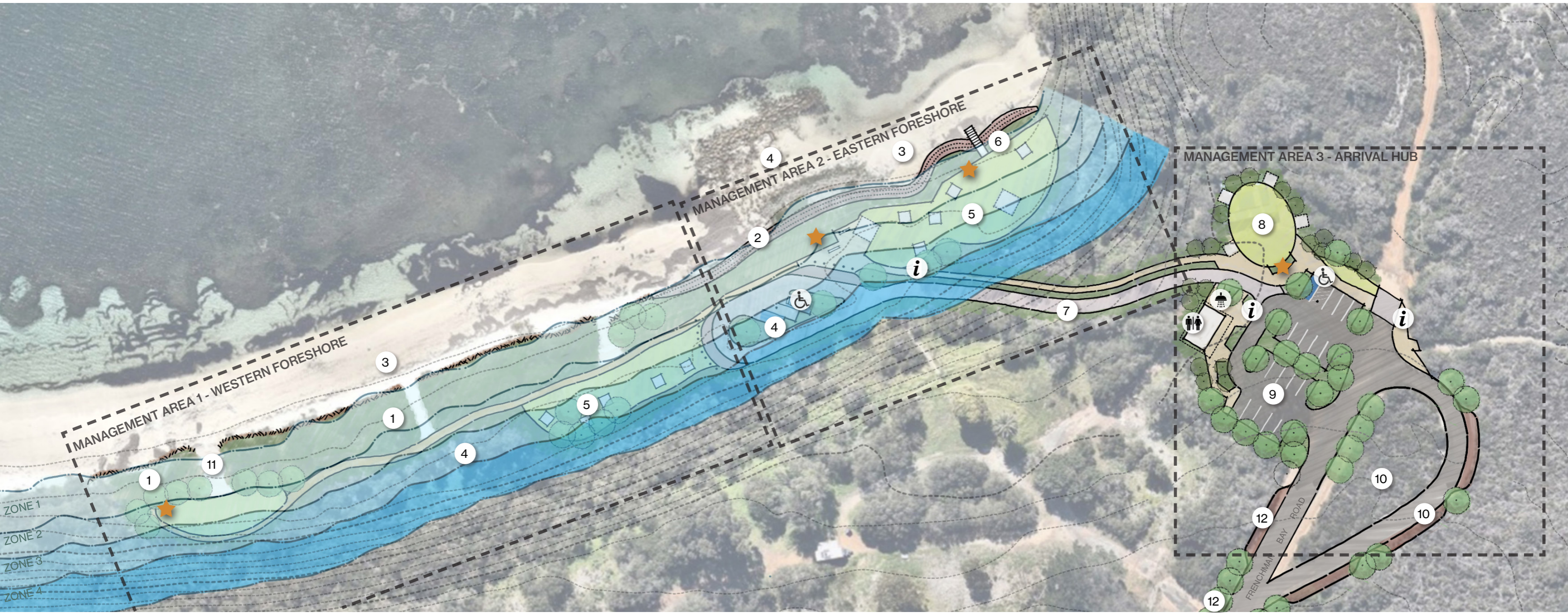


























Figure 21 Frenchman Bay Concept master plan

LEGEND

- | | | | | |
|---|---|--|--|--|
|  Turf |  Proposed trees |  Relocated toilet block |  Erosion control - regrading, revegetation stabilisation & toe protection |  Foreshore access - single lane road with separate pedestrian path |
|  Compacted gravel pedestrian & maintenance vehicle access path |  Planting |  Public shower |  Erosion control - geotextile sand containers with toe protection |  New picnic amenity |
|  Pedestrian concrete paving |  Interpretive signage |  ACROD parking |  Erosion control - sand nourishment as required |  Car parking |
|  Coloured asphalt shared space |  Information / direction signage | |  Archeological site |  Bus/trailer parking, option to include additional parking in this space |
|  Vehicular asphalt paving | | |  Existing parkland and amenity |  Width for maintenance vehicle and machinery access maintained |
| | | |  Existing beach access stairs retained and protected |  Roadside parking - both sides Frenchman Bay Road to Whaling Station Road |



6.4 Management Area 1 - Western foreshore

The design for the western foreshore area focuses on passive recreation spaces for visitors, and control of erosion through rehabilitation of the foreshore. The overall approach is one of simple interventions in the landscape, addressing the design principles as follows:

- 1 Access and connectivity – A compacted gravel pedestrian path provides access from the eastern portion of the foreshore. The alignment of the path follows the existing vehicle access to avoid impacting established vegetation.
- 2 Amenity and comfort – Two generous grassed areas are provided for picnicking and passive recreation. These are located in areas already cleared for car parking to avoid impacting established vegetation. Additional tree plantings are proposed to increase shade for visitors.
- 3 Cultural and natural heritage – Interpretive signage at the far western end of the foreshore informs visitors of the significance of the nearby freshwater spring (Kep Mardjit / Vancouver Spring).
- 4 Erosion mitigation and longevity – The foreshore is regraded to create a more stable slope profile and stabilised by coir matting and revegetation. Toe stabilisation (coir logs or brush matting) at the bottom of the slope supports the establishment of vegetation before exposure to direct wave action.
- 5 Managed retreat - The grassed areas and pathways are located in coastal zones 2 and 3 to reduce immediate impact from coastal processes. Recognising the vulnerability of these low-lying areas of the site, no additional furniture or built amenity is shown in the western foreshore.
- 6 Materiality and landscape character – A limited palette of durable, low-maintenance materials is proposed including turf, planting, coir matting and gravel paving. The existing gravel on site will be reused to reduce the amount of new material being brought into this area, which is vulnerable to coastal processes.
- 7 Rehabilitation and biodiversity – The foreshore buffer between the pedestrian access path and beach is revegetated with native coastal species to support biodiversity and assist in stabilisation. Refer section 6.7 Design palettes for proposed species.
- 8 Vehicle management – The boat ramp is closed and vehicles are excluded from this area of the design to prioritise the pedestrian experience. Access for authorised light vehicles will still be possible via the gravel access path.

