Local Planning Strategy

BACKGROUND AND INFORMATION ANALYSIS

MAY 2022

TOWN OF VICTORIA PARK



CERTIFICATION FOR ADVERTISING

Certified for advertising by the Western Australian Planning Commission on 15 September 2020.

COUNCIL RECOMMENDED / SUBMITTED FOR APPROVAL

Supported for submission to the Western Australian Planning Commission for endorsement by resolution of the Town of Victoria Park at the Ordinary Meeting of Council held on the 15 March 2022.

MAYOR – KARON VERNON

CHIEF EXECUTIVE OFFICER – ANTHONY VULETA

ENDORSEMENT OF LOCAL PLANNING STRATEGY

Endorsed by the Western Australian Planning Commission on 31 May 2022.

An officer of the Commission duly authorised by the Commission
(pursuant to the Planning and Development Act 2005)

We acknowledge the Whadjuk Noongars from the Noongar nation, traditional custodians of the land where the Town of Victoria Park is today and pay our respects to past, present and emerging leaders, their cultural heritage, beliefs and continuous relationship with this land.

The *Town of Victoria Park Local Planning Strategy* is prepared in accordance with Part 3 of the *Planning and Development (Local Planning Scheme) Regulations 2015*.

VERSION		DATE
1	Draft endorsed by Council for public advertising following WA Planning Commission Certification	21 April 2020
2	Draft supported by WA Planning Commission subject to modifications	15 September 2020
3	Amended draft for WAPC Certification	September 2020
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Chapter 1 – Introduction

The purpose of this report is to provide relevant background information and analysis to support the strategic direction and key actions outlined in the Local Planning Strategy – Part One.

In accordance with the Western Australian Planning Commission's (WAPC's) Local Planning Guidelines, the Strategy has been arranged in two main parts:

Part 1 – Strategy

This part provides:

- The Town's vision, and objectives to guide land use and development over the next 10–15 years;
- Actions that set the strategic planning program for the next 5 years and inform the preparation of a new Local Planning Scheme No.2.

Part 2 – Background Information and Analysis

This part provides background information and analysis of land use and development issues across key planning themes and neighbourhoods. This part also includes Appendices which contain studies and other supporting information.

Chapter 2 – Neighbourhoods and Housing

This Chapter provides background relating to the planning of the Town's housing. Housing refers to the broad spectrum of different types, sizes, tenures and prices of accommodation that are required to cater for the diversity of, and changing nature of, housing needs within the community. This Chapter also addresses the Town's capacity to meet the State Government's infill dwelling targets and the urban consolidation principles outlined in metropolitan planning strategy Perth and Peel @ 3.5 million (WAPC, 2018) and the Central Sub-Regional Planning Framework (WAPC, 2018).

Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

Perth and Peel @ 3.5 million **(WAPC 2018) and** ***Central Sub-Regional Planning Framework*** **(WAPC 2018)**

The State governments' metropolitan planning strategy and sub-regional framework provides the broad spatial layout for infill residential, commercial development and protection of significant green assets, as well as infill dwelling targets for local government areas.

State Affordable Housing Strategy 2010–2020 **(Department of Housing, 2010) and** ***Affordable Housing Action Plan 2017–18 to 2019–20*** **(Department of Communities, 2018)**

Provides direction for affordable and social housing for low and moderate income households.

State Planning Policy 7.0 Design of the Built Environment (WAPC, 2019), State Planning Policy 7.3 Residential Design Codes Volume 1 and Volume 2 – Apartments (WAPC, 2019)

State-wide planning policies guiding the density, siting and design of residential development.

State Planning Policy 7.2 Precinct Design **(WAPC, 2020)**

State-wide planning policy proposing the introduction of a new planning instrument, the Precinct Structure Plan, to guide infill redevelopment of complex existing urban areas, and replace structure plans and activity centre plans. The draft policy proposes development of more 'integrated' plans covering urban structure, built form, infrastructure and environmental initiatives, and streamlined processes for plan preparation and approval.

Heritage Act 2018 and Heritage Regulations 2019, State Planning Policy 3.5 Historic Heritage Conservation (WAPC, 2007)

Legislation and state-wide planning policy guiding assessment, identification and designation of heritage status.

State Planning Policy 3.6 Development Contributions for Infrastructure (WAPC, 2009) and Draft SPP 3.6 Development Contributions for Infrastructure (WAPC, 2019)

Establishes the circumstances where developer contributions for infrastructure are appropriate and the mechanisms for achieving contributions.

State Planning Policy4.2 Activity Centres for Perth and Peel (WAPC, 2010)

A state-wide planning policy that contains guidance on the density of housing expected for different types and sizes of Activity Centres according to a hierarchy of centres of varying sizes and functions.

Draft Position Statement: Residential Aged Care (WAPC, 2019)

Draft guidance for how the local planning framework should consider and make provision for residential aged care dwellings and accommodation.

TOWN OF VICTORIA PARK

Strategic Community Plan 2017–2032 (Town of Victoria Park, 2019)

The Strategic Community Plan is the principal strategy and planning document that reflects the community's long-term vision, values, aspirations and priorities. The Plan has been prepared with a large degree of public engagement and contains specific guidance on the quality of neighbourhoods and locations for density.

Draft Activity Centre Strategy (Planwest, 2017)

Provides analysis and recommendations relating to the inclusion of residential development in activity centres, and some linking corridors, to support economic activity and vitality within centres.

Analysis of Housing Consumption and Opportunities (.id, the population experts, 2016)

A broad analysis of the capacity for additional residential development within the Town's activity centres and residential areas.

Town Planning Scheme No.1 and ***Local Planning Policies***

The current TPS No.1 facilitates the development of housing through Zones (Residential, Residential/Commercial, Office/Residential, Special Use) and land use permissibility for various types of residential accommodation in the Zoning Table. TPS No.1 manages the density and design of housing through application of the R-Codes (State Planning Policy 7.3), Special Control Areas, Development Areas and multiple local planning policies providing particular guidance for various aspects relating to density and design. Key local planning policies are:

- LPP 4 Mixed Use Development and Residential Uses in Non-Residential Areas;
- LPP 20 Design Guidelines for Developments with Buildings Above 3 Storeys;
- LPP 25 Streetscape;
- LPP 26 Boundary Walls and LPP 27 Building Height Controls;
- LPP 31 Serviced Apartments and Residential Buildings including Short-Term Accommodations;
- LPP 33 Guide to Concessions on Planning Requirements for Mixed-Use, Multiple Dwellings and Non-Residential Developments;
- LPP 36 Climate Control (Energy Efficiency).

Note – the detailed structure and design of new neighbourhoods is also managed through structure plans and activity centre plans that are adopted by the Town and the WA Planning Commission, including Bentley-Curtin Specialised Activity Centre Plan, Burswood Lakes Structure Plan and Belmont Park Racecourse Structure Plan.

Note – the *Planning Regulations* exempt single houses from planning approval.

Review of Residential Character Study Area and ***Town Planning Scheme No.1 Local Planning Policy 25 'Streetscape' Stage 2: Recommendations Report*** (Element WA, 2019)

A study to confirm the value of original dwellings in the residential character areas, community expectations regarding protection and development potential, proposed improvements to the LPP and application of a Special Control Area.



Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the Planning Strategy and recommendations for the future local planning framework, including the new Local Planning Scheme No.2 zones, reserves and planning requirements where relevant.

MEETING INFILL DEVELOPMENT TARGETS AND URBAN CONSOLIDATION PRINCIPLES

The State government's previous metropolitan planning strategy Directions 2031 and Beyond (WAPC, 2010) set an infill development target to develop 47% of the total new dwellings to 2031 for the Perth metropolitan region, to be developed in existing urban areas.

On that basis, the updated metropolitan strategy Perth and Peel @ 3.5 million (WAPC, 2018) updated infill dwelling targets for each local government in the Central sub-region to accommodate a total of 215,000 new dwellings to 2050.

The Town's infill dwelling target is 35,090 dwellings by 2050, which equates to around 77,230 residents[1]. At the 2016 Census, the Town had 16,946 dwelling and 36,647 residents. As such, the Local Planning Strategy must demonstrate how the Town can accommodate an additional 18,144 dwellings over the next 30 years to 2050, for an additional 40,583 residents.

The Central Sub-Regional Planning Framework (WAPC 2018) provided further direction for growth to meet a 'connected city' pattern with new dwellings concentrated within and around activity centres, train stations and urban corridors (high frequency public transit routes). It is the role of the *Local Planning Strategy* to ensure these targets can be met according to the connected city framework where possible. As such, the following sections outlines the Town's capacity to meet the infill targets in acceptable locations and strategies for managing growth through the local planning framework to comply with the State government's urban consolidation principles and the strategic outcomes expected by the community (as adopted in the *Town's Strategic Community Plan 2017–2032)*.

Capacity to Meet Infill Dwelling Targets

The Town's Population and Dwelling Forecast provides a localised assessment of anticipated dwelling growth. They are derived from dwelling yields contained in adopted structure plans (Burswood Peninsula and Bentley-Curtin) and an assessment of the likely development within local areas (from approved development plans) (refer to https://forecast.id.com.au/victoria-park). The Town's Forecast indicates the Town will have 24,468 dwellings at 2031, although the State government's infill dwelling target is 27,094 dwellings at 2031 (refer to Figure 2.2), a difference of 2,262 dwellings.

This means the Town's Forecast anticipates a slightly slower growth rate than the State's infill dwelling target, and the target will be achieve at a slightly later date. The optimistic nature of the State's infill dwelling target is demonstrated during the period 2011 to 2016 where actual growth was 1,172 dwellings although the infill dwelling target anticipated 3,850 dwellings. The slower growth rate during this period was due to the slowdown in population growth for the whole of the Perth region associated with the decline in the mining sector. This gap will persist over the time unless the State experiences a period of high growth.

Figure 2.2 – Forecast growth in Population and Housing and State Government Targets 2011-2050

		2011 (Census)	2016 (Census)	2021	2026	2031	2031 – 2050
Town of Vic Park Forecasts (2015)	Residents	34,718	36,647 (+1,926)	40,861 (+4,214)	45,344 (+4,483)	49,913 (+4,569)	Not calculated
	Dwellings	15,774	16,946	19,089	21,601	24,468	Not calculated
	(+ additional dwellings forecast between each period)		(+1,172)	(+2,143)	(+2,512)	(+2,867)	-
State Govt – Infill Dwelling Targets 2018	Dwellings		19,624	22,234	24,794	27,094	35,090
	(+ additional dwelling target between each period)		+3,850	+2,610	+2,560	+2,300	+8,000

Source: Town of Victoria Park Population Forecast, .id the population experts 2016, Central Sub-regional planning framework, WAPC 2018 (p.82)

1 Appendix 3, p.81 Central Sub-Regional Planning Framework (WAPC, 2018).

In 2016, the Town engaged consultants to assess the spatial capacity to accommodate the State infill dwelling targets (refer to Appendix – Analysis of Housing Consumption and Opportunities by.id, 2016). The analysis was based on the community's preferred areas for higher density and infill development that were mapped during the 2016 Strategic Community Plan workshops. The assessment calculated the capacity for additional dwellings as follows:

- A calculation of dwelling yields possible from available land in activity centres based on theoretical densities (upcodings) to Oats Street Station, Carlisle Town Centre/Station, Berwick-Canning Hwy, Albany Highway and Burswood South.
- A calculation of dwelling yields in existing approved structure plan areas – Bentley-Curtin Specialised Activity Centre, Burswood District Structure Plan.
- A calculation of dwelling yields in non-activity centre areas (ie. residential suburbs) based on the capacity remaining for infill development under the Town's medium density codes under the existing Town Planning Scheme No.1.

In total, the assessment found the Town could theoretically accommodate an additional 24,000 dwellings on top of the actual number of dwellings at 2016 which was 17,000 dwellings ie. there is potential for a total of 41,000 dwellings. This demonstrates the capacity of the Town to meet the State government's infill dwelling target of a total of 35,000 dwellings by 2050.

In 2020, as part of this Local Planning Strategy, a further assessment of capacity for additional dwellings was undertaken (refer to Figure 2.3) as follows:

- A calculation of the remaining dwelling yields under existing approved structure plans and planning policies (Burswood Peninsula, Burswood South and Bentley-Curtin).
- A calculation of dwelling yields recently increased under approved revised Masterplans for aged care facilities in the Bentley-Curtin Neighbourhood.
- A calculation of theoretical capacity for additional dwellings for Precinct Planning Areas identified under this Local Planning Strategy, derived from the 2016 Analysis of Housing Consumption and Opportunities (refer to Appendix).
- A calculation of potential dwelling yields for Future Investigation Areas identified under this Local Planning Strategy, based on theoretical increase in density should this be supported by landowners and community, and subject further engagement as per LPS action priorities.

The 2020 estimate of additional dwelling capacity indicates the potential for an additional 18,711 dwellings to 2050. This aligns with the requirement to plan for an additional 18,100 dwellings remaining under the State's infill dwelling target to 2050. The 2020 additional dwelling capacity will be refined further over the next five years as the Town's prepares Precinct Structure Plans for future growth areas to facilitate actual dwelling growth.

Figure 2.3 – Additional Dwelling Capacity Estimate @ 2020

	LOWER SCENARIO - Additional Dwellings to 2050	HIGHER SCENARIO - Additional Dwellings to 2050
PLANNED AREAS (ie. areas subject to approved structure plans or policies guiding dwelling yields) - remaining Structure Plan dwelling yields to 2050 @2020		
Burswood Peninsula Neighbourhood	-	7,761
Burswood South Neighbourhood (1)	-	887
Bentley-Curtin Neighbourhood (2)	-	6,337
		14,975 additional dwellings
PRECINCT PLANNING AREAS (ie. areas subject to preparation of future Precinct Structure Plans) - potential dwelling yields derived from Analysis of Housing Consumption and Opportunities (.id, 2016) (refer to Appendix 5)		
Albany Highway Neighbourhood (refer to LPS Map Figure 2)	2,493	A higher scenario may be possible through Precinct Structure Planning
Canning-Berwick Neighbourhood (refer to LPS Map Figure 2)	54	
Carlisle Town Centre Neighbourhood (refer to LPS Map Figure 2)	134	
Oats Street Station Neighbourhood (refer to LPS Map Figure 2)	276	
	2,957 additional dwellings	
FUTURE INVESTIGATION AREAS (ie. areas subject to further engagement with community regarding support for higher densities) - potential dwelling yields calculated by Town of Victoria Park		
Lathlain – Burswood Station catchment (refer to LPS Map Figure 2) (3)	178	Dwellings yield scenarios and densities subject to further community engagement as per LPS recommendations – refer to Chapter 8 Neighbourhoods
Lathlain – Victoria Park Station catchment (refer to LPS Map Figure 2) (4)	191	
Victoria Park – Vic Park Station catchment (refer to LPS Map Figure 2) (5)	145	
St James (refer to LPS Map Figure 2) (6)	265	
	779 additional dwellings	
ESTIMATED TOTAL ADDITIONAL DWELLING CAPACITY FROM 2020 TO 2050	**18,711** additional dwellings	

NOTES – referenced in table:

(1) Remaining capacity as per current Local Planning Policy 22 Causeway Precinct. However, note that LPS Action BS.1 recommends a review of the planning framework for Burswood South which may result in revised dwelling yields.

(2) Includes increased dwelling yields recently approved under revised Masterplans for aged care facilities.

(3) Lower scenario calculated assuming mix of site area 220 sqm metres per dwelling (ie. R40 grouped dwellings) and 80 sqm metres per dwelling (ie. R60-R80 multiple dwellings) on lots with potential capacity for infill re-development.

(4) Lower scenario calculated assuming site area of 220 sqm metres per dwelling (ie. R40 grouped dwellings) on lots with potential capacity remaining for infill re-development.

(5) Lower scenario calculated assuming multiple dwellings at 80 sqm

(6) Lower scenario calculated assuming site area 220 sqm metres per dwelling (ie. R40 grouped dwellings) on lots with potential capacity for infill re-development.

NOTES – Other:

- The figures represent Net Additional Dwellings ie. they do not include existing dwellings on lots.
- The figures do not include infill development that will continue under existing densities in other areas (ie. 'suburban infill').
- The figures assume 100% realisation of infill development on each lot which is an extremely unlikely scenario ie. rates of development over time will be less and fluctuate according to housing market demand and supply.

Achieving a Connected City Growth Pattern

Infill development to-date has been facilitated by the Town's current arrangement of residential densities under TPS No.1 and demonstrates alignment of growth with activity centres and areas highly accessible to public transport, namely proximity to the area along Albany Highway, Shepperton Road and the Perth-Armadale railway line, and to a lesser extent Burswood Peninsula. The 2016 residential capacity analysis showed dwelling approvals over the previous decade had occurred uniformly throughout the Town and that apartment developments (more than ten units) had focused on areas close to the Swan River, Albany Highway and Curtin University.

As such, the current TPS No.1 has significantly progressed planning and development to ensure the Town meets its dwelling targets according to the 'connected city' growth pattern. The ability of existing TPS No.1 zones to accommodate infill development in 'suburban' locations is nearing capacity and accordingly, wholesale change to residential density codes is not necessary for the Town to meet its future dwelling targets. Rather, future growth in the Town will be delivered via:

- the adopted structure plans at Curtin-Bentley and Burswood Peninsula and the preparation of more detailed sub-precinct plans to guide subdivision and development of land (eg. local structure plans, activity centre plans and local development plans);
- the proposed update to Burswood Station East local planning policy to facilitate higher densities and development; and
- the recommendations of the Planning Strategy to prioritise growth within Precinct Planning Area.

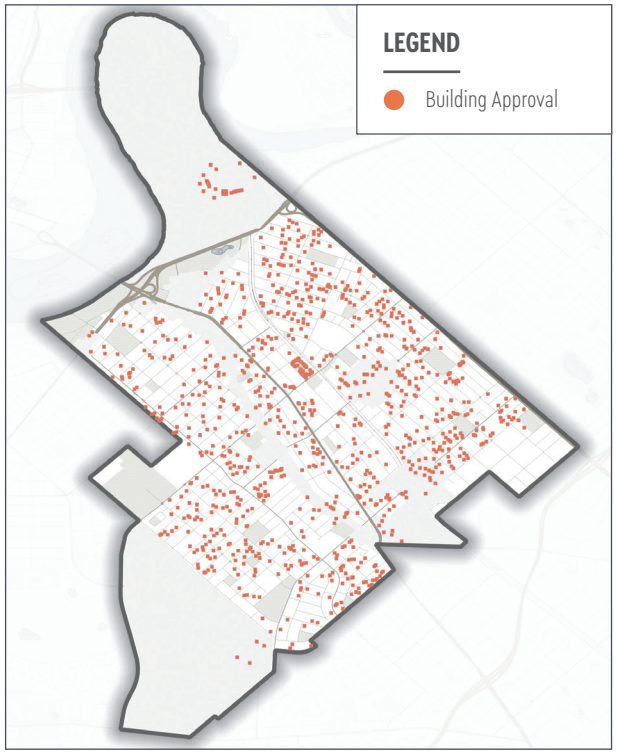


Figure 2.4
Location of new dwelling approvals 2007 to 2016

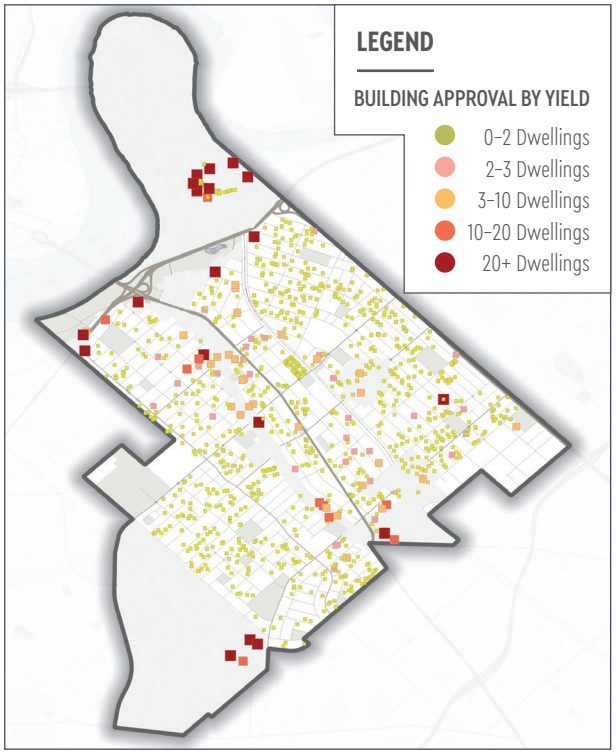


Figure 2.5
New dwellings constructed (yields) 2007 to 2016

(Source of both figures: *Analysis of Housing Consumption and Opportunities* (.id, 2016)

The ability of the planning framework to direct the majority of future growth to activity centres and station precincts enables the Town to direct growth pressure away from highly valued character areas and remaining lower density neighbourhoods. This growth management strategy ensures the Town delivers a wide diversity of living environments and housing choice across the Town while meeting the State's government's principles for urban consolidation and importantly, the community preferred locations for density and growth as outlined in the *Strategic Community Plan*.