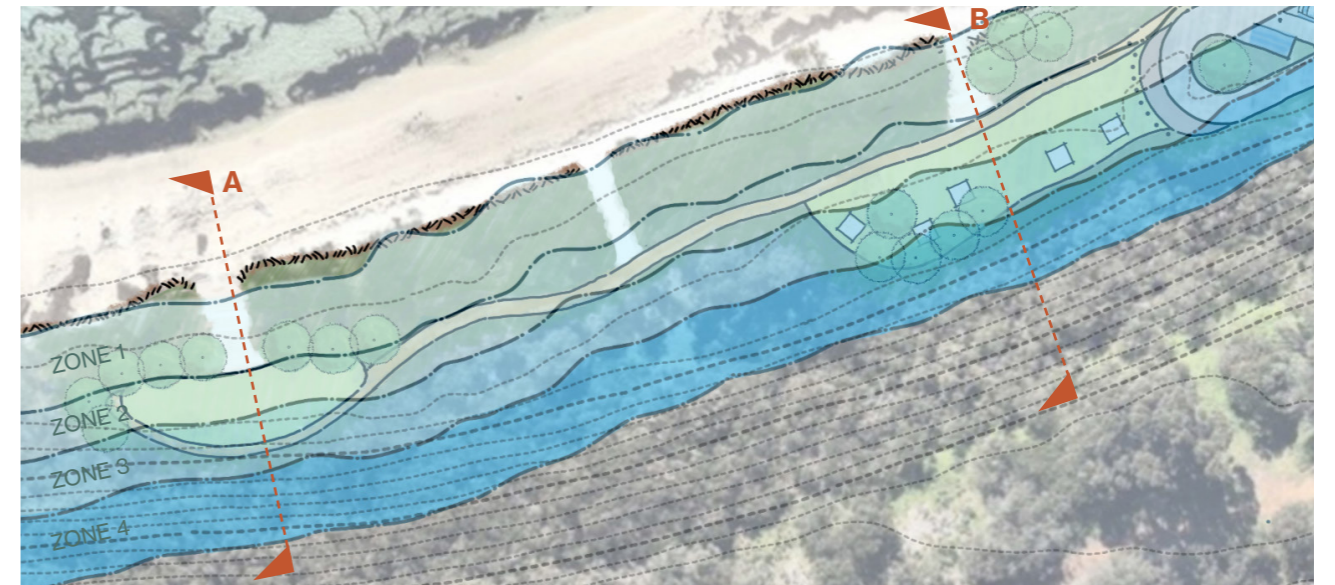


Figure 22 Western foreshore coastal zones

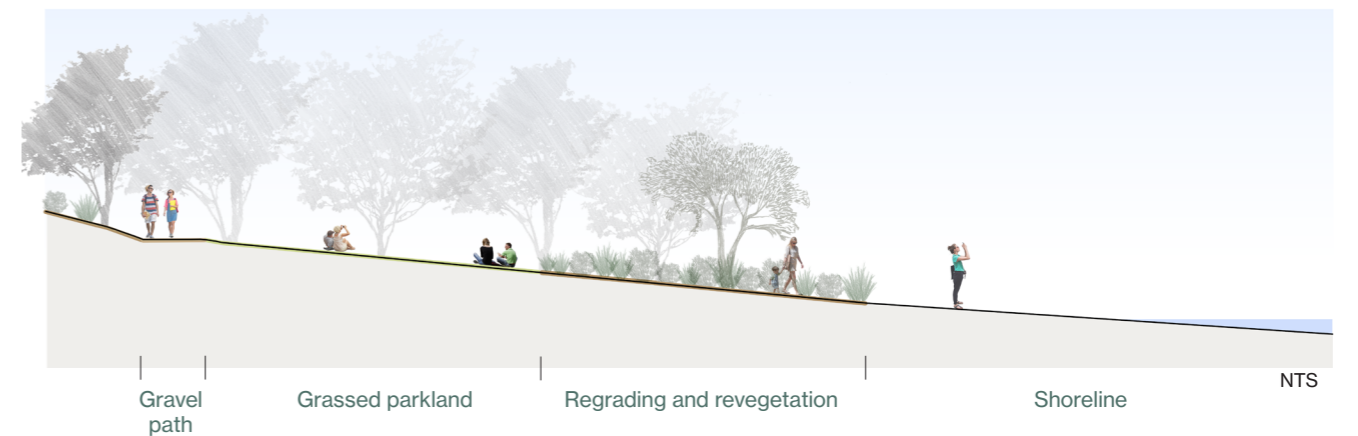


Figure 23 Western foreshore section A

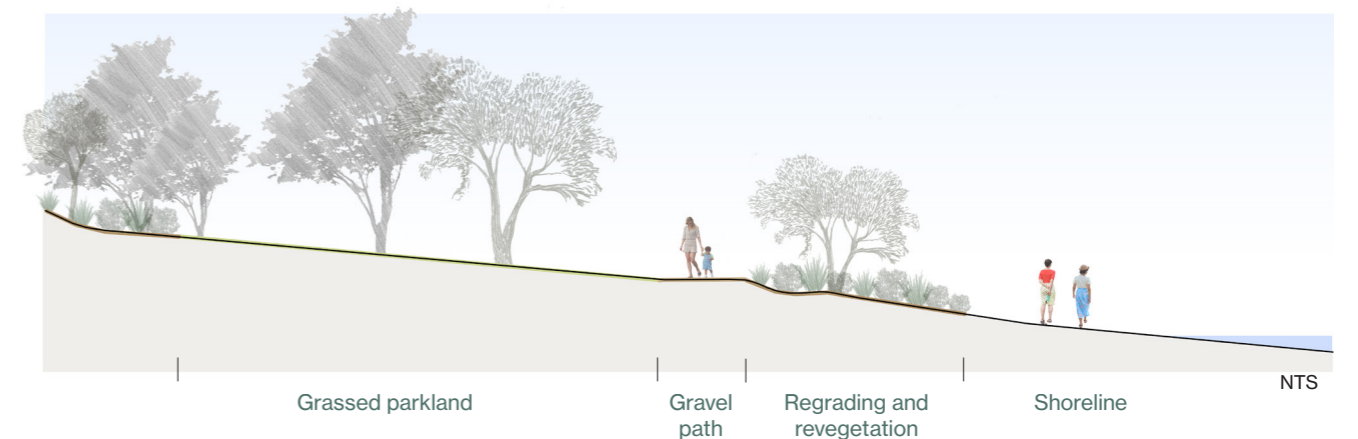












Figure 24 Western foreshore section B



Figure 25 Management Area 1 - Western foreshore

LEGEND

- | | | | | |
|---|--|--|--|--|
|  Turf |  Proposed trees |  Interpretive signage |  Erosion control - sand nourishment as required |  Existing parkland and amenity - BBQ and picnic settings reconfigured |
|  Compacted gravel pedestrian & maintenance vehicle access path |  Planting |  Erosion control - regrading with revegetation stabilisation and toe protection |  Archeological site |  Drop-off bay / maintenance vehicle parking |



6.5 Management Area 2 - Eastern foreshore

The design for the eastern foreshore area retains the existing parkland area for public use and reconfigures the access, prioritising pedestrians and limiting vehicular movement to drop-off and ACROD parking. The design principles are addressed as follows:

- 1 Access and connectivity – The existing asphalt road becomes the main pedestrian access path from the upper arrival hub and parking area. This roadway is shared between pedestrian and low-speed vehicles, using colour treatments to the asphalt to assist in delineating pathways. On the lower foreshore area, compacted gravel paving provides pathways to existing grassed parkland and the western foreshore area. The existing beach stairs are retained, allowing convenient access between the parkland and beach.
- 2 Amenity and comfort – The existing grassed parkland and its amenities are retained, including picnic benches, shelters and barbecues. Additional informal seating elements provide views across the whaling station ruins to King George sound, and tree plantings increase shade for visitors.
- 3 Cultural and natural heritage – Interpretive signage adjacent the drop-off area provides visitors with information about the site’s history of whaling, located to offer views of the ruins in the water. Refer 6.7 Design palettes for interpretation forms and themes.
- 4 Erosion mitigation and longevity – The foreshore is regraded to create a more stable slope profile and stabilised by a combination of geotextile sand containers, coir matting and revegetation. Toe stabilisation (coir logs or brush mattressing) at the bottom of the slope supports the establishment of vegetation before exposure to direct wave action.
- 5 Managed retreat - Existing amenities will be retained with the intent that they remain in place for the duration of their design life, nominally 5 - 15 years. As these amenities reach the end of their life, they will be removed from the eastern foreshore and replaced with new amenities in the upper arrival hub area, away from areas vulnerable to coastal processes.
- 6 Materiality and landscape character – A limited palette of durable, low-maintenance materials is proposed including turf, planting, coir matting and gravel paving. The existing gravel on site will be reused to reduce the amount of new material being brought into this area, which is vulnerable to coastal processes. Asphalt is the preferred surface for the vehicle turnaround and ACROD parking, acknowledging that it is located within coastal zone 2 and vulnerable to coastal processes.
- 7 Rehabilitation and biodiversity – The foreshore buffer behind the geotextile sand containers is revegetated with native coastal species to assist in stabilisation, and feature planting around the vehicle turnaround and parkland adds additional support for biodiversity. Refer section 6.7 Design palettes for proposed species.
- 8 Vehicle management – A vehicle turnaround for drop-off and ACROD parking is connected via the existing asphalt access road. This ensures that the Frenchman Bay foreshore remains accessible to visitors who may have difficulty accessing the area on foot. Asphalt was chosen as the materiality for the proposed vehicle turnaround to support accessibility, and it is acknowledged that this may carry higher risk to infrastructure longevity given the location of the turn around within in zone 2. The proposed access arrangement may impact on a known archeological site, so further investigations will be required before committing to this design.