Tracking Infill Dwelling Target Growth Rates

Between 2006 and 2011, the Town experienced strong dwelling growth averaging 3.5% per annum due to redevelopment of older housing stock and the development of new apartments, primarily on Burswood Peninsula. However, between 2011 and 2016, growth slowed considerably, falling to an average of 1.1% per annum and only one-third of the infill target was achieved (refer to Table 3.1).

Slowing growth was experienced across the State during this period and the latest State population forecasts, *Western Australia Tomorrow* (WAPC, 2019) have reduced forecast growth downward by 12% for the Perth metropolitan region to 2026 (or nearly 300,000 persons less than previous forecasts).

The combination of a slowing growth period and extensive areas already planned for growth (eg. Belmont Park, Burswood Station East and Bentley-Curtin), provides the Town with a period of 'breathing space' to plan for long-term growth areas within activity centres and station precincts, which are inherently more complex given existing development and multiplicity of land ownership.

HOUSING DIVERSITY AND SPECIAL NEEDS

The Town currently has a typical inner-city distribution of low, medium and higher density development. Dwelling growth between 2006 and 2016 delivered an even number of low-density single houses, low to medium density villas and townhouses and higher density apartments (roughly 800 dwellings each).

There was stronger growth in larger dwellings (four and more bedrooms in separate houses and three or more bedrooms in villas/townhouses and apartments) providing housing choice for larger, family households. Although, there was a loss of smaller dwellings (one bedroom or less). At the same time, there was a loss of population in the young adults and older people age ranges, and an increase in the proportions of households experiencing housing stress (rentals) compared with the Perth average. These factors indicate declining housing diversity.

The future growth of apartments will cater for the forecast growth of smaller households, and where possible, they should provide for housing diversity through a mix of dwelling sizes and diversity in other built form arrangements such as courtyards and usable balconies. These aspects can be guided by the new Apartment Codes. In addition, the Town should encourage a range of housing types within neighbourhoods and this can be achieved through mixed use development within activity centres and more dense, low-scale housing in proximity (eg. terraces etc) to Centres.

Figure 2.6 – Dwellings by Type, 2006, 2011 and 2016

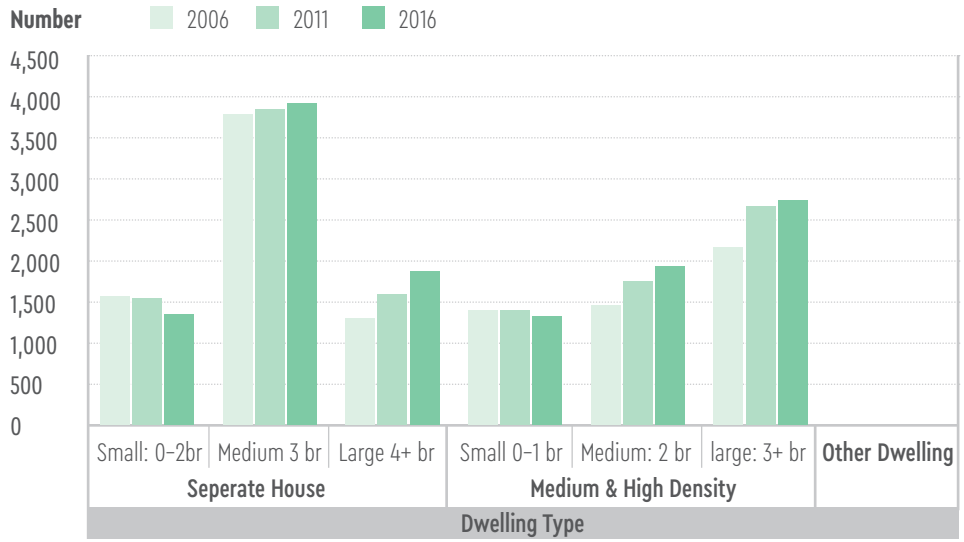
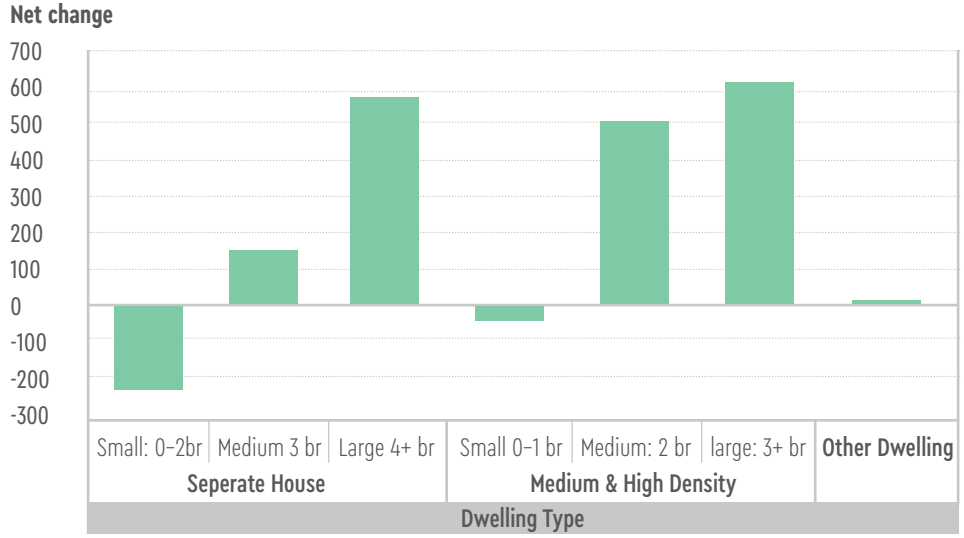


Figure 2.7 – Net Change in Dwellings by Type, 2006 and 2016



Data source: Australian Bureau of Statistics – 2006, 2011 and 2016 Census of Population and Housing

Special Needs Housing

The ability of the local planning framework to deliver special types of housing for aged and disabled persons, emergency and homeless accommodation or communal living (co-operatives, lodging houses, student accommodate etc) is somewhat limited beyond the general strategy of ensuring there is discretion within the Scheme to allow different housing types in suitable locations.

The Residential Design Codes provide for the development of ancillary dwellings, aged and dependent dwellings and single bedroom dwellings. Local government has limited scope to vary the R Code deemed-to-comply requirements, with the exception of clause 5.5.2 C2.1ii which requires that aged and dependent person's dwellings are permitted provided they occur in groups of a minimum of five dwellings. This provision is excessively restrictive and could be waived by the provision of an appropriate local planning policy to establish criteria for an acceptable number of aged and dependent dwellings, and any other design parameters.

The existing and planned development of student housing at Curtin University (notably the provision of 1000 additional beds in the short term and facilities for nearly 10,000 people longer term) goes a long way to address supply of student accommodation.

Accessible housing could be either mandated as a planning requirement (all dwellings, or a proportion of dwellings in a complex) or identified as an optional community benefit, delivered via an incentive in exchange for some additional development benefit (such as additional floor space). The Town should investigate the adoption of a suitable level of accessibility as per the options put forward in the Liveable Housing standards which seem to have a certain level of acceptance in the development industry. [2]

The WAPC's draft *Position Statement on Residential Aged Care* (WAPC 2019) proposes *Local Planning Strategy* should project aged housing needs, set targets for provision, identify suitable location and site criteria, develop planning controls to guide design and identify strategies to increase supply including through the planning framework, but other non-planning framework strategies. The draft Position Statement suggests the Scheme should include definitions of Residential Aged Care Facility and Retirement Village and ensure that they are "P" uses in residential zones where they could be reasonably permitted. The Town has significant amounts of existing aged person's accommodation in the Bentley-Curtin LPS Precinct.

Affordable Housing

"Affordable Housing" is housing where housing costs are not more than 30% of household income for "low-to-moderate income households" so housing costs do not cause financial stress and hardship. The Department of Communities *Affordable Housing Action Plan 2017–18 to 2019–20* provides definition of income ranges and 'affordable' rent prices:

- very low income households earning less than 50% of the median income ie. $43,550 per year with ability to pay $250 per week rent;
- low income households earning 50–80% of the median income ie. $43,550 to $69,680 with ability to pay between $250 and $400 per week rent;
- moderate income households earning 80–120% of the median income ie. $69,680 to $104,520 with ability to pay more than $400 per week rent.

Affordable housing does not refer to the general affordability of housing within the Town, although that is a factor in determining the availability of housing at affordable prices in the private market. Those on very low incomes are usually also able to access Commonwealth Rent assistance to help and may be able to access social housing provided by government or the non-profit sector.

To-date the planning system has largely focused on encouraging a diversity of housing, particular smaller dwellings, as a proxy for affordability. The Town Local Planning Policy 22 *Development Standards for the Causeway* included voluntary incentives for affordable housing that have not been taken up and a mandatory provision for some smaller units. In addition, the TPS provides discretion to approve "Residential Buildings" and "Lodging Houses" which buildings designed and managed to provide occupancy for six or seven and more people living independently which provide an affordable living choice. They are discretionary uses (AA use) in the TPS and subject to locational criteria and management conditions and the assessment of potential neighbourhood impacts such as parking, in accordance with Local Planning Policy *Serviced Apartments and Residential Buildings including Short Term Accommodation* (2019).

More generally, local government are often concerned with the affordability of housing for 'key workers' ie. locally essential occupations such as teachers, nurses, police officers, social service workers etc who may be priced out by lack of affordable supply, and older persons, single parent families, students etc.

2 http://www.livablehousingaustralia.org.au/

The Town's response to the Department of Planning investigation of options for affordable housing provisions through Planning Schemes recommended local government should have control over the strategic location of affordable housing, that mandatory provisions are potentially needed to ensure supply, that incentives should be a mix of planning and financial and there is a need for a clear delivery strategy to provide certainty for developers.

The newly released Apartment Design Codes include the ability to offer development incentives in exchange for Community Benefits which includes affordable housing, accessible housing, and diverse housing (aged and dependent, universally accessible, one-bedroom units, key worker housing and other innovative models).

The current level of affordability of housing for low-moderate income households within the Town is unknown and would require specific data analysis to establish a baseline. Any future strategy would need to encompass strategies across a range of roles and stakeholders, beyond the planning system, and would need to specifically identify particular affordable housing needs to be met with precise and detailed strategies that are well resourced to deliver. It's recommended that the Town undertakes some preliminary analysis of the current supply of affordable housing to establish if there may be need and what roles the Council could play to address need.

It should be noted that the Department of Communities is preparing an updated State Housing Strategy in mid-late 2020 and this may provide strategic direction for affordable housing that is relevant to the role of local government.

In addition, there may be opportunity for METRONET to include affordable housing within their projects areas, under the Department of Communities special METRONET Social and Affordable Housing Package program..

NEIGHBOURHOOD CHARACTER AND URBAN DESIGN

Local character and distinctiveness make an important contribution to sense of place, community identity, pride and amenity. Local character is becoming an increasingly important aspect of the Town's attractiveness as a place to live and invest, a key economic asset.

It is important to distinguish between places (buildings) or precincts with cultural heritage significance as defined by the Heritage Act 2018 and streetscape or neighbourhood character. The notion of character is broader than cultural heritage significance. *"Character"* can be defined as *"the product of built and natural elements of a locality which collectively distinguish it from other, nearby localities. Within a definable precinct these basic elements appear in sufficient quantities as to produce a unifying effect. The basic elements which contribute to the character of a locality can include, amongst other things building form, scale, height, materials and orientation, private plantings, setbacks of buildings from the street, the number of crossovers, street trees, street width and geometry and street furniture."* A combination of individual elements form streetscapes and it is often the entire streetscape that is regarded as establishing the character of a residential area.

Conservation of historic character, retention and respect for valued elements of neighbourhood character, and the creation of distinctive identity through new development, all combined to create character.

The Town contains some of the oldest suburbs in the Perth metropolitan area and retains the original pattern of subdivision and much of the original pre-1945 building fabric. Studies in 2003, 2010 and 2019 (Residential Character Study 2003 (Hocking Planning and Architecture), Residential Character Study Review 2010 (Town of Victoria Park), and Review of Residential Character Study Area and LPP 25 "Streetscapes" (Element 2019)) confirmed the presence of a significant proportion of original dwellings and intact streetscapes in the 'Residential Character Study Area' that warranted continued special protection and design guidance. The 2019 study and engagement confirmed the community's desire to retain character but also permit flexibility to accommodate contemporary needs. As such, the Town is in the process of amending the TPS to introduce a Special Control Area 'Character Retention Area' to regain control over planning approval for demolition and extensions and updating planning and design guidance in the existing *LPP 25 Streetscape*. It should be further noted, that referral to the Heritage Council under the Heritage Act may be required even if the proposal does not directly relate to a heritage place (ie the demolition is adjacent to an identified heritage place).

The link between the quality of the built environment, streetscapes and neighbourhoods and community wellbeing is recognised. Improving the quality of building for living and working, and the quality of places has been a major focus of the State government in recent times with the introduction of *SPP 7.0 Design of the Built Environment*, and *draft SPP 7.2 Precinct Design*.

Given that the bulk of development in the Town over the next 20–30 years will be residential, there should be a special emphasis through Precinct Structure Plans on ensuring that new development contributes to the maintenance and improvement of streetscapes and neighbourhoods, with a focus on retaining and enhancing the village-like character of many parts of the Town. This will be important for residents, visitors and investors alike.

In other areas experiencing incremental infill and redevelopment on an ad hoc lot-by-lot basis, the Town will progressively update planning guidance to achieve higher standards of design, through the Local Planning Policy review program.

There is an increasing preference for performance-based development controls and a shift away from more inflexible statutory structure plans / activity centre plans. Structure Plans will be replaced with Precinct Structure Plans, which will contain a mix of development controls adopted under the TPS and those within Precinct Plans and LPPs. The aim is to achieve higher quality design outcomes, especially where development is of a small scale and incremental in nature as opposed to larger scale development of major sites and planned street blocks.

Since 2001 the Town has been guided by expert design advice through the Design Review Panel, although in time it is possible that with the coming of the State DRP, Precinct Plans may be considered by the State rather than the local panel. As such, it will be critical to get an up-to-date suite of good quality design controls/guidance in place as soon as possible. The LPS should promote more intensive development, particularly within activity centres, with height and bulk designed to be appropriate for the retention of a human scale.

CULTURAL AND ABORIGINAL HERITAGE

The Swan River and its foreshores have been recognised for their importance to the Aboriginal people in regard to food, resources, occupation areas and links with dreamtime mythology. Aboriginal occupation of sites along the Swan River dates back 40,000 years, with the river used for fishing, shellfish gathering and meeting places, particularly at crossing points. All Aboriginal heritage sites, whether identified or registered or not, are protected by the Aboriginal Heritage Act (1972). The Act sets out obligations on those undertaking development or using land in a manner that may adversely impact an Aboriginal site.

The planning framework plays a role in cultural heritage identification, conservation and protection via the requirements of the Heritage Act 2018 and the Planning and Development (Local Planning Schemes) Regulations 2015. The Town adopted an updated Local Heritage Survey in 2021 which contains a total of 85 places of cultural heritage significance (78 places from the original 2000 Local Heritage Survey and 7 new places) and 31 places that warrant further research to establish whether they have any significance. The Town is now preparing a Local Heritage List to provide statutory consideration for conservation for some places through adoption under the Local Planning Scheme.

SHORT STAY ACCOMMODATION

The Town's Local Planning Policy 31: *Specialised Forms of Accommodation other than Dwellings* provides standards and location criteria for 'non-dwelling' residential accommodation, including short-stay accommodation. There is likely to be increasing demand for short-stay accommodation, particularly informal accommodation, in the Town given proximity to the CBD and facilities on the Burswood. While the Town welcomes tourism accommodation, un-hosted informal accommodation within existing residential areas may cause issues regarding residential amenity and affordability. A recent Inquiry by a Committee of the State's Legislative Assembly (2019) has reported on the issue of short stay accommodation identifying a possible management issue with non-hosted accommodation where the owner is absent. Local governments may have to respond when the Government addresses the Committee's recommendations and further amendments to LPP 31 may be required.

ENVIRONMENTAL PERFORMANCE OF DWELLINGS

The number of dwellings is expected to double over the next 30 years which provides a significant opportunity for the Town to influence the sustainable design and environmental performance of buildings. The Town's impending Climate Emergency Plan is expected to set an ambitious carbon reduction target for the Town, and implications for the design of future buildings is discussed in the Environment Chapter.

ALIGNING GROWTH WITH INFRASTRUCTURE INVESTMENT

With a doubling of dwellings and population over the next 30 years, the Town will need to meet increased demand for new and upgraded facilities and infrastructure such as open space, community spaces and streetscapes. Planning, funding and delivering urban infrastructure is somewhat complex given the multiplicity of statutory regulations, the assessment of needs and establishing a nexus between demand and development, and the multiplicity of funding mechanisms. These issues are explored in the Chapter – Infrastructure Funding.

3. Activity Centres and Employment Areas

This chapter provides background relating to the Town's activity centres and employment opportunities areas. This chapter is informed by the Town of Victoria Park's ***Draft Activity Centres Strategy*** (Planwest, 2017) which is included at Appendix 3.

The Town's Activity Centres are the focus of its employment, high density living and social and commercial services. While each offers different scale and characteristics, they are the busy, beating hearts of the Town of Victoria Park. Vibrant economies are generally those places that have a mix of land uses, a high quality public realm, are highly accessible, are able to adapt to economic trends and have a substantial local population.

Through its *State Planning Policy 4.2 – Activity Centres Perth and Peel*, (WAPC 2010) the State Government places great emphasis on Activity Centres as being crucial in delivering a connected and sustainable city by providing greater housing and employment opportunities and creating a sense of place through social and business activities and services.

Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

Perth and Peel @ 3.5 million – Central Sub-regional Planning Framework (WAPC, 2018)

The *Central Sub-Regional Planning Framework* places a significant emphasis on intensifying the use of existing urban land, placing emphasis on Activity Centres, Urban Corridors, Station Precincts and Industrial Centres to accommodate the forecast increases in population and workforce.

State Planning Policy 4.2 – Activity Centres Perth and Peel (WAPC, 2010)

State Planning Policy 4.2 Activity Centres (SPP 4.2) is the State's primary policy setting out objectives for the distribution, size and mix of commercial, residential and community activity in activity centres according to a hierarchy of centres with the aim of ensuring equitable and efficient access to goods, services, education and recreation. The Policy also provide guidance on urban design and integration of centres with public transit. The Policy includes housing density targets to encourage more people living within and close to centres, and requires Activity Centre Plans for larger centres.

State Planning Policy 7.2 – Precinct Design

State Planning Policy provides guidance for preparation of Precinct Structure Plans.

TOWN OF VICTORIA PARK

Draft Activity Centre Strategy (Planwest 2017)

The purpose of the *Activity Centre Strategy* is to place the Town in its context taking account of the identifiable trends and the implications of demographic and lifestyle changes. The *draft Strategy* was adopted at the Ordinary Meeting of Council on 8 May 2018 as follows:

> *That Council adopts the draft Activity Centres Strategy contained within the Appendices, noting that stakeholder consultation on its content will be undertaken as part of the future consultation to be associated with the Town's forthcoming draft Local Planning Strategy.*

The document provides a review of the issues associated with the Town of Victoria Park's activity centres, identifies a number of Town's activity centre precincts and directly informs the recommendations of the *Local Planning Strategy*. The Strategy models the Town's capacity for additional retail floor space to cater for future population growth and to maintain a sustainable supply of floor space between retail-based activity centres. The Strategy makes various recommendations for each activity centre which are further considered in the *Local Planning Strategy* Neighbourhood Chapters. The Activity Centres Strategy is included at Appendix 3.

Economic Development Strategy: Pathways to Growth 2018 to 2023 (Town of Victoria Park 2019)

This Strategy provides a five-year vision and blueprint for sustainable economic growth in the Town and provides some planning related guidance that directly informs the LPS in the section Pathway 5: Creating an Enabling Business Environment. These include the need to ensure regulatory frameworks are best practice, promote a place-based approach and encourage investment and business engagement.

Town Planning Scheme No.1 and Local Planning Policies

The current Town Planning Scheme No 1 guides and controls commercial and business activity in activity centres and industrial areas through a range of Zones (Residential/Commercial, Office/Residential, Local Centre, District Centre, Commercial, Industrial 1 and Industrial 2, and Special Use), and land use permissibility for various types of commercial, business, community and residential activity in the Zoning Table. Detailed development controls for zones are contained in TPS No.1 Precinct Plans and include setbacks, plot ratio floor space, car parking, residential density and so forth. The detailed structure and design of new neighbourhoods with activity centres is also managed through structure plans and activity centre plans that are adopted by the Town and the WA Planning Commission, including Bentley-Curtin Specialised Activity Centre Plan, Burswood Lakes Structure Plan and Belmont Park Racecourse Structure Plan.





Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the Planning Strategy and recommendations for the future local planning framework, including the new *Local Planning Scheme No.2* zones, reserves and planning requirements where relevant.