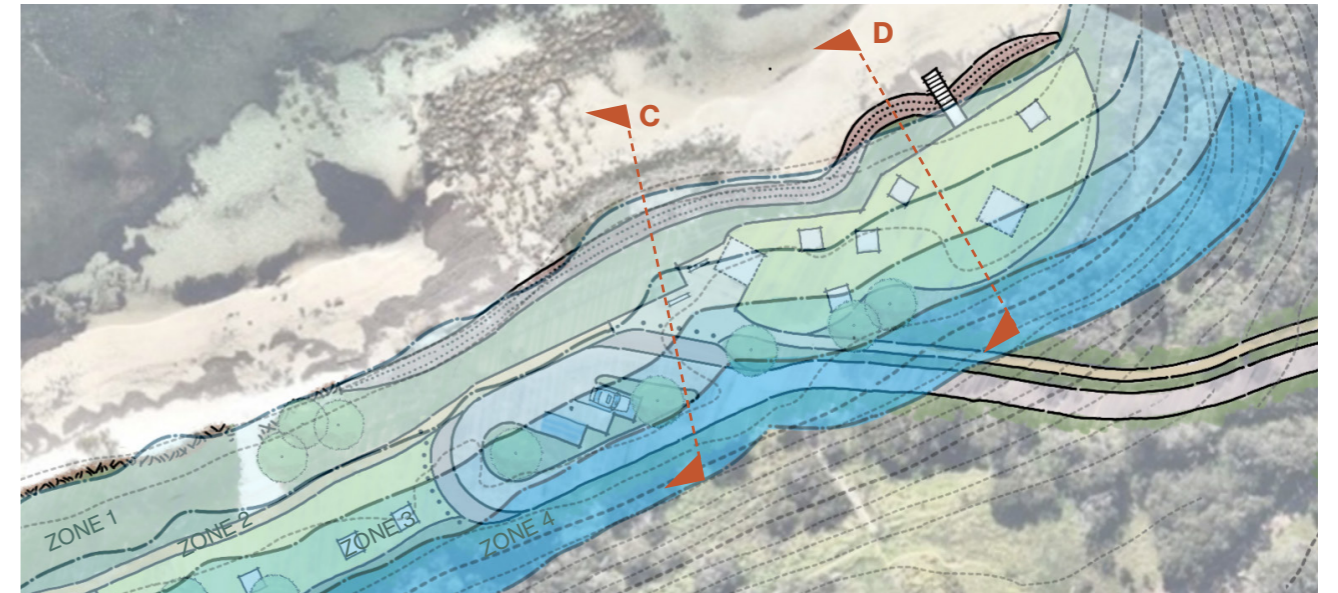


Figure 26 Eastern foreshore coastal zones

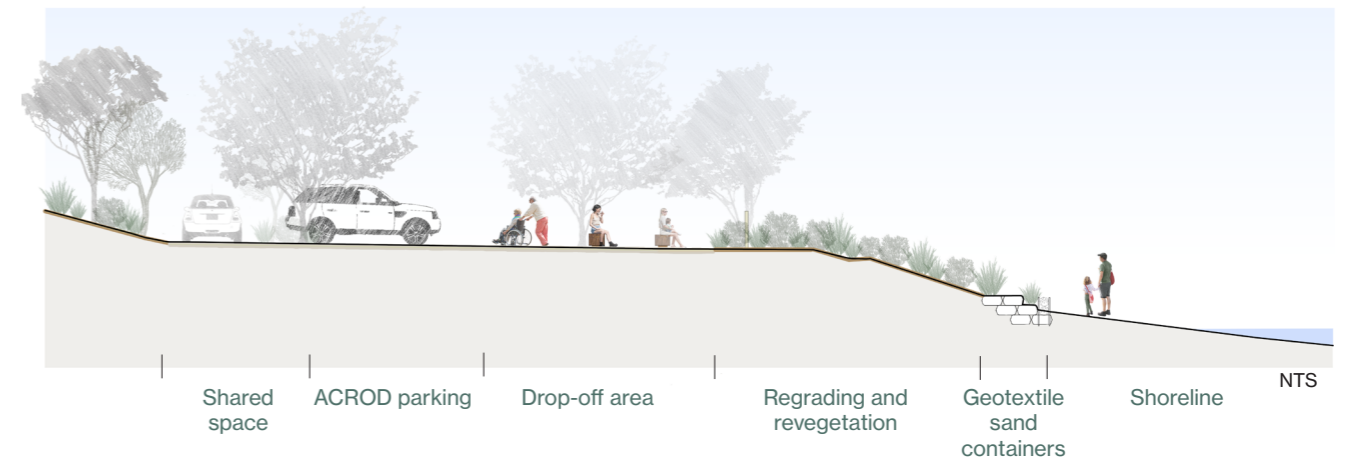


Figure 27 Eastern foreshore section C

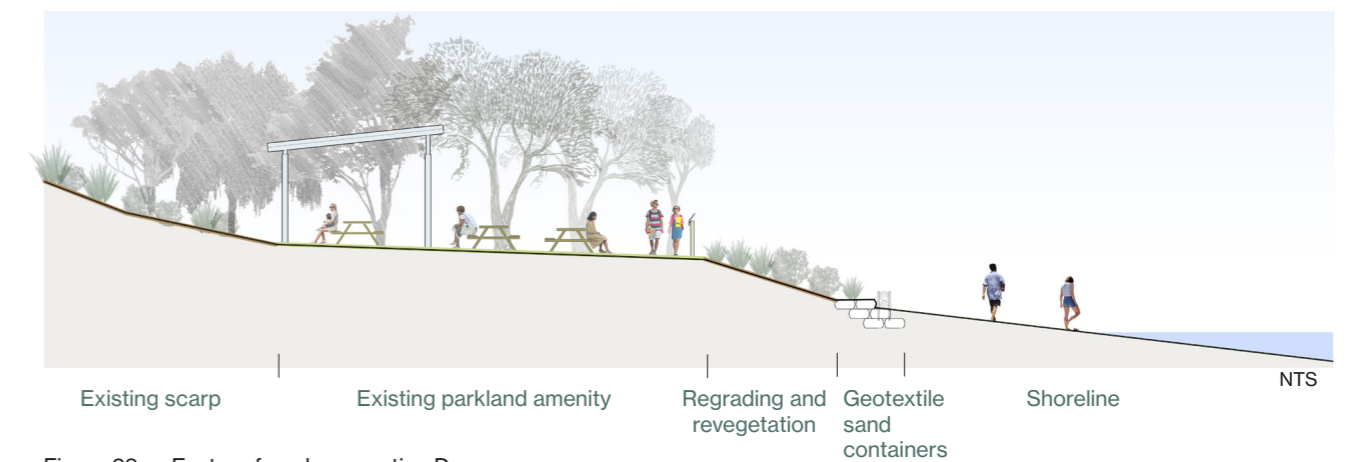


Figure 28 Eastern foreshore section D



Figure 29 Management Area 2 - Eastern foreshore
LEGEND

- Turf
- Compacted gravel pedestrian & maintenance vehicle access path
- Pedestrian concrete paving
- Coloured asphalt shared space

- Vehicle movement
- ★ Interpretive signage
- i Information / direction signage

- Proposed trees
- Planting
- ACROD parking

- 1 Erosion control - geotextile sand containers with toe protection
- 2 Erosion control - sand nourishment as required
- 3 Archeological site
- 4 Informal seating and view point



- 5 Drop-off zone
- 6 Existing parkland and amenity
- 7 Existing beach access stairs retained and protected (refer #1)
- 8 Foreshore access road

6.6 Management Area 3 - Arrival hub

The arrival hub creates an improved entry experience for visitors to Frenchman Bay. The existing open asphalt area is repurposed as a tree-lined formal parking area, surrounded by improved public amenities and relocated toilet facilities. The design encourages visitors to leave their cars and access the lower foreshore on foot, addressing the FMP design principles below:

- 1 Access and connectivity – Tree planting along Frenchman Bay Road signals entry into the arrival hub and softens the visual impact of hard surfaces. Pedestrian areas are separated from the formal car park by raised kerbs and materiality to define pedestrian access areas. Shared spaces will have flush kerbs with surrounding pedestrian areas to signify priority for foot traffic.
- 2 Amenity and comfort – A new grassed open space is provided on the site of the existing toilet block, taking advantage of the cleared space and shelter provided by the surrounding vegetation. This space will provide amenities to support gatherings including picnic benches, shelters and barbeque. The relocated toilet block will include DDA accessible toilet and change facilities, and an external beach shower.
- 3 Cultural and natural heritage – The existing toilet block is situated in a location the Wagyl Kaip community has identified as culturally significant. The master plan design relocates this facility away from this highly sensitive site. In its place, dual-language signage will welcome visitors to Frenchman Bay and provide information on the significance of the area.
- 4 Erosion mitigation and longevity – The arrival hub is located in Coastal Zone 5, beyond the coastal hazard zone for the FMP planning horizon.
- 5 Managed retreat - Due to its location in Zone 5, the arrival hub allows for longer-life assets such as ablution facilities and services. Amenities on the lower foreshore areas can be migrated here as part of a managed retreat as they come under threat from coastal processes.
- 6 Materiality and landscape character – A broader range of materials is proposed for the arrival hub, suitable for its location beyond the coastal hazard zone. The existing asphalt is retained and extended as necessary to create the formalised car park. Asphalt is also used for shared spaces, using colour treatments to the asphalt identify these areas. Pedestrian only spaces will use coloured concrete paving to reflect the geology of the area. Furniture items will have aluminium frames and slats in colours complementary to the surrounding landscape character. Refer 6.7 Design palettes for selections.
- 7 Rehabilitation and biodiversity – Feature planting around the parkland and pedestrian areas utilises native coastal species and adds additional support for biodiversity. Refer section 6.7 Design palettes for proposed species.
- 8 Vehicle management – A formal car at the arrival hub park provides 18 vehicle bays and 1 ACROD bay. The design intent is that most visitors to Frenchman Bay will park here and approach the lower foreshore area on foot via the existing foreshore access road. This road will remain open to vehicles low-speed vehicles to allow access for drop-off and additional ACROD parking. Signage at the upper car park will alert driver to this purpose to discourage general vehicle access. Informal parking for small buses and trailers is provided along the existing loop road.



Figure 30 Arrival hub coastal zones



Figure 31 Arrival hub section E

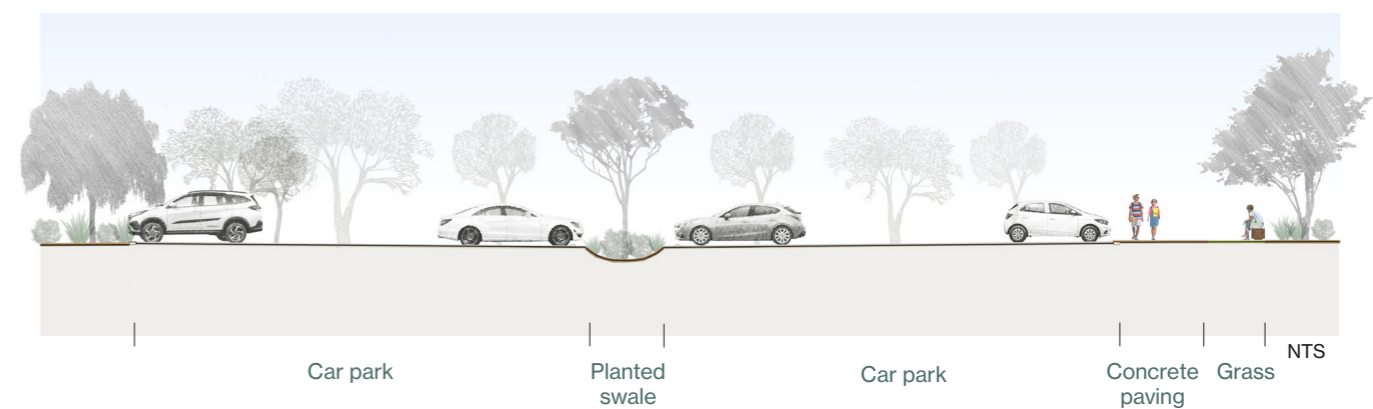


















Figure 32 Arrival hub section F



Figure 33 Management Area 3 - Arrival hub

LEGEND

- | | | | | | | | |
|---|-------------------------------|---|---------------------------------|---|------------------------|---|---|
|  | Turf |  | Interpretive signage |  | Relocated toilet block |  | 1 Foreshore access road |
|  | Pedestrian concrete paving |  | Information / direction signage |  | Public shower |  | 2 New parkland with picnic amenity |
|  | Coloured asphalt shared space |  | Proposed trees |  | ACROD parking |  | 3 Car parking |
|  | Vehicular asphalt paving |  | Planting | | |  | 4 Bus/trailer parking on existing loop road, option to include additional parking where this vegetation extends |
| | | | | | |  | 5 Signage here to specify <i>shared lane / drop off only</i> to mitigate build up of traffic coming down to the foreshore |



6.7 Design palettes

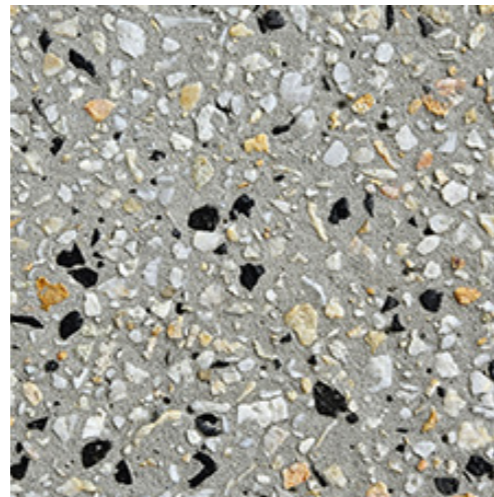
Materials and finishes

The Frenchman Bay concept plan proposes a limited palette of durable, low-maintenance materials. Materials in the western and eastern foreshore (Management areas 1 and 2) will generally be lower cost, acknowledging that these areas will be subject to coastal processes in years to come. Materials at the arrival hub (Management area 3) have a higher level of finish as they are beyond the coastal hazard zone.