MAINTAINING A SUSTAINABLE HIERARCHY OF ACTIVITY CENTRES

The Town has a diversity of activity centres that provide daily access to goods and services for residents and local workers, access to local employment, opportunities for business development and support of specialist activities such as technology, education and entertainment and sport. It is vital that the size and function of the Town's network of activity centre is balanced and sustainable. This is achieved through a hierarchy as outlined in the State Planning Policy 4.2 Activity Centres for Perth and Peel (SPP 4.2) which provides guidance on floor space size and mix of land uses. The Town will work with the Department for Planning, Lands and Heritage to ensure activity centres are correctly classified under the SPP 4.2 hierarchy and proposes the following:

- Albany Highway be classified a Secondary Centre for the entire length.
- Burswood Peninsula be classified a Specialised Activity Centre across the entire Peninsula.
- Burswood South potentially classified as District Centre or other as determined suitable.
- Oats Street – determine a suitable classification following precinct structure planning.

The justification for Albany Highway and Burswood Peninsula can be found in Part Two – Chapter 8 under the respective Neighbourhood sections.

UNDERTAKING A PROGRAM OF ACTIVITY CENTRE PLANNING

The zoning and accompanying development standards for the Town's centres need to be reviewed via a program of activity centre planning to update the planning framework (zones, reserves and planning controls – building scale and design, car parking etc) and supporting improvements to infrastructure (eg. streetscapes, car parking etc).

The responsibility and process for precinct structure planning will largely be dictated by the unique requirements and attributes of each precinct as well as the timing, preparedness of the Town, the State and/or landowners to lead. The Town is committed to ensuring that the private industry is able to lead precinct structure planning (with guidance from the State and the Town) where the market demonstrates that precinct planning can be bought forward to meet demand.

Planning for activity centre must be guided by the recommendations of the draft Activity Centre Strategy or any subsequent review, which indicated a need to prioritise design and the distinctive character of the Town's centres.

REGIONAL POLICY CONTEXT

The Town's major activity centres were developed on Albany Highway, originally in response to the introduction of a tram service in 1905. From the 1960's, development of a large format, car-based retail facilities in the Victoria Park Town Centre (Vic Park Central) and the East Victoria Park Town Centre (Park Centre) occurred.

Rapid suburban growth in the south-east corridor in the 1970's and 80's was accompanied by the building of new regional shopping centres (notably Belmont Forum and Carousel in Cannington) resulting in a decline in importance of town centres along Albany Highway. In recent years a re-emergence of experiential retail and the traditional Main Street, increased population growth and the popularity of the Town as a place to live, has resulted in the Albany Highway Town Centres emerging as desirable activity centres.

One of the impacts of the activity centres policy (SPP 4.2, WAPC 2010) is that a number of strategic and secondary centres have acted on the policy's lack of control over retail floor space and received approval for substantial expansions to create a number of 'super regional' centres, Most notably at Carousel adjacent to the Town of Victoria Park. These developments will affect the competition experienced by retailers within the Town. However, it will further emphasize the difference between the stand-alone centres and the strip-shopping offer at Victoria Park.

It is the distinctive qualities of Albany Highway Town Centres that has resulted in the Draft AC Strategy to observe that it is critical the Town continue to build on and enhance the points of difference between the Albany Highway Secondary Centre and the expanding super regional centres. Despite significant improvements with a focus on customer experience the super-regional centres do not have an authentic main street environment or residential development, and the LPS therefore recommends that the future planning framework ensures that the zoning and controls allow for these points of distinction to be enhanced in the Albany Highway

Town Centres, Burswood South, Burswood Station East and West, Carlisle Town Centre as well as other small main street style local centres (Etwell Street, Lathlain Place and Gallipoli Street)

Furthermore the distinctive qualities of the Albany Highway Town Centres, as well as locational and amenity advantages of Burswood South, Belmont Park, and Burswood Station East and West are likely to attract a diverse range of private investment that could result in increased residential development. This must be facilitated by the future Local Planning Scheme and Policy framework to ensure:

- The local economy can largely be sustained by a larger and growing local population rather than reliant on attracting customers from a regional catchment where they will be subject to competition from the super-regional centres and the free and large amounts of parking and major roads that service them; and
- The benefits of high quality dense development result in improved rates revenue forecasts for the Town that enable it to maintain its assets to a high standard and continue to invest in improvements and initiatives that benefit the social health and wellbeing of the community and the resilience of the local economy.

MANAGING FLOOR SPACE EXPANSIONS – PRIORITISING DESIGN OVER LAND USE

A key challenge for the Town's planning framework is to ensure that activity centres do not expand in a way that undermines the prosperity of neighbouring centres or become reliant on a regional catchment of customers to sustain them. This will require a commitment to realising residential development opportunities within centres, (refer to the Housing and Neighbourhoods chapter for relevant details), reducing car dependency through development standards and incentives (refer to the Transport chapter) and managing any potential retail floor space expansions with care.

There will be a need to consolidate retail activity into the major centres, recognizing the diversity of shopping intermixed with other uses. Unifying landscape themes, measures to integrate residential uses and careful urban design will be as critical as managing floor space approvals. The Albany Highway Secondary Centre is the heart of the Town and there needs to be an awareness that this would be detrimentally affected by significant retail development in the Specialised Activity Centres of Burswood and Curtin.

The Burswood Peninsula is a large strategically located site constrained from development until recently. In view of its favourable location it should continue to develop as a centre of entertainment and tourism. In addition, it will provide most of the Town's future population and employment growth. How the future population and workers on the Peninsula should be serviced is an important issue. The very large commercial space and significant retail space indicated by recent Burswood sub-precinct structure plans has potential to adversely impact on the hierarchy of activity centres in the Town. Modeling has shown that retail floorspace beyond that required for daily convenience would be of detriment to investment in the Secondary Centre.

The Bentley/Curtin Neighbourhood comprises the Curtin University campus, adjoining Technology Park and various other institutional uses. The land is currently developed with low intensive uses. This could change in the future as the site's strategic location is capitalized upon. How the future development of the area impacts on the Town needs to be considered and planned for, including the extent of retail floor space and its impact on Albany Highway.







4. Public Open Space and Community Facilities

This Chapter outlines the planning framework requirements to support the creation and maintenance of a network of community places broadly comprising:

- Open Spaces – formally designated parks, foreshore reserves, bushlands and outdoor sporting areas providing for a wide range of active and passive recreation and environmental benefits, and may include privately owned but publically accessible open spaces such as urban plazas, parklets or rooftop gardens.
- Community Facilities – buildings and spaces that support a diversity of community activities essential to the functioning of communities and quality of life such as community and recreation centres, libraries and schools.

The network of community places makes a significant contribution to community health and wellbeing through recreation, connection to nature, opportunities for social interaction and community participation. They play a vital role in achieving environmental outcomes such as conservation of remnant bushland, foreshore protection and stormwater management. They are essential to the quality of life and the shared cultural identity of the Town's diverse community.

The Town's existing network of community places has largely been shaped through the historical subdivision of the Town and 'suburbanisation' through the 1960s and onwards. There is a need to enhance and build on the existing network of community places to cater for the demand generated by urban consolidation and new development, and to provide for the diverse and contemporary needs of existing and future populations.





Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Framework (WAPC, 2018)

The *Central Sub-Regional Planning Framework* recognises the essential role community places play in delivering successful urban consolidation where activity centres form a key focal point for social activity and community services and the green network enhances opportunities for a diversity of community activities alongside environmental conservation.

Draft State Planning Policy 3.6 Infrastructure Contributions (WAPC, 2019)

The draft SPP 3.6 sets out the principles and planning framework for delivering essential and community infrastructure through detailed planning and development, and apply to areas facing increasing demands through urban consolidation. The draft SPP provides detailed guidance on the mechanisms and processes that can be used to secure infrastructure contributions through the Town Planning Scheme.

State Planning Policy 7.0 Design of the Built Environment, SPP 7.2 Precinct Design and Precinct Design Guidelines (2020)

This suite of policies set a new benchmark for design excellence through greater consideration and integration of the social role of places and satisfaction of community needs through statutory plans.

State Planning Policy 7.3 Residential Design Codes Volume 2 – Apartments (2019)

The 'Apartment Codes' provide the opportunity to establish development incentives in the local planning framework where additional development or greater flexibility within planning controls (such as additional plot ratio and/or building height) is offered in exchange for the delivery of tangible 'community benefit' within an area or development site. Community benefits may include public amenities, culture and recreation facilities, meeting places, public pre-school or child care facilities and associated open space.

Planning and Development Act 2015 / Development Control Policies

Various sections of the Planning Act and WA Planning Commission development control policies provide the statutory basis for securing public open space and/or cash-in-lieu contributions and where and how funds should be spent. *Development Control Policy DC2.3 Public Open Space in Residential Areas* (WAPC, 2002) establishes the general policy provision of 10% land should be given up at subdivision for public open space.

TOWN OF VICTORIA PARK

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* was developed with extensive community input and provides strategic direction and a framework to deliver an equitable and accessible network of open space that cater for the diversity of community, cultural and environmental needs. The Strategy used qualitative and quantitative data to assess the capacity and suitability of the open space network to cater for existing and forecast population demands.

Draft Social Infrastructure Plan (2017)

The Town's *draft Social Infrastructure Plan* will provide the strategic direction for the planning and development of social and community infrastructure through a range of strategies including the planning framework partnerships and advocacy.

Town Planning Scheme No.1

Open spaces and community facility sites are mostly reserved under TPS No.1, usually for Parks and Recreation and Public Purposes, although they can also be located in Zones and identified within structure plans. Land use permissibility is guided by the Reserve purpose which is outlined in TPS Precinct Plans. Regional foreshore areas and state facilities are reserved "Parks and Recreation" and "Public Purpose" under the Metropolitan Region Scheme and reflected as such in the Scheme.







Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the *Planning Strategy* and recommendations for the future local planning framework, including the new *Local Planning Scheme No.2* zones, reserves and planning requirements where relevant.

Addressing Public Open Space Needs

The *Public Open Space Strategy* was developed through extensive analysis of the current and future need for open space and the identification of a number of key issues:

- current gaps in supply of local open space (within 400 metres of homes) in several areas;
- increasing demand on the open space network from population growth and associated reduction of private outdoor space associated with higher density development;
- gaps in current and future demand for sporting areas; and
- the need to accommodate a greater diversity of functions – ranging between the use of open space for environmental uses, to active and passive recreation.

The *Strategy* contains detailed town-wide and place-specific strategies to address these issues and ensure the network caters for future population growth, including:

- securing new open space areas through infill redevelopment plans (eg. structure plans, activity centre plans), considering the potential re-use of drainage sumps, and the development of selected streets as Park Streets / Complete Streets;
- maximising access to and use of open space through wayfinding and safety upgrades to key access routes and parks;
- re-designing and developing selected open spaces for active recreation and sports; and
- re-designing and upgrading existing open spaces to cater for increased population and diverse needs to maximise use of the existing network.

The *Public Open Space Strategy* provides the strategic and detailed justification for securing and developing a comprehensive public open space network through the planning framework. The Planning Strategy identifies a number of implementation actions and proposed provisions for inclusion in TPS No.2 to facilitate the implementation of the *Public Open Space Strategy*.

Scheme Provisions for POS Contributions

The majority of the Town's population growth and future development will be in the form of infill redevelopment (ie. strata title villas and apartments). As the Town has identified a shortfall in public open space to cater for future population levels, it is important to ensure that the Scheme enables the Town and the WA Planning Commission with the ability to impose conditions on subdivision and/or development approvals for public open space contributions, of equivalent cash-in-lieu contributions, to address shortfalls and the need for upgraded open space areas.

Publically Accessible Private Open Space

In addition to the Public Open Space strategies above, it is proposed that the Town identify opportunities to address open space needs through publically accessible private open space areas, such as small urban plazas or micro-parks, in suitable commercial, mixed use and residential developments. The Town should identify strategic locations for these open spaces through structure plans, activity centre plans and other major development proposals where appropriate.

Planning for Community Facilities

The purpose of the Plan is to identify facility types, locations and land /building requirements. The Plan may inform new or rationalised community purpose sites/ reservations and infrastructure / community benefit contributions (per State Planning Policy 3.6 Infrastructure Contributions and/or Residential Design Codes Volume 2 – Apartments).

Planning for Primary School Services

The Department of Education (July 2021) has advised the Town that some primary schools are approaching the maximum limit of their built accommodation capacity. Each of the Town's existing five primary schools currently exceeds the recommended dwelling yield threshold of 1500 dwellings per primary school catchment as per the WAPC's Operational Policy 2.4 – Planning for School Sites. The Department acknowledges the majority of the Town's future growth will be higher density development which traditionally yields lower demand for primary school places due to smaller household sizes. However, despite this, the Department's preliminary assessment of current and projected dwelling growth and student enrolment demand indicates the potential demand for three additional government primary school sites in the Town. In addition, population growth is anticipated to put significant pressure on existing schools in the medium to longer term. The Department advises that future demand for secondary school places can be accommodated within existing schools, although the Dept will closely monitor student enrolment demand. The Town will support the Department to identify opportunity to meet demand through future planning processes such as precinct structure planning.

5. Natural Environment

The Natural Environment refers broadly to environmental assets such as biodiversity, air and water, and the environmental resources and ecosystem services they provide to support life and which underpins the productivity and liveability of cities. This Chapter outlines the role of the local planning framework in protecting environmental assets and managing environmental impacts associated with growth and development. The Town of Victoria Park has several adopted key Council strategies relating to particular aspects of the natural environment, for example the Urban Forest Strategy, that provide the evidence base for action and strategic directions that should be implemented through the planning system.

While the Town is a highly modified environment, there are significant local environmental assets that require protection such as the waters and foreshore areas of the Swan River and bushland reserves. In addition, the design and construction of new places and buildings contributes to impacts on the environment through resource consumption and the generation of pollution. The built environment can also play a major role in determining how cities respond to wider environmental challenges such as climate change. The built environment is a long-lived asset and small-scale planning decisions made today, have broader and long-lasting impacts.





Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

Responsibilities for strategic environmental planning and protection are distributed across multiple agencies – the Environmental Protection Authority (EPA), the Department of Water and Environmental Regulation, the Swan River Trust and the Department for Planning Lands and Heritage.

Climate Change in WA – Issues Paper (Dept of Water and Environmental Regulation, 2019)

The State government is preparing a State Climate Policy to achieve net zero greenhouse gas (GHG) emissions by 2050 and prepare for the transition to a low-carbon economy .

Waterwise Perth Action Plan (Department of Water, no date)

The *Waterwise Perth Action Plan* sets household consumption waterwise targets for 2030 and commits the State government to deliver best practice waterwise planning and design through major government projects.

Perth and Peel @3.5million Central Sub-Regional Framework (WAPC, 2015)

The primary objective of the *Central Sub-Regional Planning Framework* is achieve a more sustainable pattern of growth through urban consolidation and increased intensity of housing and employment within activity centres and along transit corridors, as well as conservation and enhancement of the green network, to contribute a more liveable city.

State Planning Policies and Guidelines

Several State Planning Policies provide strategic direction for consideration of the environment through land use and development (refer to Appendix for full list). The recently introduced *State Planning Policy 7.0: Design of the Built Environment* provides a broad framework for design of the built environment and includes Sustainability as a core principle, stating that *"Good design optimises the sustainability of the built environment, delivering positive environmental, social and economic outcomes". State Planning Policy 7.3 R-Codes Volume 2 Apartments* includes multiple design outcomes aimed to reduce environmental impacts such as solar orientation, cross ventilation, tree canopy, bike parking, energy efficiency and water and water management. *Draft State Planning Policy 7.2 Precinct Design* expects sustainability to be addressed through precinct design through consideration of a range of 'urban ecology' elements including landscape, biodiversity, energy and water consumption and management and greenhouse gas emissions.

Other Relevant Acts

Several 'environmental' Acts intersect with the planning framework including:

- *Environmental Protection Act 1986* – sets out a regime for environmental assessment of some planning proposals, including Planning Schemes, where there may be significant environmental impacts.
- *Contaminated Sites Act 2003* – sets out a regime for identifying, recording, managing and remediating contaminated land with some requirements impacting on local government development approvals.
- *Swan and Canning Rivers Management Act 2006* – provides for the protection of the Swan River and associated land to ensure maintenance of ecological and community benefits and amenity with management policies guiding land use and development within and adjacent to management areas.
- *Biodiversity Conservation Act 2016* and *Biodiversity Conservation Regulations 2018* (Federal Government) provide greater protection for biodiversity, particularly threatened species and threatened ecological communities.

TOWN OF VICTORIA PARK

Urban Forest Strategy (2018) / Urban Forest Implementation Action Plan 2019–2024 (2019)

The *Urban Forest Strategy* provides an evidence base and strategies aimed at increasing tree canopy and the diversity of endemic (local) tree species. These actions are intended to support wildlife through tree retention, reduce urban heat island impacts and improve neighbourhood amenity. Key strategies include planting of new trees and the creation of ancillary landscaping such as roof top gardens, green walls and parklets. The *Implementation Plan* identifies several proposals that can be delivered through the planning framework.

Environment Plan 2013–2018

The *Environment Plan* provides strategic objectives for environmental focus areas including climate change adaptation, water and land management, biodiversity and solid waste management. The Plan is currently being reviewed to address future environmental needs and objectives and will provide an updated evidence base and strategies, including any requirements for implementation through the planning framework.

Foreshore Access and Management Plan (2015)

The *Foreshore Access and Management Plan* provides a framework for balancing multiple environmental, social, cultural and visual amenity values within the 2.5 kilometres of River foreshore managed by the Town and forms the basis of recommendations from the Town to the WA Planning Commission for land use and development proposals within the reserve.

Stormwater Management Plan – Volume 1 and 2 (URS Australia, 2005) / Assessment of Drainage Hot Spots (Cardno, 2010)

The URS *Stormwater Management Plan* reviewed stormwater management needs, set local objectives and identified a range of potential management regimes to solutions water quality and quantity. In 2010, Cardno were engaged to assess known drainage 'hotspots' that experienced flooding issues, identify probable causes and provide recommendations to address current issues and longer-term solutions to meet the policy standards.

Integrated Movement Network Strategy (2013)

The *Integrated Movement Network Strategy* provides the strategic direction and framework for achieving a more sustainable transport system with the aim of minimising environmental impacts from private vehicle use.

Town Planning Scheme No.1 and Local Planning Policies

The local planning framework addresses the environment through Scheme reserves, local planning policies, application of State 'environment' planning policies and other legislation as required, and structure planning. Key local planning policies include LPP Tree Planting and Retention, LPP 20 Design of Buildings Over Three Stories and LPP 36 Climate Control (Energy Efficiency).







Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the *Planning Strategy* and recommendations for the future local planning framework, including the new *Local Planning Scheme No.2* zones, reserves and planning requirements where relevant.

ECOLOGICALLY SUSTAINABLE DEVELOPMENT

Various aspects of the natural environment are addressed through different local planning policies that guide built form design and management of environmental impacts (eg. drainage, tree retention) and through the preparation of structure plans for new growth areas on the Burswood Peninsula and future activity centre and train station precinct plans. Parts of the older planning policies are superseded by the Apartment Codes and require review. Further policies and/or scheme provisions may be developed to further implement aspects of the Urban Forest Strategy and it is possible the proposed revision of the Environment Plan and the Climate Emergency Plan may also recommend changes to the planning framework. The proposed Burswood Station East planning policy proposes a development incentive for additional floor space in exchange for achievement of a 6* Green Star rating for buildings, while the Belmont Park structure plan encourages use of the 4* Green Star rating system to inform building design, although it is not mandatory.

Addressing environmental objectives and sustainable design of the built environment is complex. There are multiple, inter-related environmental elements for consideration, that are dependent on locational and site context and subject to different State and local policy. Planning and development proposals must also consider numerous other social and economic factors including development feasibility. The anticipated growth of the Town over the next 20 years provides a significant opportunity to influence environmental outcomes and the sustainable design and resilience of the built environment.

As such, there may be value in developing an overarching 'environment' policy to guide a coordinated response to best practice environmental planning and sustainable design of the built environment through the planning framework. This could include an assessment of the effectiveness of the current suite of policies and whether they are meeting the Town's environmental objectives.

STORMWATER MANAGEMENT AND WATER SENSITIVE URBAN DESIGN

The Town's stormwater management plan was developed in 2005 and the Town has experienced considerable growth and intensification of development over the last 15 years, as well as changing climatic conditions and increasing demands for use of existing drainage infrastructure for open space.

it is recommended the Town reviews and prepares an updated storm water management strategy that re-confirms the Town's water management objectives and strategies, requirements for upgrades or new infrastructure, any surplus assets or opportunities for co-location of functions (open space, urban forest) and any design and management requirements for implementation through the planning framework. The Strategy should also address funding responsibilities, including the applicability of infrastructure contributions (refer to the Funding Chapter for further discussion on development contributions).



6. Movement

The Chapter outlines the planning framework requirements relating to the Town's transport network and the need to cater for increasing transport demands generated from urban consolidation and business growth.

The transport network broadly refers to:

- different modes of travel – private vehicles, motorbikes, bikes, walking, public transport, taxis and ride share – that facilitate access to work, shopping, commercial services and leisure activities, as well as specialised transport modes that support business and industrial activity such as freight and delivery services; and
- the range of transport infrastructure and land required to support these travel modes such as pedestrian and cycle paths, roads, laneways, parking bays, freight routes, railway lines and stations and so forth.