Compacted laterite gravel

Recycled from site, used in lower foreshore areas prone to coastal hazard risks



Exposed aggregate concrete paving

Colours and aggregates to reflect local geology, used in arrival hub beyond coastal hazard zone



Roll-on turf

Species suitable for coastal conditions, used in new grassed parkland area at arrival hub



Treated pine

Used for low-cost fencing and bollards in lower foreshore areas prone to coastal hazard risks



Hardwood timber

Used for fencing and bollards in areas beyond coastal hazard zone, and moveable furniture items



Coloured treatment to asphalt paving

Colours to reflect local landscape character, used on asphalt paving to signify a low-speed shared space



Asphalt paving

Used for car parks and roads where vehicles have priority of movement



Coir matting

Used for revegetation areas to assist in stabilisation for plant establishment



Coir logs

Use for toe protection at the base of slopes and geotextile sand containers to provide temporary protection against direct wave action



Geotextile sand containers

Used in eastern foreshore to prolong the life of existing assets from coastal erosion processes

Furniture and fixtures

Existing site furniture and amenities on the lower foreshore, including picnic tables, barbeques and shelters, are proposed to be left in place as part of the master plan concept. It is anticipated that the remaining design life of these items will be the same or less than the 16-year planning horizon for this FMP. As these items reach the end of their design life, they will not be replaced in their current location due to increasing risk from coastal processes.

New site amenities are proposed as part of the Arrival hub, beyond the coastal hazard zone. These will include picnic benches, barbeques, shelters, seating and outdoor showers. Furniture items will be fabricated from durable, low-maintenance materials suitable to coastal conditions.



Barbeque



Drink fountain



Bin enclosure



Picnic table



Bench seat



Shelter



Beach shower

Signage and interpretation

Signage and interpretation opportunities are proposed for Frenchman Bay. These are informed by the previously developed Frenchman Bay Whaling Station Interpretation Plan (Creative Spaces, 2023), and align with its recommendations and relevant community consultation outcomes.

Entrance and welcome signage

The Arrival hub is a key location for welcoming visitors to the site. Signage in this area should provide clear orientation, including a site map, general visitor information, safety messaging, and a dual-language welcome. This approach ensures that new infrastructure aligns with cultural heritage values, avoids further impact to an area of significance, and anticipates the managed retreat strategy for relocating amenities and infrastructure in the future.

Directional - way finding

Orientation signage and directional way finding should guide visitors from arrival areas to key features, beach access points, and walking trails. Clear visual communication of site layout and points of interest will support accessibility and user experience.

Clear signage to the ACROD parking on the foreshore will be required to direct appropriate visitors to its location, and discourage other vehicles from entering the shared zone.

Information signage - safety and coastal erosion

Signage should include relevant safety information including potential hazards (e.g. tides, cliffs, snakes), and messages about the dynamic nature of the coastline, such as erosion and environmental care.



Image 20 Signage example, Cockburn Central West



Image 21 Signage example, Greenway Loop Indiana

Interpretative signage

Interpretive elements are an opportunity to connect visitors with the site's unique cultural, ecological, and historical layers. The Interpretation Plan identifies several themes:

- Site environment: Reflect natural values of Frenchman Bay including coastal ecosystems and local flora and fauna
- Whaling station ruins and shipwreck: History and remnants of the Norwegian whaling station (1913 – 1915) including quotes, maps, and descriptions of remaining infrastructure.
- Kep Mardjit / Vancouver Spring: Significance to Menang Noongar people and early European explorers as a freshwater source and continued relevance.
- Stairs and recreation: The site's history and ongoing use as a beloved recreation destination for locals and tourists.

Future opportunity - Frenchman Bay Heritage Trail connection

The Frenchman Bay Heritage Trail Feasibility Study (H+H Architects, 2015) proposes the development of a heritage trail that traverses portions of the FMP site. The trail extents follow the escarpment between the existing stairs at the western and eastern ends of the beach, forming a circular route with the beach as the lower section of the trail (refer 4.2 Local guidance documents).

While the trail proposed in the feasibility study has not been constructed and is not currently committed to implementation, the study nonetheless identifies opportunities for integrated signage within Frenchman Bay. Such signage could, if pursued in the future, support wayfinding and interpretation, and communicate the area's cultural, natural and historical values. Key themes identified in the study include Menang Noongar heritage, European exploration, whaling history, shipwrecks, and the importance of freshwater sources such as Vancouver Spring and Dam.

Placement and types of signage infrastructure should be planned and implemented with consideration for potential alignment and connection to this trail, particularly at key junctions. A way finding signage form that could be adapted or added to would accommodate future development and integration. Such considerations will support seamless visitor experience now and into the future.



Figure 34 Adaptive trail signage concept

Nature play

Throughout the consultation process, the Frenchman Bay Association and community members expressed a desire for the inclusion of play opportunities at Frenchman Bay, noting the absence of a playground in the area. This request reflects the community’s wish to support young families and offer engaging recreational experiences for children within this much-loved coastal setting.

A conventional playground is not appropriate for this site due to the reserve’s classification for passive recreation, spatial constraints, and its exposure to coastal erosion. However, there remains an opportunity to respond meaningfully to this aspiration.

Nature play elements could be introduced in suitable spaces at the site as a practical, low-impact alternative. The use of natural materials such as logs, boulders and driftwood encourage unstructured, imaginative exploration and hands-on interaction with the environment. These features are low-cost and require minimal installation and long-term costs, and can be designed to integrate organically into the surrounding landscape.

In addition to meeting the community’s recreational needs, nature play offers broader social and environmental benefits. It supports children’s physical, cognitive, and social development, while also cultivating a stronger connection to place and fostering a sense of environmental responsibility from a young age, values that align closely with long-term conservation goals for Frenchman Bay. Importantly, nature play installations are not classified as formal infrastructure, making them more adaptable to the dynamic coastal setting and less problematic if eventually impacted by erosion. Their light touch and adaptable nature ensures that public investment remains low-risk.

This approach represents a thoughtful opportunity to respond to the community’s call for family-friendly amenities while remaining sensitive to the environmental constraints and planning requirements of the site. This aligns with the broader objectives of the Foreshore Management Plan by valuing the input of the community, protecting the natural character of Frenchman Bay while enhancing its value as a shared space for passive recreation and intergenerational enjoyment.

Further investigation during the detailed design phase will be required to determine whether there is a suitable and context-responsive location for nature play within Frenchman Bay.