Most of the Town's transport network has been defined through historical development of the road network and Perth-Armadale railway line, although some new growth areas such as Belmont Park and major infill redevelopment areas such as the Bentley-Curtin area and train station precincts may require the development of new road and path networks. The planning framework guides the development of new transport networks and the provision of transport infrastructure through structure / activity centre planning and application of transport related planning policies through approval of development applications.





Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2015)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Framework*, forms an integrated land use and transport plan that aligns population growth with the public transport network within activity centres and urban corridors. The aim is to increase travel by public transport and decrease travel by private vehicles to ensure transport demand is managed within the constraints of the overall network. This will minimise the negative impacts from private vehicles (eg. greenhouse gases, pollution, congestion) and make more efficient use of existing public transport infrastructure and urban land.

METRONET

METRONET is the State Government's program to integrate transport and land use planning in Western Australia, and provides a framework to support the sustainable growth of greater metropolitan Perth over the next 50 to 100 years. Stage 1 of METRONET includes the removal of level crossings at Mint-Archer Streets and Oats Streets, the construction of new stations at Carlisle and Oats Street, and a new elevated rail line to create new public spaces below the line (refer to Carlisle Town Centre and Oats Street Station Precincts Chapters).

ORRONG ROAD EXPRESSWAY CONCEPT (MAIN ROADS)

Main Roads is planning the Orrong Road Expressway Concept and land requirements for the Expressway Concept have been identified over some properties abutting Orrong Road and are protected under Planning Control Area (PCA) 142 Orrong Road (WAPC 2020).

TOWN OF VICTORIA PARK

Integrated Movement Network Strategy (2013)

The Town's *Integrated Movement Network Strategy* (IMNS) provides a high level framework to deliver an efficient, safe, well-connected and sustainable transport system which recognises the limitation of the road network and the need to develop an integrated multi-modal movement network. The objectives of the Strategy are to manage traffic congestion through more efficient use of roads and the integration of land use and transport. The objective is also to improve urban amenity and reduce transport costs by shifting more trips to 'active' walking / cycling and public transport modes, improve connections between transport modes and provide a basis for management of parking.

Right of Way (ROW) Strategy Plan (2003)

The ROW Strategy Plan identified ROWs that should remain open and sets out priorities for construction of un-surfaced ROWs. The Strategy also identifies those ROWs that should be closed.

Town Planning Scheme No.1 and Local Planning Policies

Transport needs and impacts are assessed through development applications and guided by several Local Planning Policies including:

- LPP 7 Vehicle Access to properties via a Right-Of-Way
- LPP 10 Pedestrian Walkways
- LPP 15 East Victoria Park Gateway Shopping Area Design Guidelines
- LPP 24 Loading and Unloading
- LPP 23 Parking Policy which includes provisions for specific purpose bays (eg motorcycle, bikes, taxis etc), reciprocal and combined parking (eg. special arrangement for sharing parking) and cash-in-lieu contributions for shortfalls in parking.
- LPP 30 Car Parking Standards for Developments along Albany Highway.

The Planning Scheme recognises the regional road network through the *Metropolitan Region Scheme* 'Primary Regional Road' and 'Other Regional Road' reservations and requires the referral of applications to the WA Planning Commission for land abutting these roads.

Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the Planning Strategy and recommendations for the future local planning framework, including the new *Local Planning Scheme No.2* zones, reserves and planning requirements where relevant.

Contributing to Transport Objectives

The Town's key north-south roads, such as Orrong Road and Shepperton Road, link the southern and eastern suburbs with the Perth CBD and experience the bulk of regional traffic. The Town's network of east-west roads accommodate a large volume of district and local traffic. Without significant disruption there is little to no opportunity to expand the road network to cater for additional regional and local traffic from population growth or address existing and future conflict 'hot spots' particularly at the intersections of the north-south / east-west roads. In essence, the road network has limited capacity accordingly transport demand must be managed to shift more trips from active walking/cycling and public transport modes and reduce the number of private vehicle trips. In addition, most areas within the Town are highly accessible to public transport services and walking / cycle paths. These provide easy access to local services and shops in activity centres and employment in key centres such as Curtin-University and the Perth CBD. There is a significant opportunity to set more ambitious mode-share targets and transition the Town to a more sustainable transport network.

The planning framework will contribute to a more sustainable transport network through:

- controlling the extent of car parking, including the revision of parking ratios and consideration of removing minimum provision and setting maximum parking caps, and revision of cash-in-lieu provisions and contribution rates;
- ensuring the design of car parking areas can support future adaptation to other uses;
- requirements for electric vehicle (EV) charging stations;
- updating and expanding on requirements for bike parking and end-of-trip facilities;
- revising and tightening land use definitions around publically accessible parking areas on private land and land use permissibility;
- facilitating urban consolidation and opportunities for more people to live closer to public transport routes and employment centres; and
- ensuring built form contributes to safe and comfortable streetscapes and public realm to encourage walking.

The Town notes the Department for Planning, Lands and Heritage *Action Plan for Planning Reform* proposes standard car parking provisions for the Central sub-region and will participate in this project when opportunities arise.

(Also refer to the Activity Centre Chapter for discussion on the role of parking in supporting the economic development of the Town's activity centres.)

Parking – Change of Use Trial

The Town is participating in a trial with other inner city local governments to pilot a framework to reduce regulation and promote the development of small, low impact businesses moving into existing premises in town centres, including the waiver of car parking requirements and providing flexibility in the permitted land uses. The trial will be evaluated after 12 months and may result in changes to the Town's Planning Scheme (or may introduced by Regulation).

Preservation of Rights of Way (ROWs)

The Town has an existing network of ROWs that provides rear vehicle access to properties. For infill redevelopment areas, redirecting vehicle access from the primary street to rear laneways helps minimise the impact of additional crossovers on the street (eg. loss of street trees and verges, increasing 'hardscape') and therefore can be seen as an important criteria for the selection of areas with density potential. The 2003 *ROW Strategy Plan* identified a number of ROWs for closure and the Strategy should be reviewed to ensure ROWs remain open, especially where they support urban consolidation and redevelopment of activities centres.

In addition, a number of ROWs are subject to deceased estates of the original land subdivider. Where these ROWs play a critical role in providing vehicle access to properties or provide opportunities for redevelopment of activity centres, the Town should make formal application to dedicate the ROW as a road under the care, control and management of the Town to ensure access in perpetuity.

Infrastructure Contributions for Transport Infrastructure

The Town will be investigating the potential for collection of infrastructure contributions from new development, where appropriate, to cater for the transport needs generated by population growth. The revised draft *State Planning Policy 3.6 Development Contributions for Infrastructure* provides for developer contributions towards streetscape upgrades and sustainable transport infrastructure. These contributions could be used to improve accessibility to public transport. Such an initiative would align with the objectives of the State Government's *Central Sub-Regional Planning Framework* and the Town's *Integrated Movement Network Strategy* to shift more trips to public transit and walking/cycling. Refer also to the Infrastructure Funding Chapter for discussion on an overall strategy for infrastructure contributions.

Curtin University and Local Government Trackless Tram Consortium

The Town has entered into a consortium of inner city local governments and Curtin University to identify a route for a future trackless tram network from Curtin University through the Town to the CBD and beyond. The Town is working collaboratively with the Consortium to identify potential routes that will maximise the relationship between the Town's existing and future network of activity centres and higher density residential infill redevelopment areas. The project is in the early stages of investigation and any future results should be considered in future changes to the planning framework on a precinct-by-precinct basis.









7. Infrastructure Funding

This Chapter provides background to the Town's approach to funding the delivery of infrastructure to facilitate growth, to cater for the demand generated from growth, to manage the impacts of development and to contribute to the social and economic wellbeing and prosperity of the Town.

The Town recognises three broad categories of infrastructure associated with the Town's growth requirements:

- development infrastructure – basic infrastructure required to facilitate redevelopment and provide basic urban services such as roads, electricity, water and sewer, drainage and so forth;
- social infrastructure – infrastructure required to support the effective social and economic functioning of a community such as schools, libraries, community centres, public open space and sporting facilities and so forth (sometimes also referred to as "community infrastructure"); and
- public realm infrastructure – infrastructure items located in the public realm (ie. public spaces and streetscapes) that contributes to the liveability and amenity of spaces such as street trees, street furniture, play equipment, public barbeques and public art and so forth.

The various infrastructure items required to support growth are the responsibility of varying government agencies, statutory authorities and landowners, and in some cases a combination of these. There are potential funding mechanisms available to all of these parties to facilitate infrastructure delivery. Some of these mechanisms are established in the planning framework, such as Developer Contribution Plans, while others are implemented through separate instruments or processes, such as rates revenue or infrastructure grants or individual agreements with developers. Regardless, to facilitate timely, equitable, fit-for-purpose delivery of infrastructure in areas where population is growing, it is necessary for the planning process to consider the full breadth of infrastructure issues and funding mechanisms available.



Current Planning Framework

This section provides an outline of the key State government strategies and policies which must be addressed through the Planning Strategy and which inform the preparation of the *Local Planning Scheme No.2* (a more detailed summary is included in Appendix 3). The section also outlines the current local planning framework that guides development across the Town, and other major Council strategies that provide a strategic basis for the updates to the local planning framework.

STATE GOVERNMENT

State Planning Policy 3.6 – Developer Contributions for Infrastructure (WAPC, 2009) and Draft State Planning Policy 3.6 - Infrastructure Contributions (WAPC, 2019)

SPP 3.6 sets out the policy and process for identifying and collecting developer contributions for infrastructure to facilitate and service built development and contribute to liveable communities. Infrastructure is categorised as either:

- standard infrastructure – such as open space, foreshore, school sites, roads, public utilities etc.
- community infrastructure – such as community centres, recreational and sporting facilities etc.

Developer contributions for community infrastructure or any other non-standard infrastructure must be planned via a Developer Contributions Plan (a detailed schedule of items and costs/obligations often between multiple landowners) which is based on a strategic assessment of need and demand generated by the development.

The draft SPP 3.6 sets out improvements to the policy and proposes 'sustainable transport' as standard infrastructure to cater to infill growth areas where non-vehicle transport is a priority, and proposes an alternative arrangement of 'contributions levy' capped at $2,500 / dwelling for local community infrastructure with potential for an extra $1000 / dwelling for district and/or sub-regional infrastructure.

State Planning Policy 7.3 Residential Design Codes – Volume 2 Apartments (WAPC, 2019)

SPP 7.3 Apartment Codes, include a new concept of development incentives for community benefits (section 2.8) where planning discretion can be applied to consider provision of additional development potential or flexibility in applying development controls in exchange for a tangible 'community benefit'. Community benefit may be an item of community infrastructure. Exercising this discretion should be linked to design excellence, appropriateness to local context, and demonstrated and/or prioritised community need.

State Planning Policy 7.2 Precinct Design (WAPC, 2020) and Guidelines

SPP 7.2 proposes the introduction of a new planning instrument, the Precinct Structure Plan, to guide infill redevelopment of complex urban areas to replace structure plans and activity centre plans. The draft Guidelines encourage early consideration of infrastructure needs and funding mechanisms including the identification of development incentives and community benefits.

TOWN OF VICTORIA PARK

The Town has several Informing Strategies, Local Planning Policies and other planning instruments that guide contributions to infrastructure, including:

- Public Open Space Strategy – identifies deficiencies in open space and requirements for upgrades.
- Local Planning Policy No. 7 Development and Vehicle Access to Properties Abutting Rights-of-Way – ceding of land for laneway (ROW) widening and contribution to construction and drainage (actual or cash-in-lieu).
- Draft Local Planning Policy 29 – Public Art Private Developer Contribution – contribution to public art (actual or cash-in-lieu).
- Draft Local Planning Policy – 40 Burswood Station East – contributions to streetscape upgrades.

Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the *Planning Strategy* and recommendations for the future local planning framework, including the new *Local Planning Scheme No.2* zones, reserves and planning requirements where relevant.

INFRASTRUCTURE PROVISION TO SUPPORT URBAN CONSOLIDATION

A substantial proportion of the Town's future growth will be through urban renewal and infill opportunities within its Activity Centres. Planning for infrastructure delivery and funding in these areas is highly complex, and the Town must seek to understand and balance a range of issues including:

- Understanding and quantifying the gap between unmet demand generated by existing population and demand generated by future growth;
- Whether the additional demand is generated at the Precinct-level or more widely across the Town.
- Whether the required infrastructure is a prerequisite for the new development and if so whether the Town should assist in infrastructure provision.
- The location and condition of existing infrastructure, which might limit how infrastructure is designed and delivered in the future.
- The potential to coordinate infrastructure provision between multiple landowners with different priorities and development intentions.
- The extent to which the timing of infrastructure delivery impacts on the attainment of housing targets.
- Whether the Town adopts a user-pays position for infrastructure in development areas and, if so, how is a fair funding approach determined?

Individual infrastructure items serve varying catchments. For instance a park's catchment tends to be local while a library is Town-wide. Consideration of the infrastructure needed and the appropriate funding strategy to secure it should be specified within the planning process, rather than be treated individually. It is therefore recommended that the Town address this challenge through its major planning documents – strategies (such as the Public Open Space Strategy and Social Infrastructure Plan) and precinct plans. These documents should include a comprehensive analysis of how future infrastructure needs are to be funded.

PUBLIC REALM INFRASTRUCTURE AND PLACE

The Town has a place-centric ethos for its strategic land use planning. The role and quality of place in a neighbourhood will be a significant consideration in the Town's future planning. Basic infrastructure such as footpaths and verge trees are provided in public spaces. However, in cases of strategic urban renewal this standard does not always align with expectations of the future community. This "public realm infrastructure" is rarely considered as a discrete infrastructure category in infrastructure planning, typically comprising an amalgam of service infrastructure, local road infrastructure, public open space, public art, and developer-led amenity projects. Although basic needs can be adequately addressed this way, the lack of a comprehensive strategy for the provision of public realm infrastructure and how these interact with neighbourhood character can impact on the successful development of "place" in growth areas.

In planning for growth, particularly through the preparation of activity centre plans and precinct plans, the Town should emphasize the value of "place" through specifying public realm infrastructure as an infrastructure category and describing how it will be funded and provided.

CLEAR AND COMPREHENSIVE APPROACH TO INFRASTRUCTURE IN THE PLANNING FRAMEWORK

To date, the Town has not taken substantial steps to implement a multi-streamed or contributions-based infrastructure funding strategy, beyond its Local Planning Policy 29 Public Art Private Developer Contribution and Draft Local Planning Policy 40 Burswood Station East Precinct Design Guidelines and Public Realm Improvements. However, State Government legislation and policies provide well-established funding mechanisms – particularly Developer Contribution Plans and contributions to public open space – that the Town has not previously attempted to implement. Developer Contribution Plans provide a mechanism for the equitable sharing of infrastructure costs amongst landowners within an area defined by the Local Planning Scheme. Contributions to public open space are broadly established under Development Control Policy 2.3 Public Open Space in Residential Areas, which sets out the requirement that land be set aside land for use as parks and recreation as a condition of residential subdivision.

It is recommended that the Town incorporate the relevant statutory mechanisms to enable contributions to be levied and infrastructure to be accordingly provided should such action be appropriate in the future. Provisions that establish Development Contribution Plans should be incorporated into the Local Planning Scheme, with future Contribution Areas being identified through the preparation of key informing strategies, activity centre plans, structure plans or precinct plans. These planning instruments should consistently consider infrastructure issues and funding responses.

In view of the wide range of infrastructure types and funding mechanisms available, and considerations of administrative cost and risk, it is expected that multiple funding sources, including a combination of user-pays, Town-pays, and individual developer agreement options, will be required. It is therefore important that the Town understand the 'big picture' of infrastructure and funding provision and ensure a comprehensive delivery approach. To assist in this, it is recommended that the Town prepare a position statement that clearly defines infrastructure categories, funding mechanisms and the Town's general position on how to comprehensively address infrastructure issues through precinct planning.



Neighbourhood Planning



Introduction

The Town has been divided into Neighbourhood Areas to assess the need for updates to the planning framework, especially to address the State Government's proposals for urban consolidation (ie. more housing and greater diversity of housing) outlined in the *Central Sub-Regional Planning Framework* (WAPC, 2018).

The Local Planning Strategy Neighbourhood boundaries encompass areas with a common character, identity and land use activity. This enables uniform recommendations for updates the future planning framework, including zones, reserves and development requirement in the new *Local Planning Scheme No.2* and other statutory planning instruments.

While there is considerable alignment between the Local Planning Strategy Neighbourhoods and the existing *Town Planning Scheme No.1 Precinct Plan* areas there has been some refinement of boundaries. This has been to account for areas undergoing change and redevelopment, for example, around Carlisle and Oat Street stations, or refinement to align with the Residential Character Area. The Local Planning Strategy boundaries may inform 'precinct' areas in the new Local Planning Scheme No.2, where required.

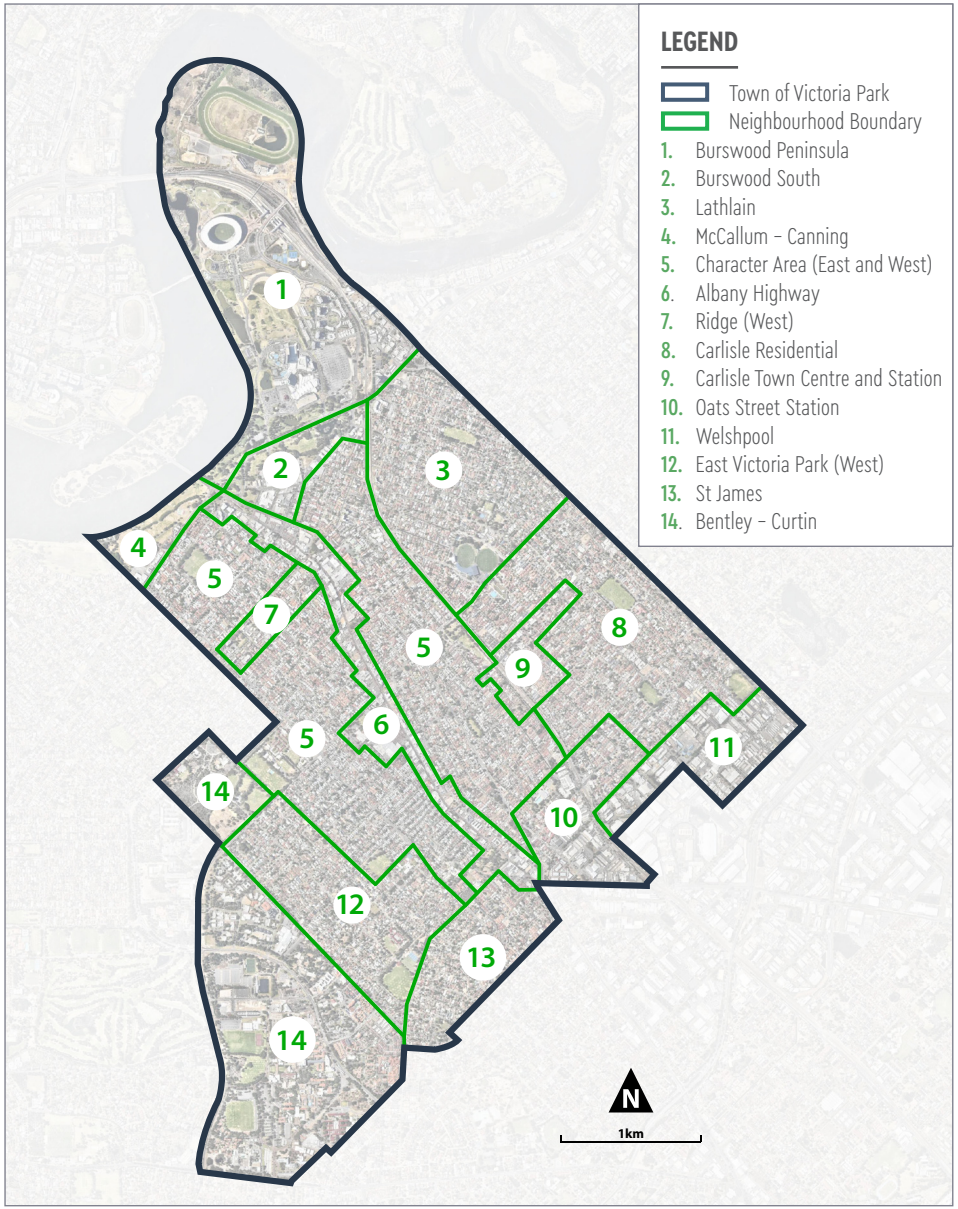


Figure -Local Planning Strategy (LPS) Neighbourhoods

8. Burswood Peninsula

The Burswood Peninsula LPS Neighbourhood is the entertainment hub of the Town of Victoria Park, home to some of the State's biggest tourist attractions, including Crown Perth, Optus Stadium, Belmont Park Racecourse and the State Tennis Centre. Surrounded by parkland, the Peninsula is just three kilometres from the CBD and connected to East Perth by Matagarup Bridge. The long term vision for Burswood Peninsula is to create an attractive, vibrant and sustainable urban setting, with a diverse mix of housing, recreation, entertainment, tourism and employment opportunities.[1]



Figure 8.1 – Burswood Peninsula LPS Neighbourhood

1. WA Planning Commission, *Burswood Peninsula District Structure Plan*, 2015

Current Planning Framework

The planning, subdivision and development of land within the Neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Framework*, designates the Burswood Peninsula as an Activity Centre and Redevelopment Area (areas under separate planning authority). The *Central Planning Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities, where appropriate.