Image 22 Timber steppers



Image 24 Timber balance beams



Image 23 Natural logs



Image 25 Low boulders

Planting palette

Selection of appropriate species is key to successful plant establishment. At Frenchman Bay, seedling planting will be the primary revegetation method implemented at Frenchman Bay, with species selection based on existing floristic communities, topography and hydrology to enhance likelihood of species survival in both the short and long term (SCNRM, 2011).

Feature planting

Proposed species to be included in revegetation works at Frenchman Bay are primarily beach herbland and grasssland species, that will be suitable to the coastal foreshore and provide stabilising support to dune and erosion impact zones. Of note, *Agonis flexuosa* (Peppermint Tree) is an important habitat and shade tree for our local fauna, especially for Western Ringtail Possums.



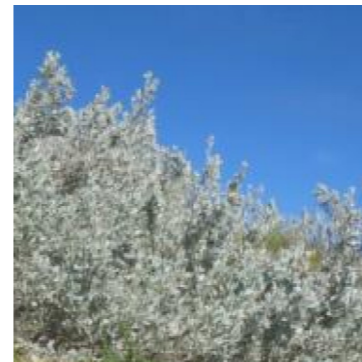
Adenanthos sericeus



Agonis flexuosa



Alyxia buxifolia



Atriplex isatidea



Banksia formosa



Carpobrotus virescens



Conostylis candicans



Corymbia ficifolia



Ficinia nodosa



Leucopogon parviflorus



Leucophyta brownii



Lepidosperma squamatum



Banksia repens



Melaleuca viminea



Myoporum insulare



Olearia axillaris



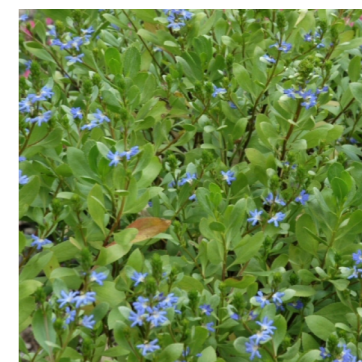
Patersonia occidentalis



Adenanthos cuneatus



Rhagodia baccata



Scaevola nitida



Acacia littorea

Revegetation and stabilisation planting

The following selection of plants are nominated for stabilisation and revegetation to support bank stabilisation. Revegetation planting may require coir matting and toe stabilisation (coir logs or brush matting) to support the establishment of vegetation (refer 4.2 Coastal investigation reports).



Agonis flexuosa



Ficinia nodosa



Carpobrotus virescens



Acacia cochlearis



Mesomelaena tetragona



Lepidosperma gladiatum



Lepidosperma squamatum



Leucophyta brownii



Melaleuca lanceolata



Olearia axillaris



Adenanthos cuneatus



Rhagodia baccata



Scaevola crassifolia



Spinifex hirsutus



Sporobolus virginicus

6.8 Preliminary costing

Table 5 Preliminary costing - Management Area 01

MANAGEMENT AREA 01 - WESTERN FORESHORE		
#	Description	Amount
	PRELIMINARIES	\$18,000
	Preliminaries	\$18,000
	DEMOLITION AND EARTHWORKS	\$37,000
	Earthworks and fine grading	\$2,500
	Demolition and removal of compacted gravel surface	\$8,000
	Imported fill	\$20,000
	Weed control - Manual and herbicide control of all species	\$6,500
	PAVING AND INFRASTRUCTURE	\$21,000
	Pedestrian path - Compacted gravel	\$15,000
	Signage	\$6,000
	PLANTING AND TURFING	\$42,000
	Revegetation tubestock	\$30,000
	Trees	\$3,000
	COASTAL ENGINEERING	\$80,000
	Foreshore regrading	\$7,000
	Coir matting	\$7,000
	Toe stabilisation	\$56,000
	Sand nourishment	\$10,000
	CONTINGENCY	\$49,500
	Contingency fee (25%)	\$49,500
	TOTAL (exc. GST)	\$210,500
	GST	\$21,050
	TOTAL (incl. GST)	\$222,550

Table 6 Preliminary costing - Management Area 02

MANAGEMENT AREA 02 - EASTERN FORESHORE		
#	Description	Amount
	PRELIMINARIES	\$45,950
	Preliminaries	\$45,950
	DEMOLITION AND EARTHWORKS	\$23,000
	Earthworks and fine grading	\$10,500
	Demolition and removal of compacted gravel surface	\$3,000
	Imported fill	\$7,000
	Weed control - Manual and herbicide control of all species	\$2,500
	PAVING AND INFRASTRUCTURE	\$150,000
	Pedestrian access - Broom finish concrete pavement	\$30,000
	Vehicle access road and carparking - Coloured asphalt	\$100,000
	Signage	\$12,000
	Heritage elements protection and/or relocation	\$8,000
	PLANTING AND TURFING	\$11,500
	Revegetation tubestock	\$9,000
	Tree removal	\$1,000
	COASTAL ENGINEERING	\$275,000
	Foreshore regrading	\$5,000
	Toe stabilisation	\$40,000
	Geotextile sand containers	\$220,000
	Sand nourishment	\$10,000
	CONTINGENCY	\$126,363
	Contingency fee (25%)	\$126,363
	TOTAL (exc. GST)	\$631,813
	GST	\$63,181
	TOTAL (incl. GST)	\$693,494

Table 7 Preliminary costing - Management Area 03

MANAGEMENT AREA 03 -ARRIVAL HUB		
#	Description	Amount
	PRELIMINARIES	\$78,900
	Preliminaries	\$78,900
	DEMOLITION AND EARTHWORKS	\$152,500
	Earthworks and fine grading	\$23,000
	Demolition and disposal of surface materials	\$27,000
	Removal of existing toilet block, salvaging materials as appropriate	\$100,000
	Weed control - Manual and herbicide control of all species	\$2,500
	PAVING AND INFRASTRUCTURE	\$620,000
	Pedestrian access - Broom finish concrete pavement	\$50,000
	Vehicle road resurfacing and carparking - Asphalt	\$234,000
	Picnic shelter (x2)	\$24,000
	Picnic table setting (x4)	\$18,000
	Ablution block incl electrical and plumbing connections	\$250,000
	Double electric bbq including sub-surface footing	\$18,000
	Bin enclosure including sub-surface slab	\$5,000
	Stainless steel single shower unit inclu. sand trap sump and soakwell	\$9,000
	Signage	\$12,000
	PLANTING AND TURFING	\$16,500
	Revegetation tubestock	\$4,500
	Trees	\$6,000
	CONTINGENCY	\$216,975
	Contingency fee (25%)	\$216,975
	TOTAL (exc. GST)	\$1,084,875
	GST	\$108,488
	TOTAL (incl. GST)	\$1,188,363