Casino (Burswood Island) Agreement Act 1985

A large part of the Peninsula falls under the Casino *(Burswood Island)* Agreement Act 1985 administered by the Burswood Parks Board. The Agreement Act created a "Site" (Crown Casino Complex) and a "Resort Site" (former Burswood Park Golf Course), State Tennis Centre, public parkland and car parks. The Town's Town Planning Scheme No.1 does not apply to the "Resort Lands" area and the Minister for Racing and Gaming is the responsible planning authority.

State Planning Policy 4.2 Activity Centres for Perth and Peel (WAPC 2010)

This Policy guides the size, mix of commercial activity, density of housing, built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. SPP 4.2 currently designates the Burswood Peninsula as District Centre.

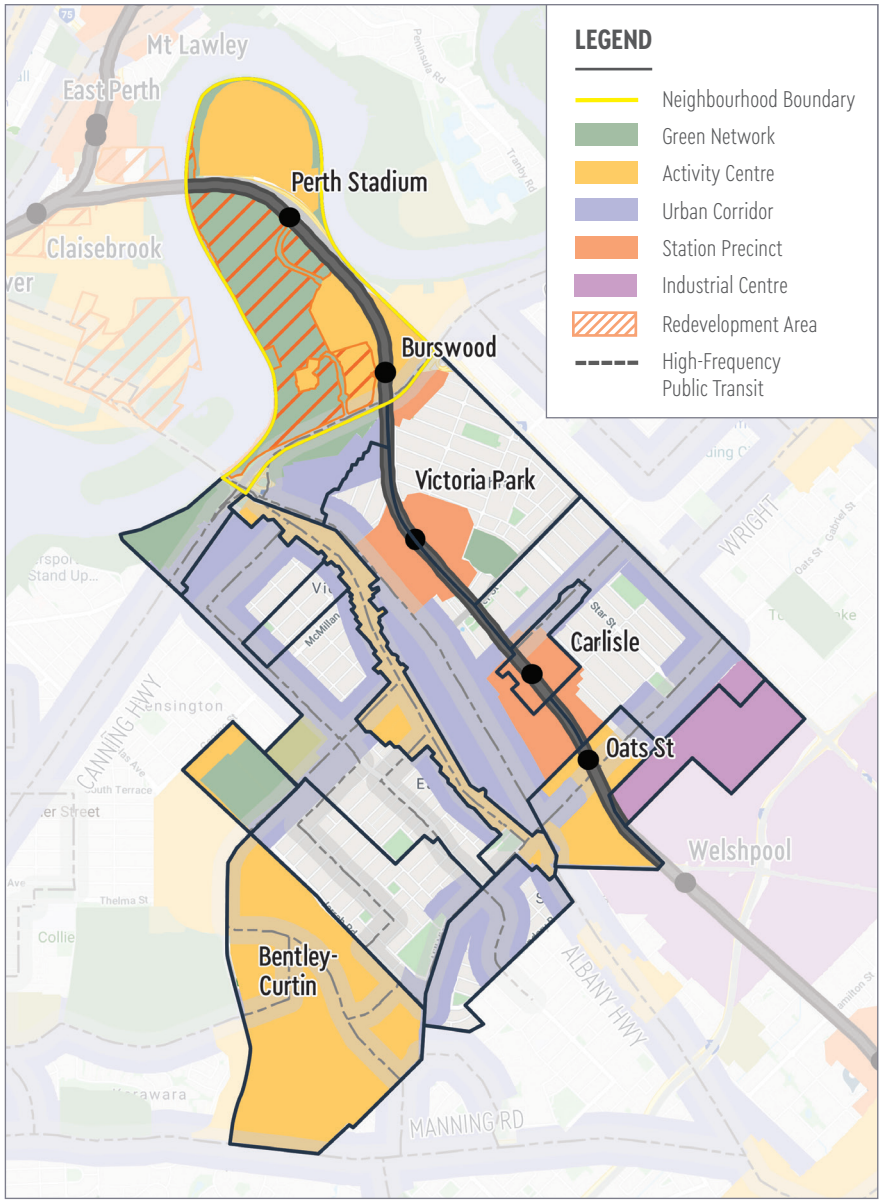


Figure 8.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

Burswood Peninsula District Structure Plan (WAPC, 2015)

The District Structure Plan provides the strategic framework for the planning, assessment, coordination and implementation of detailed planning and major proposals across nine precincts to collectively deliver around 12,500 dwellings (20,000 residents), and 63,000 sqm of retail floor space and 255,000 sqm of office space (including the Springs in City of Belmont). The Plan incorporates earlier local structure planning for the *Belmont Park Racecourse Redevelopment Structure Plan 2013* and the *Burswood Lakes Structure Plan 2003* (since amended in 2016).

LEGEND

- Residential – high density
- Residential – medium density
- Mixed use
- Tourism and entertainment
- Sporting
- Future urban / public use
- Public parklands
- Roads existing and planned
- Roads – proposed
- Rail
- Key pedestrian and cycle paths
- Water bodies
- Gateways – Major
- Gateways – Other
- Railway stations
- Bus stops
- Possible river ferry stops
- Optional future primary school sites

SUB PRECINCTS

1. Burswood Station West
2. Burswood Station East
3. Belmont Park Racecourse

Figure 8.3 – Burswood Peninsula District Structure Plan (WAPC, 2015)

Further detailed planning will be required to progress development of various precincts.



TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Economic Development Strategy Pathways to Growth 2018–2023

The Town's *Economic Development Strategy* recognises the potential of the Burswood Peninsula as a counterbalance to the Perth Central area as a regional destination and place for entertainment, sport, international and local tourism and inner city living. The Strategy proposes the creation of a digitally connected innovation district at Burswood Peninsula to attract businesses and industries working in the digital economy and creative industries (Action 4.2). Knowledge-based industry is considered a key driver of economic prosperity and the backbone of the 'new economy'. The Strategy outlines key actions around:

- developing a strategic and collaborative approach to knowledge-based industry development,
- facilitating access to affordable and innovative spaces for meeting and creating, business incubators and affordable start-up space;
- attracting investment by proactively creating the right conditions; and
- ensuring the Town's regulatory framework remains best practice.

Draft Activity Centre Strategy (Planwest, 2017)

The *draft Activity Centre Strategy* assessed the viability of proposals for 59,000 sqm of retail floor space at Burswood and concluded there may be difficult to attract sufficient trade to support this much floor space, and if it were developed, there may be negative impacts on Albany Highway retail performance. The Strategy recommends modifying the amount of retail at Burswood to between 15-20,000 sqm and to assess the impact of applications over 5,000 sqm. The Strategy also recommended changing the activity centre designation of Burswood from District Centre to Specialist Centre to reflect its regional function and infrastructure needs.

Town Planning Scheme No.1 and TPS Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the L*ocal Planning Strategy* are shown in Figure 4 and outlined below. The TPS No.1 zones, Special Control Area overlays and *TPS Precinct Plan P1 Burswood Peninsula trigger* and guide the preparation of local structure plans and local development plans for Belmont Park and Burswood Lakes sub-precincts (described below) which outline urban structure, land use and density, built form and open space and environmental management.

The Burswood Station East sub-precinct is currently subject to a proposed amendment to TPS No.1 to introduce an updated set of planning objectives in *TPS Precinct Plan P2 Burswood* and a new Local Planning Policy 40 to guide land use, density, built form and public realm improvements and funding to achieve the vision for transformation of the sub-precinct.

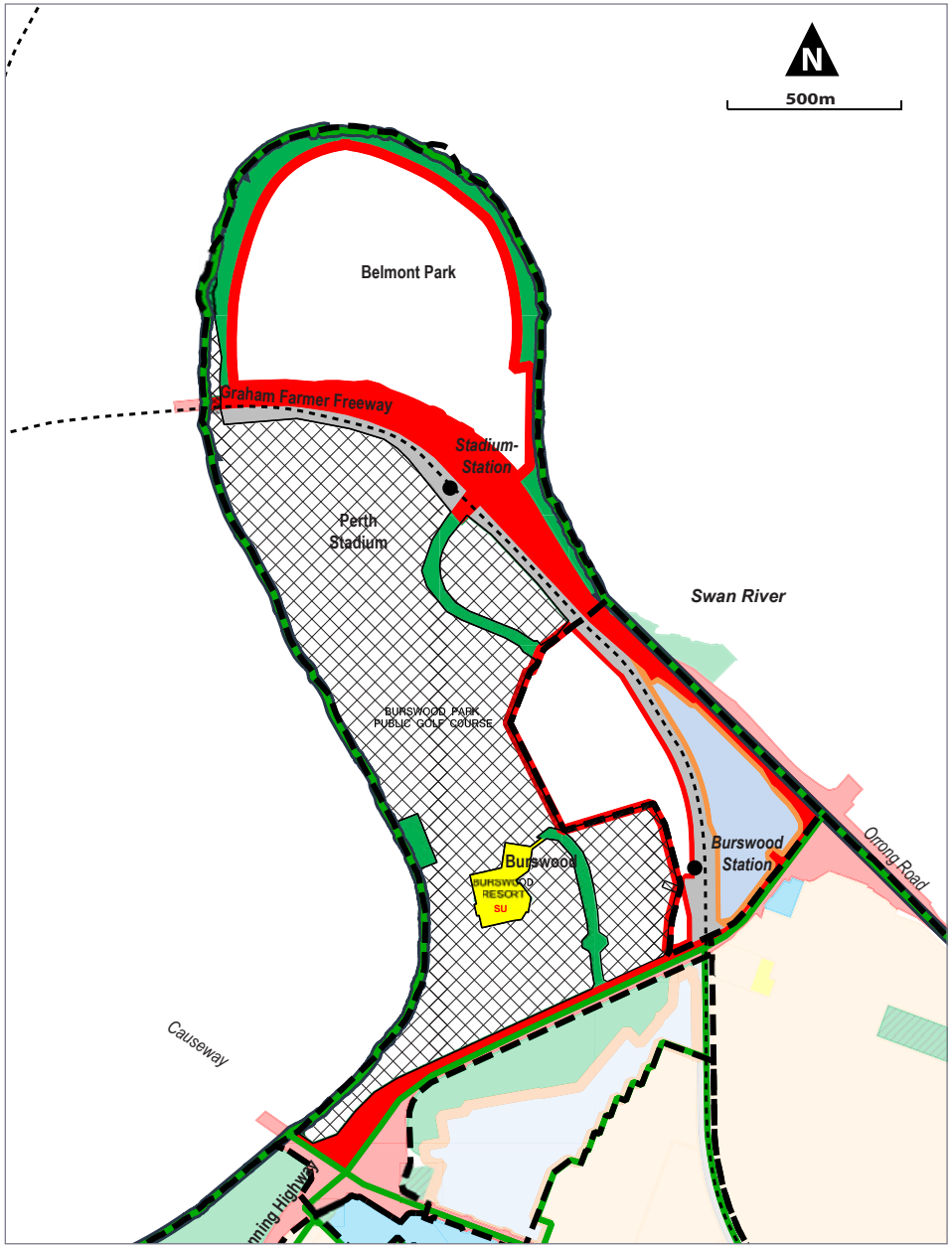


Figure 8.4 – Town Planning Scheme No.1 Zoning

Note – The Precinct also contains extensive Metropolitan Region Scheme (MRS) Parks and Recreation Reserves around the River foreshore the responsible planning authority is the WA Planning Commission.

LEGEND

- TOWN OF VICTORIA PARK
- LOCAL PLANNING STRATEGY NEIGHBOURHOOD
- TOWN PLANNING SCHEME PRECINCT
- TRAINLINE
- CASINO (BURSWOOD ISLAND) AGREEMENT ACT

REGION SCHEME RESERVES (MRS)

- OTHER REGIONAL ROADS
- PARKS AND RECREATION
- PRIMARY REGIONAL ROADS
- RAILWAYS
- SU – PUBLIC PURPOSES – SPECIAL USES

LOCAL SCHEME ZONES

- SPECIAL USE
- OFFICE/RESIDENTIAL

Local Structure Plans

Several structure plans have been approved under TPS No.1 that prescribe land use and development requirements:

- *Burswood Lakes Structure Plan* (2003) – provides for high density apartments (1,250 dwellings) and small-scale commercial uses, was recently amended to increase density (additional 293 dwellings, 208 hotel units), height and land use permissibility.
- *Belmont Park Racecourse Redevelopment Structure Plan* (2013) – guides development of new horse racing facilities and surplus land around the racetrack to provide a mix of residential (4,500 dwellings), commercial across two activity centres (31,000 sqm retail, 60,000 sqm commercial), recreation areas and a marina. The Plan contains guiding objectives and principles, prescribes land use permissibility and development requirements to be achieved through subsequent Local Development Plans, subdivision and development. The Plan describes approvals required by other authorities, service and infrastructure requirements and triggers, management plans.
    - Belmont Park Racecourse Precinct C Local Development Plan (Hames Sharley for Perth Racing, Jan 2017) – prescribes detailed site planning and built form requirements to guide the assessment of subsequent development applications for redevelopment of racing and ancillary facilities. The Plan provides for grandstand redevelopment, reception centre, iconic community facility (4,100 sqm), retail (max 500 sqm), office/business services uses.
    - Belmont Park Precinct D Detailed Area Plan (Hassel prepared for Golden River Developments WA Pty Ltd, 2017) – prescribes detailed planning for a transit-orientated mixed use precinct containing offices, high density residential, retail, communal and public open space areas and facilities and community facility space.

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and *Local Planning Strategy* recommendations for the future Local Planning Framework.

Urban Structure and Movement Networks

The Graham Farmer Freeway and railway line divides the Burswood Peninsula into three distinctive places but provides regional accessibility. Urban form in the Burswood Entertainment and Stadium area is dominated by the expanse and bulk of the major facilities surrounded by open space, a linear foreshore reserve and pathways, vehicle movement channelled along perimeter roads, and a relatively contained high-rise/low-rise residential neighbourhood with inward open spaces.

Belmont Park is dominated by the presence of the racecourse and future urban form will be characterised by compact residential neighbourhoods of high and medium rise apartments surrounded by open space and minimal road networks to maximise development space.

Burswood Station East is characterised by mostly low-scale, older industrial-commercial buildings, although new apartments are emerging as well as adaptive re-use of some buildings. The original grid street network has been truncated by Freeway construction and there is limited external vehicle connection. Street blocks are mostly uniform, some with rear laneways.

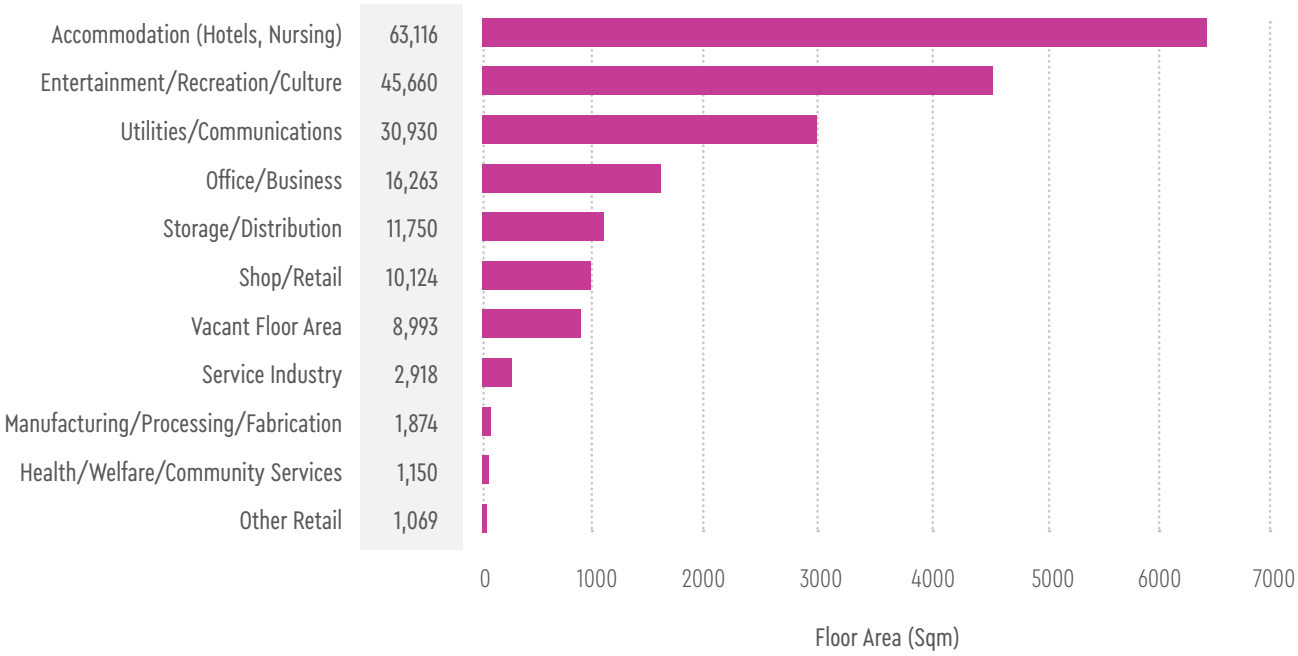
Overall, Burswood Neighbourhood is highly accessible via trains, buses and regional path networks.

Land Use and Built Form

The neighbourhood contains a mix of sporting, tourism, entertainment and recreational attractions and facilities, hotels, high density apartments and light industrial and service commercial land uses in Burswood Station East which are undergoing transition to residential and commercial land uses.

In 2015–17, the State Government's *Survey of Land Use and Employment* identified just under 194,000 sqm of floor space supporting a mix of business activity including 33% of total floor space for accommodation (non-residential) and 24% to entertainment, recreation and culture.

Figure 9.5 – Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)

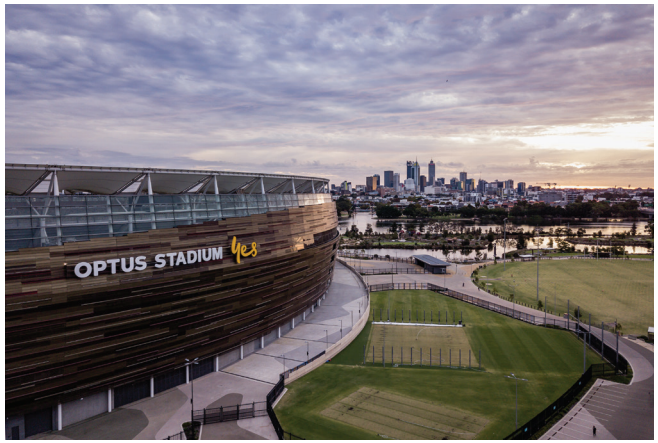


Landscape and Public Realm

There is a large network of open spaces from south of the casino, west along the river foreshore and north to the stadium that provide a mix of spaces for open car parking, recreation, movement, water management and foreshore protection with a mix of manicured parks and casual spaces. Canopy coverage is limited and riverbanks are slowly being repaired to a more natural state. Burswood Station East has a small central park and patchy cover of canopy with some mature trees. The public realm reflects past industrial standards and a sense of disrepair but will be improved through future plans.













Burswood Peninsula provides a diversity of places for living, working and entertainment. Development in the neighbourhood will provide the majority of the Town's future population growth, and demonstrate excellence in built form and urban design. Transition of Burswood Station East to an eclectic mixed-use precinct will offer a unique 'industrial chic' experience, rarely found in the Perth metropolitan region.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Addressing Outstanding District Planning Issues

Burswood Peninsula has undergone a significant transformation over recent decades and will continue to grow and evolve over the next 20 years and beyond. The *District Structure Plan* has provided a coherent strategic planning framework to-date. However, it would be timely to review and update the District Plan to recalibrate the strategic framework in light of development progress and address a number of outstanding issues essential to forward planning and the creation of a successful and vital place. The following provides an outline of each issue.

Sustainability of Activity Centres and Retail Floor Space

The Town's *draft Activity Centres Strategy* raised serious concerns regarding the sustainability of developing a total of 59,000 sqm retail floor space and 225,000 sqm commercial floor space across various sub-precincts within the Peninsula as outlined in the *District Structure Plan*. The *Strategy* highlighted potential risks and impacts including:

- the potential lack of trade generated from forecast resident and visitor populations to sustain the extent of retail floor space, particularly if the majority of retail is developed in a shopping centre format in the future Belmont Park activity centre;
- the potential for an adverse impact on the performance of Albany Highway activity centre.

The d*raft Strategy* recommended revising the total retail floor space across the Peninsula to between 15,000 and 20,000 sqm and requiring Retail Sustainable Assessments for development applications over 5,000 sqm to provide an independent and critical assessment of potential impacts. The Strategy did not offer any recommendations regarding the management of commercial floor space.

The Economic and Activity Centres Chapter more broadly outlines the threats and impacts the Town, and other inner city local governments, are facing from recent expansions of retail floor space in higher order activity centres and the emergence of 'super-regional' centres such as Carousel. The current issues playing out in the Perth Central Area and the difficulties in attracting customers trade beyond that generated from local residents and workers, highlights the precarious nature of retailing, the inter-dependence between centres in the hierarchy. While the Town supports the development of retail and commercial facilities to attract visitors to the Peninsula and create diverse business and employment opportunities, the role and sizes of centres on the Peninsula must complement and enhance the Town's whole hierarchy of activity centres and not contribute an additional threat to an already sensitive balance.

Activity Centre Designation

State Planning Policy 4.2 Activity Centres Perth and Peel (WAPC 2010) defines Specialised Centres as places with a focus on regionally significant economic or institutional activities that generate many work and visitor trips, which therefore require a high level of transport accessibility. As such, the Town's *Draft Activity Centre Strategy* (Planwest, 2017) recommends the Burswood Peninsula be classified as a Specialised Activity Centre given:

- The regional nature and catchment of activities and land uses from Belmont Racecourse, the Stadium, State Tennis Centre and the Burswood Entertainment Complex.
- The strategic importance and contribution of the centre for employment, regional and international tourism and recreation.

The *Burswood Peninsula District Structure Plan* (WAPC, 2015) classified Belmont Park Racecourse, the Stadium and Crown complex as "Metropolitan Attractors" acknowledging them as destinations with a regional catchment that generate significant economic activity, transport, infrastructure and other planning requirements.

The Burswood Entertainment Complex (Crown) supports a workforce of over 5,800 people, WA's largest single-site private employer generated from a 24 hour casino, over 1000 hotel rooms, 33 restaurants and bars, a convention centre and a 2,300 seat theatre that hosts international acts[1]. Optus Stadium is Perth's largest venue with a capacity of 60,000 people requiring specialist transport infrastructure. The Perth Stadium station is Perth's second largest station with capacity to move 50,000 patrons per hour (83% of crowd capacity) and is supported by a 22 stand bus station[2].

1. https://www.crownperth.com.au/general/about-crown
2. https://www.pta.wa.gov.au/projects/current-projects/perth-stadium-transport

The State Government's 2015–17 *Survey of Land Use and Employment* identified 194,000 sqm of floor space on the Burswood Peninsula, comprising a mix of activity including 33% accommodation (non-residential) and 24% of entertainment, recreation and culture. The survey did not capture floor space within the newly built Stadium. In addition, approved structure plans will ultimately provide for over 200,000 sqm of office floor space and a significant amount of retail floor space.

State Planning Policy 4.2 Activity Centres Perth and Peel (WAPC 2010) also recognises the opportunity for a range of complementary activities within a Specialised Activity Centre, including knowledge-based businesses. The Town's *Economic Development Strategy Pathways to Growth 2018–2023* proposes the creation of a digitally connected innovation district at Burswood Peninsula to attract businesses and industries working in the digital economy and creative industries (Action 4.2).

In 2019, the Town of Victoria Park led the formation of a unique governance structure to align and coordinate the strategic planning and delivery of projects and operations of multiple stakeholder needs across the Burswood Peninsula. The Burswood Peninsula Alliance membership includes VenuesLive, VenuesWest, Crown Perth, Burswood Park Board, Belmont Park Racing, Tennis West, Town of Victoria Park, Department for Planning Lands and Heritage, Public Transport Authority and the Golden Group.

Planning for Community Facilities and Primary School

A preliminary assessment of facility needs was undertaken during the preparation of the District Structure Plan which identified two potential locations for a primary school in Stadium South or Belmont Park, but acknowledge the need for more comprehensive facilities planning. The Burswood Water Sports Centre supports several associations but is not available for general community use. The Belmont Park structure plan includes future provision of a recreational / sporting facility adjacent to the racecourse (Precinct C) and there have been various proposals for a community space in other locations (northern boundary and Precinct D on eastern boundary). The Burswood Parks Board has also commenced a Burswood Park masterplan to create new community and event spaces along the western flank of the Peninsula.

The Peninsula presents a somewhat unique context for community facilities planning given its dual role in catering for regional-scale tourism and recreational needs but needing to cater for local residential communities. The planning and delivery of community infrastructure provides an opportunity to create a local sense of community and cohesion, particularly given the high-rise and higher density character of the built form and the intensity of regional-scale activity. The most pressing priority is the planning to secure the provision of primary education services, specifically by the identification of a suitable location and site requirements that could be delivered via local structure planning.

The Town is reviewing its draft Social Infrastructure Plan (2017) in 2020 and this will provide a strategic framework for future community, recreational and social needs but is likely to require specific interpretation at the local level through detailed strategies and specific sites for community infrastructure across the Peninsula. Until a revised Plan is adopted, the Town will consider proposals on a case-by-case basis.

Concept Planning for Burswood Station West

The recent changes to the Burswood Lakes Structure Plan (increased density and potential for hotel and serviced apartments) were considered premature and ad hoc in the absence of a resolved plan for the Burswood West sub-precinct. The Burswood Station West sub-precinct occupies a significant and strategic location and will play a critical role in knitting the whole area together and maximising the role of the Burswood train station. Further planning and investigation is required to better understand land development opportunities/constraints and stakeholder aspirations within Burswood Station West.

Transitioning Structure Plan Areas into Local Planning Scheme No.2

With the introduction of Model Scheme Text zones and Deemed Provisions for Structure Plans and Local Development Plans in the *2015 Planning Regulations*, there is a need to consider how the existing approved Structure Plans and Local Development Plans will be transitioned into the new *Local Planning Scheme No.2* in terms of:

- the most suitable Model Scheme Text zone; and
- which Structure Plan / Local Development Plan provisions may warrant inclusion in LPS No.2, to give them the 'force and effect of the Scheme' and via which Scheme mechanism that conforms with the Model Scheme Text.

In addition, with the introduction of the State Planning Policy 7.3 'Apartment Codes' there is a need to ensure consistency with the new provisions for higher density development. This work applies to the *Belmont Park Racecourse Structure Plan* and subsequent plans, and the *Burswood Lakes Structure Plan* and subsequent plans, and the Town will undertake this work in consultation with the landowners and the Department for Planning.

Revise the Burswood Lakes Structure Plan

The WA Planning Commission approved an amendment to the *Burswood Lakes Structure Plan* in 2016, which increased residential yields and allows for a hotel and serviced apartments on Lots 9 and 9592 Victoria Park Drive, Burswood. As such, the Structure Plan requires review to re-confirm infrastructure servicing and road capacity and requirements.

Designation of Special Control Area for Noise in Special Entertainment Precincts

In 2019, the Department for Planning, Lands and Heritage released a draft Position Paper on *Special Entertainment Precincts*. The paper provides guidance to local governments on how to designate and establish of special entertainment precincts in local government scheme provisions, where desirable, and also proposes a set of complimentary amendments to the Noise Regulations. This included designation of a Special Control Area in Schemes, to better manage noise attenuation requirements in buildings (both noise emitters and sensitive land uses). The Town has experienced noise issues relating to the mix of entertainment venues and residential dwellings on the Peninsula but given the presence of areas under the *Casino (Burswood Island) Agreement Act 1985* does not have the ability to designate a Special Control Area. The Town should liaise with the Burswood Parks Board and the Department for Planning, to identify appropriate controls where possible.

In light of the above discussion, the Town would encourage the WA Planning Commission to consider a review of the District Structure Plan to address outstanding issues and provide an updated strategic framework for the Peninsula.



9. Burswood South

The Burswood South LPS Neighbourhood encompasses the mixed-use area located around Burswood and Teddington Roads between Shepperton Road, Great Eastern Highway, GO Edwards Park and residential character areas to the south.

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Figure 9.1 – Burswood South LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel @3.5million Central Sub-Regional Planning Framework*, designates the neighbourhood as Urban Corridor due to its proximity to Great Eastern Highway and Shepperton Road which are also High Frequency Public Transport Routes. The *Central Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

TOWN OF VICTORIA PARK

Economic Development Strategy Pathways to Growth 2018–2023 (2019)

Town's *Economic Development Strategy* proposes the creation of a digitally connected innovation district at Burswood Peninsula and Burswood South to attract businesses and industries working in the digital economy and creative industries (Action 4.2). Knowledge-based industry is considered a key driver of economic prosperity and the backbone of the 'new economy'. The Strategy outlines key actions to:

- develop a strategic and collaborative approach to knowledge-based industry development,
- facilitate access to affordable and innovative spaces for meeting and creating, and providing business incubators and affordable start-up space;
- attract investment by proactively creating the right conditions; and
- ensure the Town's regulatory framework remains best practice.

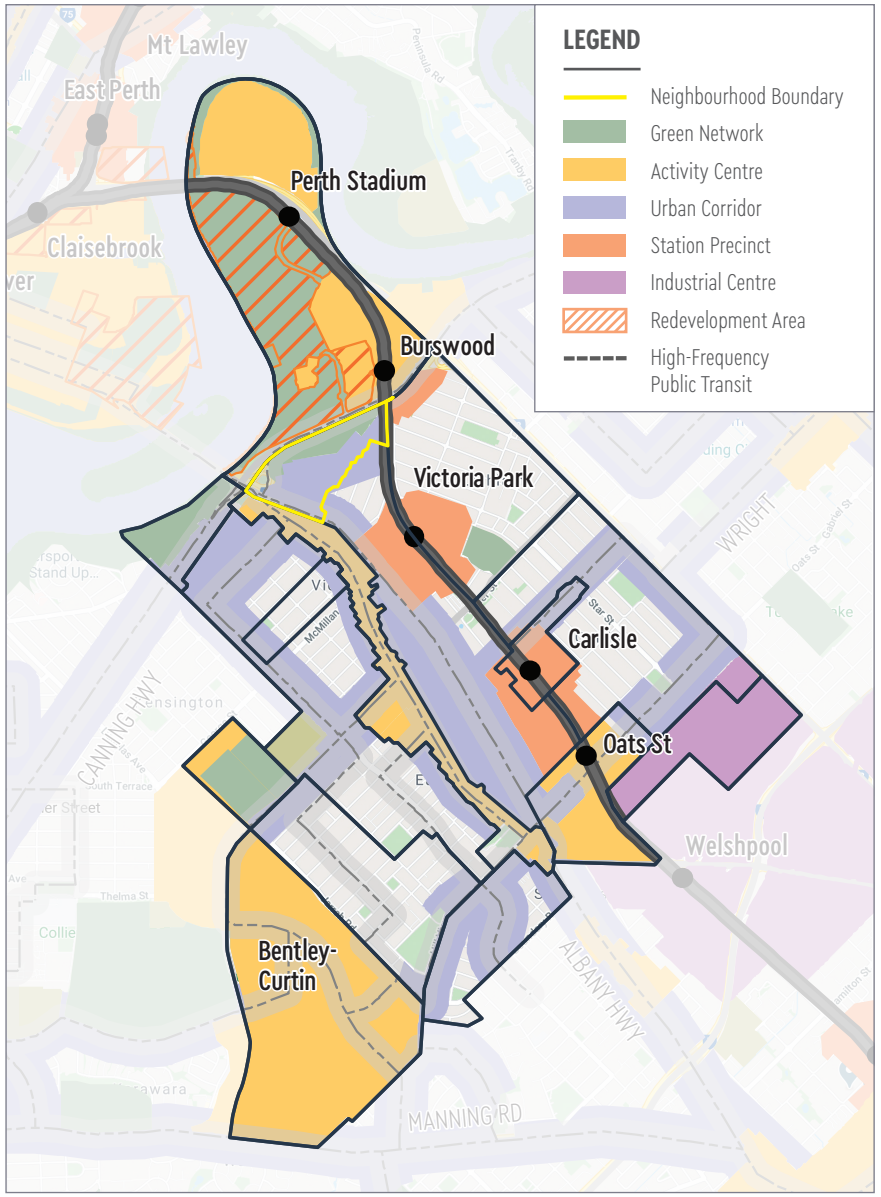


Figure 9.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

Draft Activity Centre Strategy (July 2018)

The Town's *draft Activity Centre Strategy* supported the vision to capitalise on the Precinct's location for more intensive residential and office development according to the current planning framework. The Strategy noted the high vacancy rate as typical of an area under transition, the extent of vehicle sales and the lack of recognition as an activity centre under the *State Planning Policy 4.2 Activity Centres* (SPP 4.2) despite extensive commercial and office floor space. The Strategy recommended progressing redevelopment according to the current planning framework and seeking a District Centre designation under SPP 4.2.

Town Planning Scheme No.1 and TPS Precinct Plans

Place-specific planning controls are contained in TPS No. 1 Precinct Plan P3 Causeway and include a detailed character statement, planning objectives and reference to the development requirements of the R-Codes and any relevant planning policy. A comprehensive set of development requirements are contained in *Local Planning Policy 22 – Development Standards for Causeway Precinct* including land use mix, height, plot ratio, parking and access, setbacks etc.

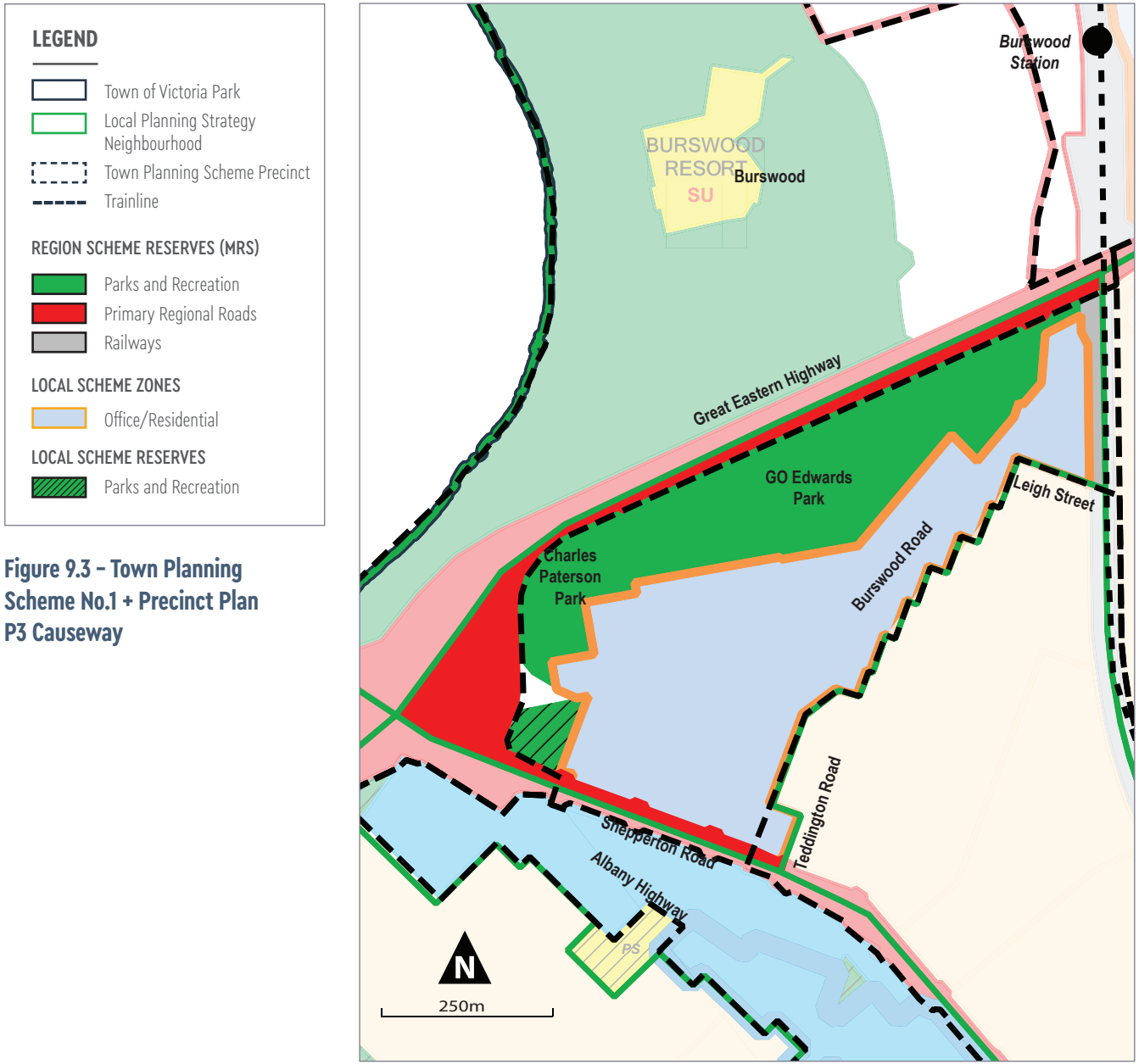


Figure 9.3 – Town Planning Scheme No.1 + Precinct Plan P3 Causeway

Existing Character

The outline of the neighbourhood existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

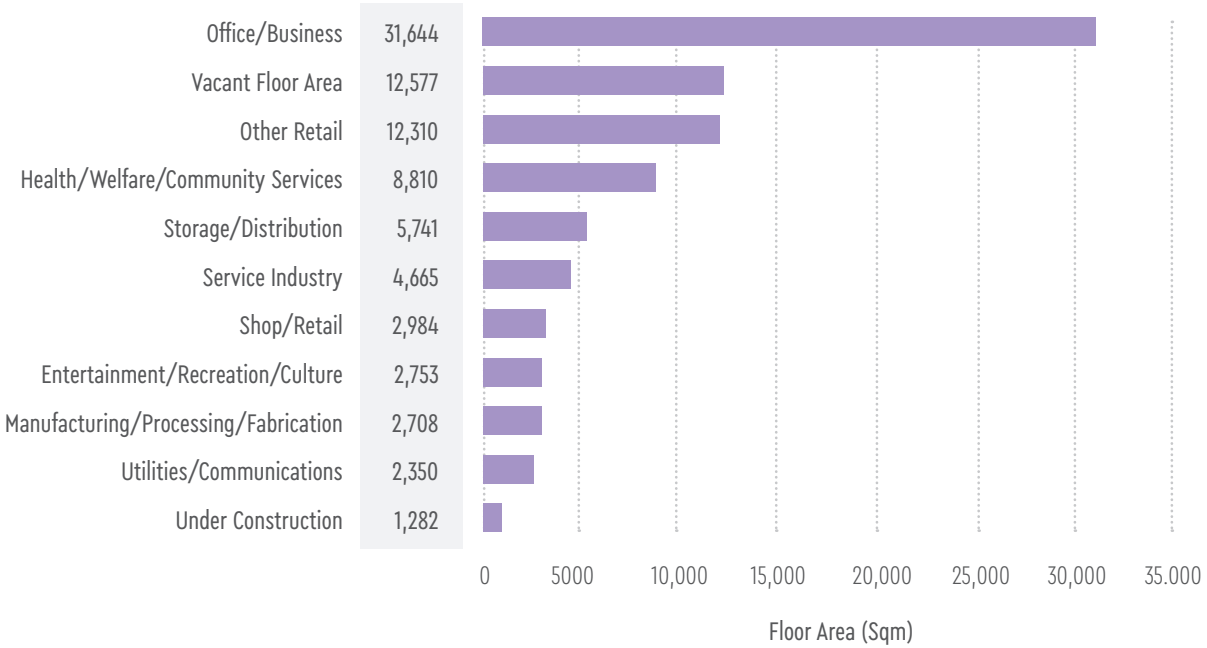
The urban structure of the Burswood South Neighbourhood reflects some of the pattern of the original subdivision from the late 19th Century including an extensive network of ROWs but it mostly reflects, and has been shaped by, the development of GO Edwards Park, the construction of surrounding regional roads, the dominance of the Teddington-Burswood east-west arterial road and increasing traffic volumes accessing the Burswood Peninsula. Most roads have footpaths and GO Edwards Park has a path network on its north and south perimeters. Public transport services are available along Shepperton Road and at Burswood and Victoria Park train stations.

Land Use and Built Form

The neighbourhood supports a diverse mix of land uses and various building types and ages reflecting its historical service industry / warehousing base. There are a cluster of businesses around the motor vehicle industry, with low-scale offices reminiscent of an earlier period of development and relative affordability.

In 2015–17, the State Government's Survey of Land Use and Employment identified just under 88,000 sqm of floor space supporting a mix of business activity including professional and support services, social and community services, some retailing and service industry (motor vehicles).

Figure 10.4 – Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)



Public Realm and Landscape

The public realm is dominated by vehicle movement from through-traffic, on-street parking and business parking at the front and rear of properties. ROWs have some level of activity during the day, but little or no evening activity. Footpaths and verges accommodate pedestrians but are poor quality, with generally poor street tree canopy, and lack of priority pedestrian crossings. The exception is GO Edwards Park and Patterson Reserve which are relatively tranquil and expansive.













Burswood South offers multiple opportunities for inner city living and growing jobs and businesses. New low-rise apartments will ring the perimeter of the tranquil GO Edwards parklands, while old and new offices will provide for a diversity of large and small businesses.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Review of the Planning Framework

The current planning framework for Burswood South resulted from the 2009 Causeway Precinct Review. The aim of the Review was to harness the strategic opportunity afforded by the Precinct's high amenity and inner city location to create a thriving mixed use, office and residential precinct for growth of businesses, jobs and high quality inner city living adjacent to GO Edwards Park.