Table 8 Preliminary costing - Summary

SUMMARY - ALL ZONES	Totals (incl GST)
MANAGEMENT AREA 01 - WESTERN FORESHORE	\$222,550
MANAGEMENT AREA 02 - EASTERN FORESHORE	\$693,494
MANAGEMENT AREA 03 - ARRIVAL HUB	\$1,188,363
TOTAL (incl. GST)	\$2,104,407

Costing Note

The contingency fee is recommended to allow for additional studies that may be required, such as surveys or specialist consultants, or design changes.

Costings do not include:

- Allowance for detailed design and documentation fees
- Allowance for project management fees
- Allowance for service relocation or connections
- Allowance for approvals and development application requirements
- Allowance for regional loading.

Quantities and rates are subject to change and are an 'opinion' only, based on previous project experience.

7 Recommendations

The below recommendations support the implementation of the concept designs for the Frenchman Bay FMP. They respond to the outcomes of community and stakeholder consultation, the technical findings of the Coastal Hazard Assessment (Bluecoast, 2025), and section 6.2 Design principles.

#	Recommendation	Area	Action	Responsibility	Time frame
1	Stabilise foreshore edge to mitigate ongoing erosion	Area 1 and 2	Implement design of foreshore for adaption planning and coastal resilience with soft engineering solutions (such as regrading, stabilisation and revegetation with toe protection, geotextile sand containers, and sand nourishment)	City of Albany	Short term (2025-2030)
2	Investigate dual naming for the site	All areas	Investigate dual naming for the site in consultation with Wagyl Kaip Southern Noongar Aboriginal Corporation (WКСN)	City of Albany and WКСN	Short term (2025-2030)
3	Seek environmental approvals required to implement design stages of the concept	All areas	Vegetation clearing may be subject to a Section 40 approval from DBCA as per the WA Biodiversity Conservation Act. Seek environmental approvals as required for the implementation of further recommendations. Consider if a Fauna Management Plan is required for future stages of development.	City of Albany and DBCA	Short term (2025-2030)
4	Protect and conserve heritage and archaeological site values	All areas	Identify remains of Frenchman Bay Whaling Station (ruin) and establish monitoring protocols to safeguard significant heritage artefacts, ensuring any site works adhere to heritage protection protocols and complies with Heritage Act 2018	City of Albany	Short term (2025-2030)
5	Identify and nominate clear roles and responsibilities		Roles and responsibilities of governments and private parties in the management of risk must be defined to ensure successful implementation and longterm success	City of Albany, DBCA, WКСN, FBA	Short term (2025-2030)
6	Investigate removal of the boat ramp	All areas	Investigate removal of existing ramp as part of site regrading and stabilisation, addressing erosion and safety concerns	City of Albany	Short term (2025-2030)
7	Restrict and formalise vehicle access and parking	All areas	Restrict general vehicle access, retain drop-off and ACROD parking only, and formalise designated parking areas away from the foreshore	City of Albany	Short term (2025-2030)
8	Formalise pedestrian pathways and improve accessibility	Areas 2 and 3	Design and implement safe pathways that maintain sustainable public access to the foreshore, investigate inclusive access and universal design	City of Albany	Short term (2025-2030)
9	Install wayfinding and information signage	All areas	Install integrated signage providing wayfinding, safety, education, and cultural interpretation, as well as reflecting dual naming.	City of Albany	Short term (2025-2030)
10	Rehabilitate compacted and degraded areas, and enhance biodiversity values	All areas	Rehabilitate degraded areas, such as previous vehicle access, through revegetation with native species to support site stability, safeguard biodiversity and ecosystem integrity	City of Albany	Short term (2025-2030)
11	Implement public open recreation space	Area 1 and 2	Proposed open space areas should be implemented alongside site rehabilitation works, to support public amenity value and align with responsible coastal use for tourism and recreation activities	City of Albany	Short term (2025-2030)
12	Implement managed retreat strategy for vulnerable infrastructure	Area 1	Plan for staged relocation of assets outside of hazard zones based on coastal hazard assessment. Plan for renewal and replacement of infrastructure as it reaches end of life with use of durable and adaptable materials for long term sustainability	City of Albany	Medium term (2030–2035) and ongoing
13	Protect culturally significant freshwater spring	All areas	When due for renewal, relocate toilet block away from culturally sensitive freshwater spring	City of Albany and WКСN	Medium - long term (2030–2035+)
14	Coastal monitoring and maintenance	Area 3	Implement coastal monitoring program to track shoreline changes and evaluate erosion control measures, informing adaptive planning and future management decisions. Monitoring framework should include periodic asset review and maintenance aligned with site recommendations and concept design.	City of Albany	Ongoing
15	Strengthen partnerships and community connection		Maintain partnerships through ongoing consultation with WКСN, FBA and other stakeholders to ensure cultural, recreation and heritage values inform adaptive decision	City of Albany	Ongoing
16	Periodic FMP review and adaptive planning		Conduct FMP review every 5 years to incorporate new coastal hazard data, climate change projections, and monitoring findings	City of Albany	Ongoing

Table 9 Foreshore management recommendations

8 References

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Appendix A - Coastal engineering planning report (Bluecoast, 2025)

Appendix B - Community consultation outcomes report (Ecoscape, 2025)



ecoscape

Level 1 38 Adelaide Street
Fremantle (Walyalup) WA 6160
Whadjuk Boodja

P (08) 9430 8955
E mail@ecoscape.com.au
ecoscape.com.au