The Precinct Review Plan was translated into LPP 22 to provide for:

- 1,150 dwellings (2,300 residents) with densities between R60 and R160;
- 87,000 sqm of commercial (office) floor space (3,000 jobs) and 1,400 sqm of supporting retail floor space;
- Building heights generally two to six storeys, with specified sites for higher development at 12 storeys (two sites) and 18 storeys (six sites) to provide a balance between development and impact on adjoining low density residential areas.

The Precinct Review also proposed traffic management and public realm upgrades to stimulate redevelopment. Major upgrades at GO Edwards Park are almost complete and the upgrade of ROW 59 between Burswood Road and the park is scheduled to commence in 2020. A rate-based developer contributions scheme was proposed but never progressed.

The only significant redevelopment since 2009 has been one mixed-use apartment blocks on Burswood Road, with a further expected to commence construction in 2021.. A significant amount of older building stock remains and the neighbourhood has a relatively high vacancy rate across older and newer spaces. Land uses associated with the motor vehicle trade remain a key features of the neighbourhood despite provisions introduced into the Scheme in 2009 to encourage redevelopment.

Given the slower than expected rates of development, and the proposal to create a digitally connected and creative innovation district in the Economic Development Strategy, it would be timely to undertake a strategic review of the vision, development opportunities and planning framework for the neighbourhood. A review should include (but not limited to):

- an assessment of the current physical and economic state of the neighbourhood and changes since 2009;
- an understanding of current landowner and business operator future intensions, the, opportunities and constraints to development, an understanding of the experience of past landowners / developers and of broader market and development industry perceptions;
- an assessment of market demand and positioning, in relation to the site and its locational characteristics and role within the broader network of activity centres, leading to a re-assessment of development potential.

The '2020' Review should make recommendations regarding the vision for the neighbourhood, any refinements or recalibration of the planning framework (including whether an Activity Centre Plan should be prepared to replace the current LPP), a suitable activity centre designation under the SPP 4.2 activity centre hierarchy, and any catalyst or supporting non-planning strategies and initiatives to stimulate investment and redevelopment (for instance public realm improvements, infrastructure upgrades, and marketing and branding strategies).

Minor Adjustments to Local Planning Policy 22 Development Standards for Causeway Precinct

LPP 22 was written prior to the introduction of the Apartment Codes and should be reviewed to remove any conflicts or inconsistencies where required, including a suitable primary control to guide the calculation of residential dwelling yield equivalent to the R60-R160 provisions.

10. Albany Highway

The Albany Highway LPS Neighbourhood encompasses the commercial areas running along the length of Albany Highway from Canning Highway in the north to the boundary of the Town in the south, and a strip of Residential zoned land along Hubert Street. The neighbourhood includes a number of city parks along the length of the Highway including Asquith Reserve, Memorial Park, Reid Park, Isaia Corner, John Macmillan Park and Edward Millen Park.

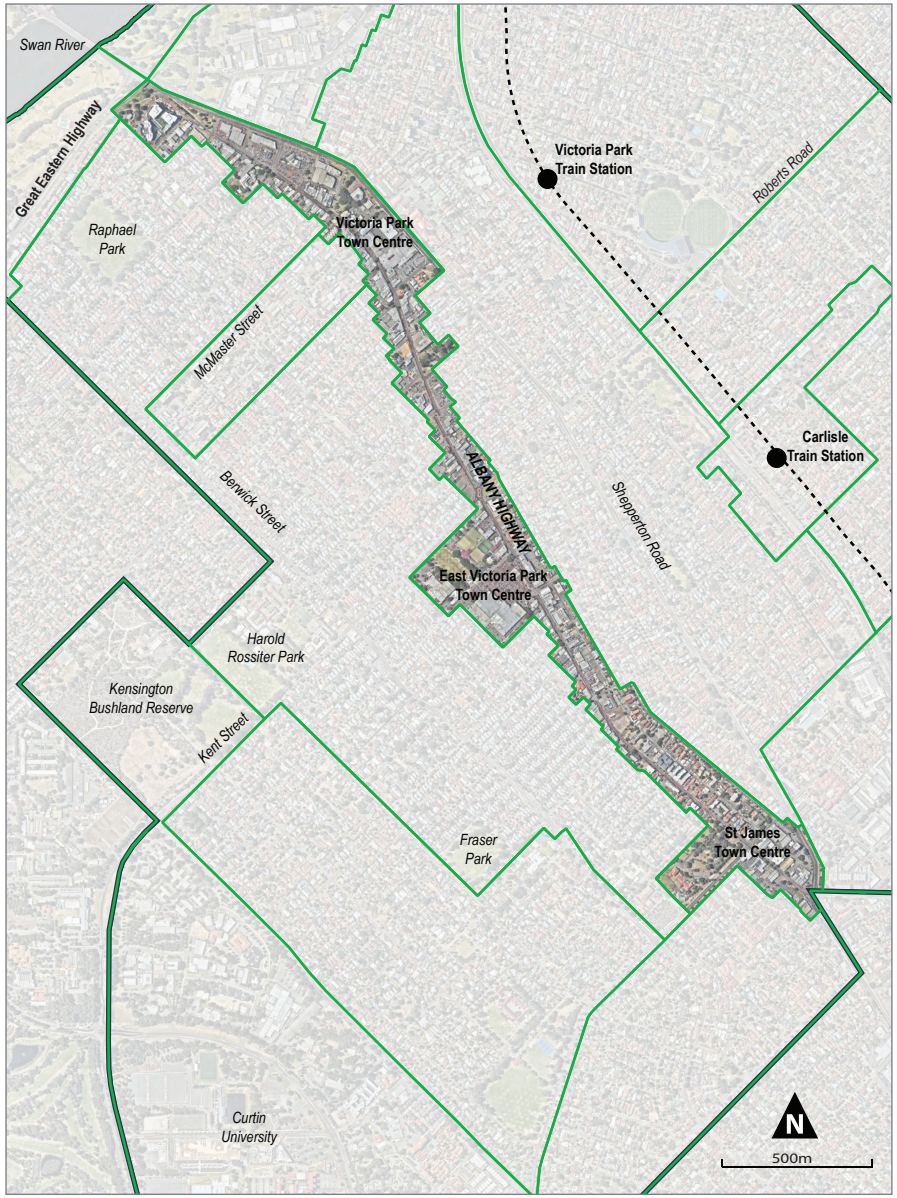


Figure 10.1 – Albany Highway LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy *Perth and Peel @3.5million Central Sub-Regional Planning Framework* designates land along Albany Highway as Activity Centre and Urban Corridor. Activity Centres are a key focal point for commercial and social activity and the delivery of services to residents. They will also be a major driver of new jobs located within communities. Urban Corridors integrate land use with high priority transit routes (all modes of transport not just private vehicles) and connect places of significance. The *Central Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

State Planning Policy 4.2 Activity Centres for Perth and Peel (WAPC 2010)

This policy guides the size, mix of commercial activity, density of housing, built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. The Albany Highway centres are designated as a Secondary Centre (Victoria Park) and District Centre (East Victoria Park). Secondary centres are multipurpose, serving a population catchment up to 150,000 persons and supporting densities between 25–35 dwellings per hectare (gross). District centres focus on servicing the daily and weekly needs, have a greater local community focus, and support densities between 20–30 dwellings per hectare (gross). SPP 4.2 specifies the need to prepare activity centre structure plans for strategic metropolitan, secondary, district and specialised centres.

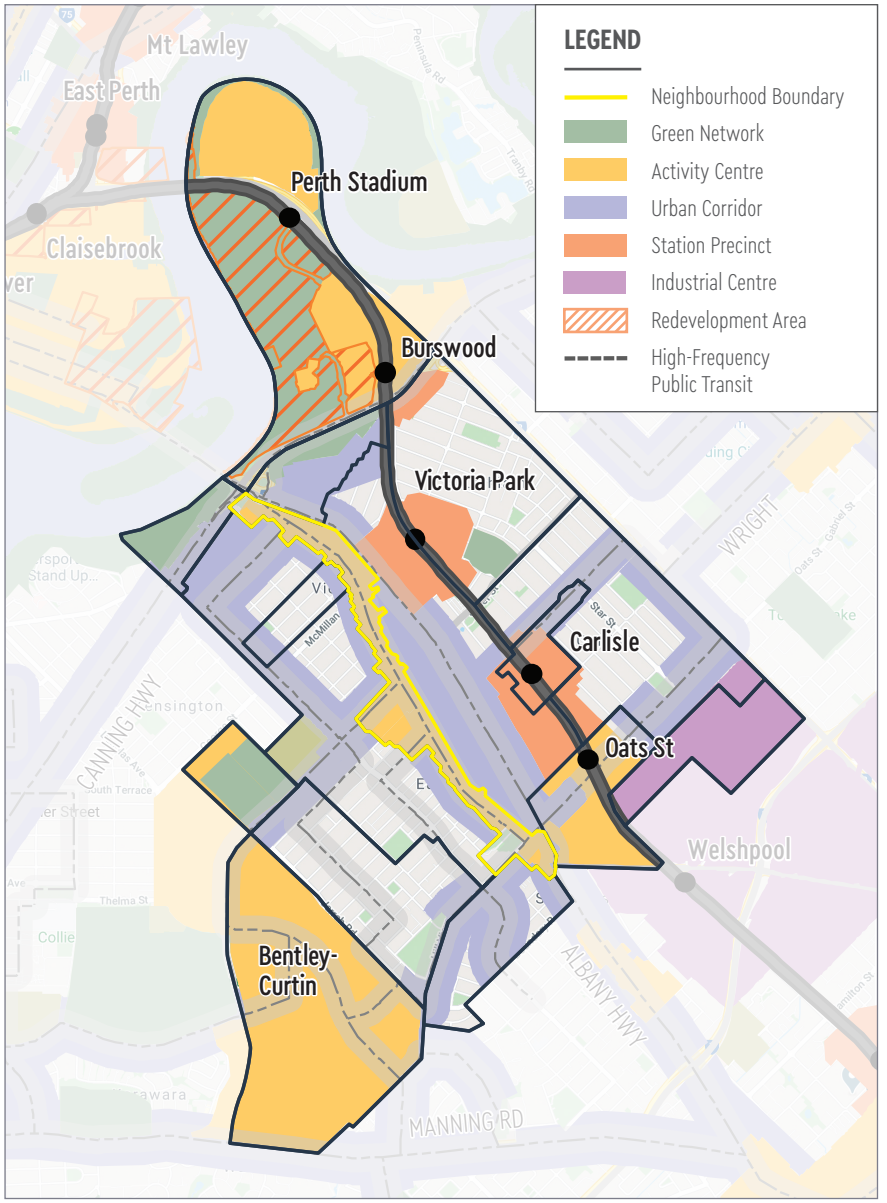


Figure 10.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for Precincts which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's *draft Activity Centre Strategy* provided extensive recommendations for Albany Highway given its status as the Town's most significant retail area and a major community focus. The Strategy recommended updating the activity centre designation under the SPP 4.2 to better reflect the actual function of Centre, and recommended refinements to the planning framework to leverage the competitive advantages of the Centre in light of competition from the recently expanded and upgraded Carousel 'super-regional' centre.

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* identified the opportunity to minimise the car-orientated environment of Albany Highway through development of the place as an 'Active Street' with retrofitted micro-POS areas and public plazas / squares. The *Strategy* also recommends improving wayfinding from Albany Highway to the Swan River and improving safe pedestrian crossings of the Highway to enable better access to POS generally located in the area.

Streets Ahead – Albany Highway Urban Public Spaces Victoria Park & East Victoria Park (Vic Park Collective, 2019)



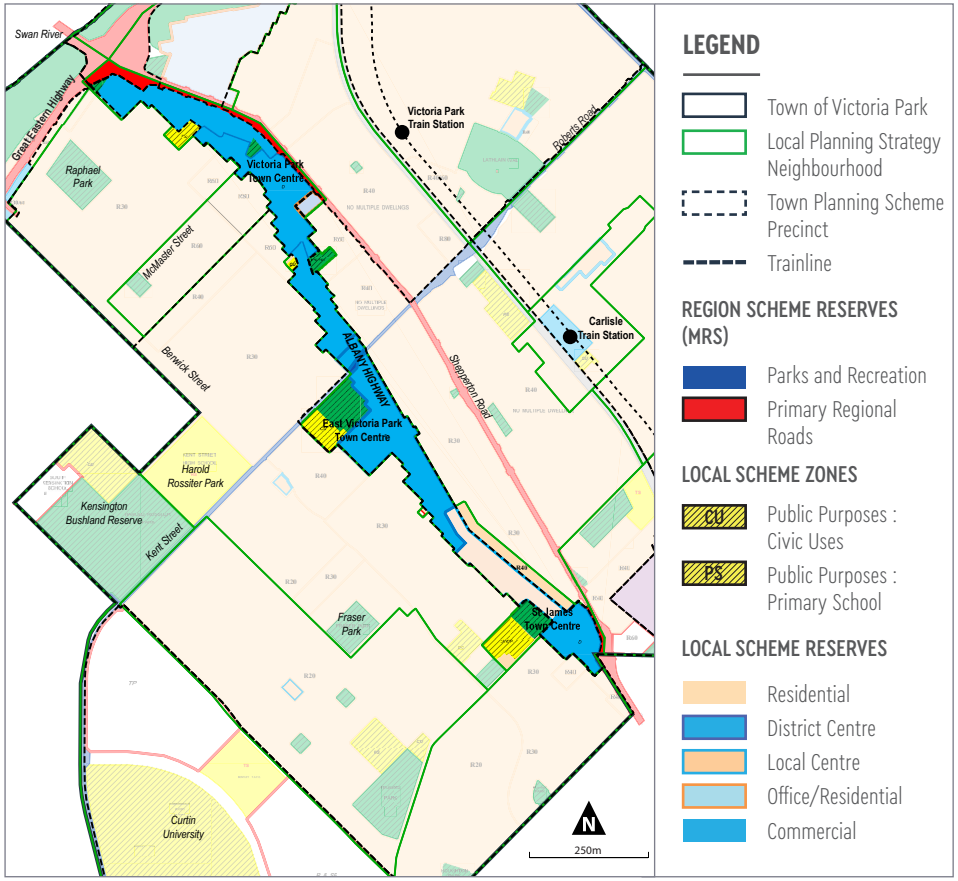
The Vic Park Collective is a local place group comprising residents and businesses that were supported by the Town to prepare a vision and strategy for improvements to the public realm along Albany Highway. While the Streets Ahead strategy has not been formally endorsed by Council, it is supported in-principle and will inform streetscape and public realm improvements.

Town Planning Scheme No.1 (TPS No.1) and *TPS Precinct Plan*

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 3 and outlined below. In addition to TPS No.1 zones and current place-specific planning controls are:

- *TPS Precinct Plan Precinct 11 Albany Highway* – intends for Albany Highway to be revitalised and consolidated as a major inner city main street, focused around three designated retail nodes, connected by general commercial areas, and providing for a wide range of uses.

Figure 10.3 – Town Planning Scheme No.1 Zoning



Existing Character

The outline of the Precinct's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure & Movement Network

Albany Highway is both a gathering place for people and a key north-south movement corridor. Albany Highway is classified as a 'District Distributor B' road carrying an average of between 10,000 vehicles per day (northern end) and 12,000 vehicles per day (southern end). The Highway is support by a number of right of ways for rear servicing of buildings.

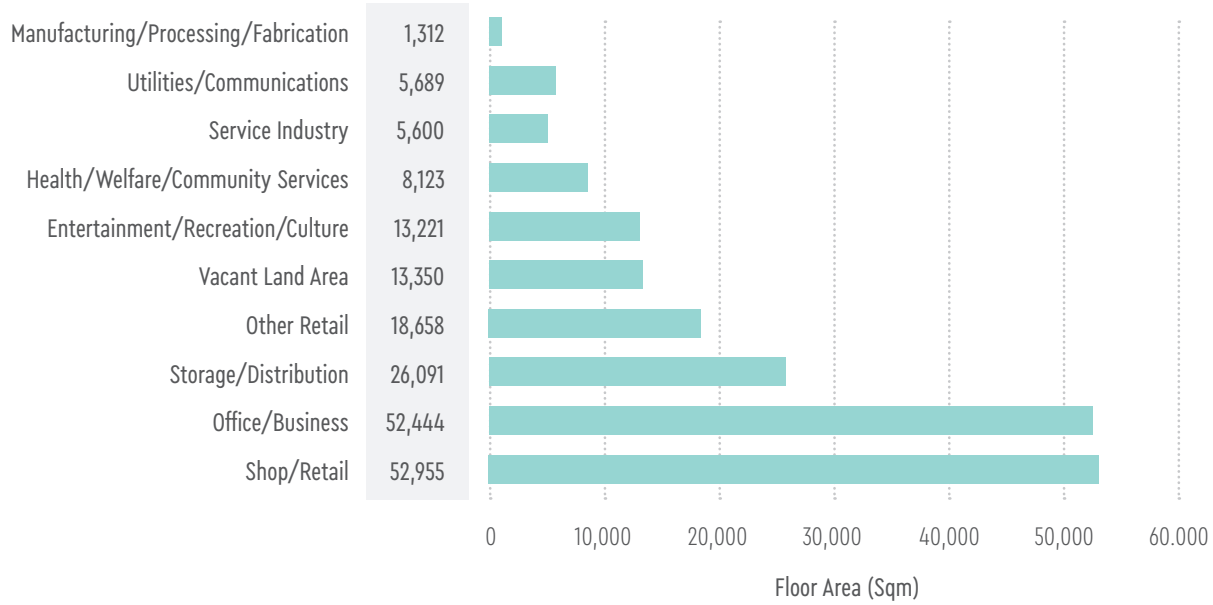
Parts of Albany Highway fall within the walkable catchment of train stations on the Perth-Armadale railway line and the Highway itself supports six bus routes. The Highway forms part of the local bike network under the Town's Bike Plan and wide footpaths provide for pedestrian movement and other shared uses such as alfresco dining and signage.

Land Use and Built Form

The Albany Highway Neighbourhood supports a variety of commercial, residential and community uses. Retail, restaurant and entertainment uses are concentrated within three distinct nodes, with commercial and residential in-between reflecting the different Zoning along the Highway. Built form and lot sizes reflect the historical development and growth of the Highway in a main street format, and the Centre contains many older character buildings and several registered historic buildings or landmarks. The main street format and urban grain has seen the Centre retain a 'human-scaled' environment. More recent development has focussed on medium density mixed use buildings that support commercial uses on the ground floor with residential dwellings above.

Figure 11.4 – Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)

There are 1,516 dwellings in the neighbourhood, and the net residential site density is 35 dwellings per hectare (across Residential and Commercial Zones).



In 2015–17, the Department for Planning, Lands and Heritage (DPLH) *Land Use and Employment Survey* identified a total of 197,400 sqm of commercial floor space in the neighbourhood which is 45% of total commercial floor space across the Town. Shop Retail and Other Retail occupies 36% of the Centre, and Office 27% of the Centre.

Also note, the Victoria Park (Armagh Street) Main Pump Station has a 150m odour buffer around it. The Water Corporation may request notices on title (in the form of a S70A notice on a subdivision, or strata bylaws for an apartment development) for any new developments within the odour buffer to ensure landowners and residents are aware of potential odour from the station.













Albany Highway forms the heart of the Town. As one of the longest main streets in Australia, Albany Highway abounds in choice for shopping, entertainment, dining, operating businesses, working and accessing essential services and civic facilities. The convenience and down-to-earth character of Albany Highway draws in locals and visitors from across the region alike.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Activity Centre Hierarchy Designation

At present, the Albany Highway centre currently has two designations under *State Planning Policy 4.2 Activity Centres Perth and Peel* (WAPC 2010) (SPP 4.2), namely Secondary Centre (Victoria Park) and District Centre (East Victoria Park). The St James node is zoned District Centre under the Town's Town Planning Scheme No.1 although it is not designated as a separate District Centre under *State Planning Policy 4.2*. There is little distinction in land use mix between each node. The Central Sub-Regional Planning Framework (WAPC, 2018) acknowledges the entire length of Albany Highway an Activity Centre (Plan 1). As such, this Strategy and the Town's *Draft Activity Centre Strategy* (Planwest, 2017) recommends that Albany Highway be classified as a Secondary Activity Centre along its entire length given:

- The total amount of existing retail floor space is equivalent to other Secondary Centres, and the extent and diversity of current and potential floor space indicates the Centre has a sub-regional catchment.
- The Centre contains a diversity of land uses and is not predominantly single purpose. It's a key location for small-scale offices, professional and service businesses, catering for a full range of needs from shopping, commercial and community services from local convenience to higher-order comparison retail/ goods and services. The 2015–17 land use survey identified 67% of the Centre comprising non-Shop/Retail land uses.
- The Centre currently meets the desirable level of residential development with 35 dwelling per hectare, although this will increase significantly under an updated planning framework.
- There is a continuity of commercial activity along the entire length of the Centre, supported by the functionality of Albany Highway as a major sub-regional urban corridor. The concentration of retail and other uses around each supermarket at Victoria Park (Woolworths), The Park Centre (Coles) and St James (Aldi and Bunnings) should be considered as nodes within the whole Albany Highway activity centre rather than independent activity centres, given the framing nature of commercial and residential in-between nodes.
- The preparation of a Precinct Structure Plan and master plans will guide the development of significant amounts of additional residential and some commercial floor space, increasing the size of the Centre, maximising the diversity of land uses, use of shared infrastructure and patronage of the regional transit network.

The 2015–17, Department for Planning, Lands and Heritage (DPLH) *Land Use and Employment Survey* identified a total of 197,400 sqm of commercial floor space comprising 27% Shop/Retail, 9% Other Retail, 27% Office/Business, which currently equates to approximately 45% of the total commercial floor space within the Town. The centre has seen a significant increase in commercial floor space (30%) since the 2007 land use and employment survey. The balance of shop, other retail and office space – all over 40,000m2 of floor space – demonstrates Albany Highway's compliance with the State Planning Policy 4.2 land use mix targets for Secondary Centres. At 2020, the Centre also contains over 1,500 dwellings and has a current net residential density of 35 dwellings per hectare, although this will increasing given the significant opportunities for high density mixed use on larger strategic sites.

The Town Planning Scheme No. 1 defines the Albany Highway centre as a single Scheme Precinct that is zoned for its full length to permit commercial land uses, along with higher density residential development, since the Schemes gazettal in 1998. However, the review of Scheme No.1 and this Local Planning Strategy recognise that the development standards and land use controls currently in operation for the Precinct (which have remained largely unchanged since gazettal) are now outdated and will not provide the optimal enabling framework to facilitate the desired level of investment and redevelopment to achieve the future desired vision for Albany Highway. While the Scheme does recognise and zone the commercial core nodes separate from the intervening frame areas, the overarching planning and consideration of Albany Highway centre as a single entity supports its activity centre designation as a single Secondary Centre.

The Town has committed budget funds to prepare a precinct structure plan for the full length of the Albany Highway during 20/21 and 21/22 financial years. The outputs of this process will recommend changes to the local planning framework to facilitate business and employment growth and residential development within each node and along the Highway. This will maximise the number of people living and working within the Centre and within walking distance of the regional public transit network. The Precinct Structure Planning is intended to align with the Town's place-

based approach, recognising the surrounding neighbourhoods of Victoria Park, East Victoria Park and St James, and their associated nodes/cores of commercial and retail development along the continuous commercial corridor of Albany Highway. Depending upon the outcomes of the Precinct Structure Planning process the end output may be a single Albany Highway Precinct Structure Plan (with potentially three parts/sub precincts) or three distinct Precinct Structure Plans (but very much related and dovetailing one another), noting that SPP 7.2 'Precinct Design' provides for the preparation of Precinct Structure Plans for activity centres as a whole or in part. Regardless of the end output, the Town will seek to identify and foster the unique local character and points of difference found between the various sections/nodes along Albany Highway versus the application of a monotonous carte blanche approach in terms of desired character and built form outcomes.

The Town has also commenced preparation of a masterplan for the Macmillan Precinct comprising John Macmillan Park and a number of Town-owned and private properties bound by Albany Highway, Sussex Street, Kent Street and Gloucester Street. This will inform major changes and investment for this area over the next 20 years, and include the potential redevelopment and relocation of Town civic, leisure and administrative services to this location, surrounded by a range of mixed use commercial and residential development, connecting to and interfacing with Albany Highway at the East Victoria Park core commercial node. The masterplan will directly inform the Precinct Structure Planning process for this portion of Albany Highway, strengthening its functional role and supporting the proposed extension of the Victoria Park Secondary Centre designation to the East Victoria Park and St James portions of the Albany Highway commercial corridor.

Historical Background to Albany Highway Development

Albany Highway's development as a transit corridor between the City and regional centres in WA led to its historical development for wholesale supply of goods, manufacturing and industrial uses capitalising upon the passing trade of commuters and the regional transport of goods and materials along this major thoroughfare. This was accompanied by single residential development and secondary retail and convenience services to support the residential, worker and commuter populations accessing these industries, resulting in the characteristic 'strip' form of commercial development along the length of this transit corridor. These uses later transitioned to commercial and retail activities, with the development of large supermarkets at three core nodes in Victoria Park, East Victoria Park and St James, roughly corresponding to the 'beginning', 'middle' and 'end' of the Albany Highway commercial corridor within the Town of Victoria Park. During the mid-20th century the commercial land parcels between these nodes transitioned from wholesale goods and manufacturing uses to car sales yards.

Over time, these nodes have retained and continued to grow as intensive commercial 'cores' along the commercial corridor, supporting a diverse range of economic and commercial activity. These nodes now contain the bulk of retail and entertainment/leisure activity, each with at least one anchor supermarket and a range of small-scale retail, office and commercial service businesses. Other non-retail commercial and residential uses are located within 'frame' areas between the nodes, forming a near unbroken strip of ground floor commercial development for the length of Albany Highway. After a period of stagnation lasting until the late 1990s there has been a revitalisation of historic shopfront buildings as uses have evolved from those based on commodity purchases to those offering lifestyle commerce such as cafes and restaurants, with the 'Strip' now forming a premier food and hospitality destination in the Perth metropolitan area.

New multi-storey developments have interspersed themselves amongst these buildings, creating an eclectic character and mix of development, whilst continuing to provide ground floor commercial and retail spaces. The large size and increasing property values of former car yard sites have also seen them redeveloped for mixed use comprising residential apartments above ground floor commercial uses fronting Albany Highway. These have consolidated and reinforced the historical 'strip' form of commercial and retail development along Albany Highway.

The Victoria Park, East Victoria Park and St James commercial cores have not only continued to grow and respond to the increasing population of the Town and its surrounding suburbs. The range of services and offerings they provide has also become more strongly interlinked and distinct, reinforcing the function of Albany highway as a single centre rather than two or three distinct centres serving separate catchments. This is particularly evident in the locations of the major anchor tenants at each core node, with Victoria Park containing a Woolworths supermarket, East Victoria Park containing a Coles supermarket, Officeworks and Target outlet, and St James containing an Aldi supermarket and Bunnings. Consequently, residents and visitors are able to service their everyday retail and grocery needs at the node nearest them, or visit two or all three nodes within a single journey to additionally undertake their regional-level shopping needs for clothing, homewares, hardware, office needs, etc. The continued growth and private investment in these nodes has elevated their functional role to the provision of regional-level commodities and services, further supporting the designation of the Albany Highway centre as a single Secondary Centre.

Preparation of Precinct Structure Plan

The *draft Activity Centre Strategy* concluded that the recent doubling of retail floor space and redevelopment of Carousel Regional Centre poses the most significant threat to the future viability of Albany Highway. However, the Strategy also identified a number of significant competitive advantages present in the Centre that provide a solid foundation for future growth and revitalisation including:

- the extensive, diverse and comprehensive offering of activity including retailing, cafes / restaurant and entertainment uses that far exceed the limited retail offering of a shopping centre, including the night-time economy;
- existing 'nodes' of activity that can be further developed and enhanced to create distinctive places and provide greater legibility to the elongated form and diversity of activity along the whole Highway; and
- the fine-grain of the main street environment and the character of traditional shopfronts and older buildings which provide an authentic and human-scale experience, again in stark contrast to the somewhat 'clinical' and highly controlled environment of a "big box" shopping centre.

Given the economic and social importance of Albany Highway and the complexity of planning for such a large and diverse Centre, it is recommended that the future planning framework for Albany Highway be revised and updated through the preparation of an a Precinct Structure Plan, with consideration of (but not limited to):

- focus intensity and diversity of land uses and development within three distinctive activity 'nodes' (Victoria Park, East Victoria Park and St James) and consider lower intensity land uses in-between, including residential on the ground floor (with the opportunity for conversion to commercial if demand arises in the future);
- encourage a variety of activities and uses that add to the vibrancy and vitality of the Centre (especially beyond normal trading hours) and promote a more flexible approach to land use permissibility and approvals to minimise regulation and promote business development;
- adopt a more innovative and contemporary approach to vehicle movement and car parking to redress the balance to pedestrians, including a reduction in speed limits and improvements to the cycle network;
- enhance the main street urban grain and land use diversity to build on the point of difference between Albany Highway and the rival Carousel and Belmont Forum 'big box' centres;
- provide for higher density mixed use development and a greater number of people living within the Centre, and where possible surrounding (considering the constraints of Residential Character Areas abutting the Centre);
- raise the standard of the public realm through streetscape improvements and built form policies that maintain and promote the traditional main street character and diversity of places for lingering and staying (ie. plazas, micro-POS) and upgrading of existing public areas; and
- proactively encourage the retention and adaptive re-use of existing heritage and character buildings, and acknowledge the role that the diversity of building stock plays in fostering new businesses and contributing to interest and vitality in comparison to rival shopping centres.

Designation of Special Entertainment Areas

The Department of Planning, Lands and Heritage has released a draft Position Statement Special Entertainment Precincts (November, 2019) that proposes the introduction of a Special Control Area in planning schemes to establish parameters around noise limits and mitigation measures for entertainment venues to reduce potential conflict with sensitive land uses while promoting a balance and diversity of land uses and night-time activation within activity centres. As Albany Highway supports a diversity of cafes, restaurants, pubs and entertainment venues, it would be appropriate for the planning framework to designate a Special Entertainment Precinct over the core of each activity 'node', and this will be considered in further detail during Activity Centre planning.

Presence of Motor Vehicle Sales and Marine Sales Premises

Albany Highway contains a number of large sites that host car yards which are discouraged but operate with Additional Use rights under TPS No.1. While several of the smaller car yards have ceased operation and are slowly being redeveloped to maximise land use and economic returns from these high value locations through mixed use (high density residential with commercial on the ground floor), the *draft Activity Centre Strategy* notes that the larger car yards are unlikely to redevelop in the near future, and this situation is acceptable as they still contribute to future opportunities for redevelopment as a future land bank. The planning framework for these land uses will be further considered through future Activity Centre planning relative to their location, contribution to the economic vitality of the Town and landowner intensions.

11. McCallum-Canning

The McCallum-Canning LPS Neighbourhood is in the westernmost corner of the Town and is located 3km from the CBD. It is connected to East Perth via Heirisson Island and the Causeway bridges. The precinct is bounded by the Swan River to the North West, the City of South Perth (Local Government boundary) to the South West, lower density and character residential areas to the South East, and Albany Highway and the Victoria Park (Bus) Transfer Station to the North East.



Figure 11.1 – McCallum-Canning LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the McCallum-Canning Neighbourhood is currently guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel @3.5million Central Sub-Regional Planning Framework*, designates the land adjacent to Canning Highway as Urban Corridor and a high frequency public transit route. Land along the Swan River is designated as part of the Green Network. The *Central Planning Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

State Planning Policy 4.2 Activity Centres for Perth and Peel (WAPC 2010)

This policy guides the size, land use mix, residential density and the built form of activity centres according to a hierarchy of centres of different sizes and functions. The policy advises that showrooms should be located outside the core of activity centres or adjacent to the regional road network. The policy prefers offices to be located within activity centres but does not preclude offices in accessible locations. The policy promotes mixed-use in centres (eg commercial and residential).

Also note, the Victoria Park (Armagh Street) Main Pump Station has a 150m odour buffer around it. The Water Corporation may request notices on title (in the form of a S70A notice on a subdivision, or strata bylaws for an apartment development) for any new developments within the odour buffer to ensure landowners and residents are aware of potential odour from the station.

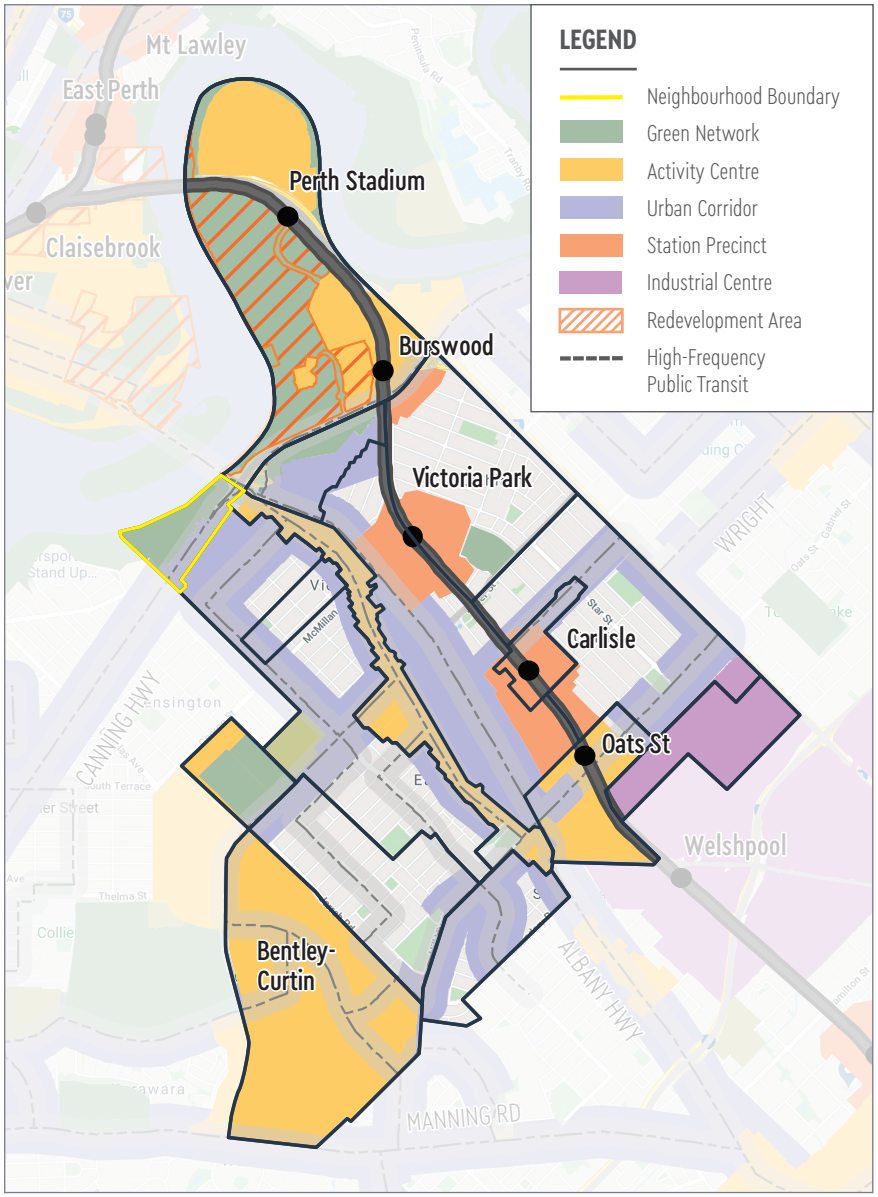


Figure 11.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

TOWN OF VICTORIA PARK

The Town of Victoria Park has a suite of Informing Strategies that provide strategic direction for the Town and may require implementation through the Local Planning Framework.

Draft Activity Centre Strategy (Planwest, 2017)

The *draft Activity Centre Strategy* designates the Precinct's commercial areas as a Neighbourhood Activity Centre within the Town's hierarchy of activity centres. The Strategy recommends:

- phasing out retailing and promoting commercial land uses more suitable for its location on the Highway (eg. showrooms, offices);
- encouraging high density residential or offices on upper floors;
- coordinating vehicle access and parking to draw vehicles away from Canning Highway.

In addition, there are several place-based plans from the Town and other government agencies that guide the recreational and environmental management of Taylor Reserve and McCallum Park including:

- *Taylor Reserve and McCallum Park Concept Report* (Town of Victoria Park 2017) – provides a detailed plan to create the reserve as a local and regional destination and guide infrastructure development.
- *Foreshore Access and Management Plan* (Town of Victoria Park, 2015) – a strategic management framework for foreshore land managed by the Town.
- *Draft Perth Water Buneenboro Precinct Plan* (Department of Biodiversity, Conservation and Attractions, on behalf of the Perth Water Vision Group 2019) – identifies McCallum Park-Taylor Reserve as a local recreation place, suitable for large-scale events, with a minor activity node suitable for permanent small-scale commercial uses such as café or bike hire.

This section provides an outline of the Town's key strategies and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Town Planning Scheme No.1 (TPS No.1) and *TPS No.1 Precinct Plan*

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 3 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

Figure 11.3 – Town Planning Scheme No.1 and Precinct Plans



- *TPS Precinct Plan P4 McCallum* – commercial development to a maximum plot ratio of 0.5, R80 residential density or higher with approval in Commercial zone, building heights to nine metres (two storey) south of Canning Highway or 15 metres (five storey north of Canning Highway).
- *TPS Precinct Plan P5 Raphael Precinct* – applies to residential south of Canning Highway, building height three storeys (R60) and five storeys (R80).

Note the Precinct also contains zones and reserves under the Metropolitan Region Scheme (MRS) where the WA Planning Commission is the planning authority and approves works within the Parks and Recreation Reserve, requires widening of Canning Highway through subdivision, restricts vehicle access and requires the referral of planning applications for adjoining properties.

Note that land adjacent in the City of South Perth is zoned Residential and Commercial under TPS No.6 with heights between two and three storeys with proposals for an increase to 6 storey.

Existing Character

This outline of the Precinct's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

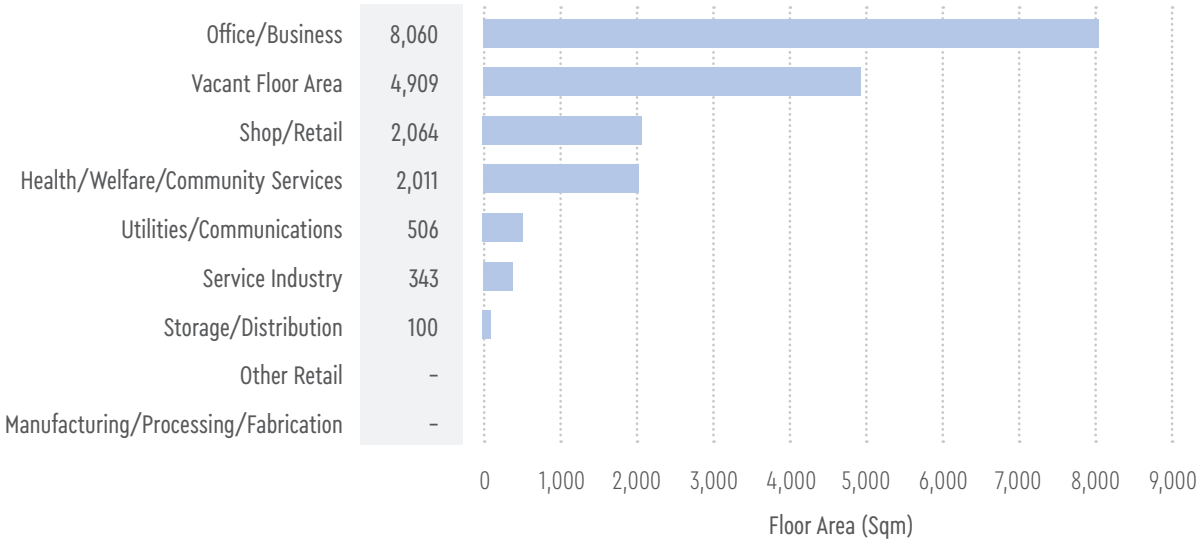
The Precinct's urban structure is shaped and dominated by Canning Highway and the intersection with Berwick Street which is a major district road, and the expanse of river foreshore areas. Canning Highway forms a key 'gateway' entry to the Town but also a major barrier for pedestrians to access the River. There are limited roads to the River, and various parking areas. On the north side of Canning Highway, development is orientated to both the Highway and the River. There is a mix of lot sizes with residential lots range from 324 sqm to 5,770 sqm and commercial lots from 360 sqm and 5,092 sqm. Lots to the north of Canning Highway have vehicle access from side roads or rear laneways and easements. Residential lots south of Canning Highway have access via rear laneways, but Commercial lots directly front the Highway. There are multiple bus services running along Canning Highway to the CBD via the Victoria Park Bus Interchange.

Land Use and Built Form

Taylor Reserve-McCallum Park provides recreational and occasional community events, in addition the Department of Water, Environment and Regulation offices are located on the reserve and ability for future small-scale commercial services. There is an extensive parking area located adjacent.

Most residential development occurs in the form of large apartment complexes, although there are some smaller scale grouped dwellings, and several single houses. There are 253 dwellings in the neighbourhood which equates to a net residential site density of 55 dwellings per hectare (across Residential and Commercial zones). A further 23 dwellings have recently been approved in an apartment on the corner of Canning Highway and Taylor Street (87 dwellings per hectare).

Figure 11.4 – Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)



Commercial development consists several large office, showroom complexes, smaller highway service uses and fast food outlets. In 2015–17, the State Government's *Survey of Land Use and Employment* identified approximately 18,000 sqm of commercial floor space comprising Office/Business (45%), Vacant (27%), Shop / Retail (11%), Health/Welfare/Community Services (11%).[2]

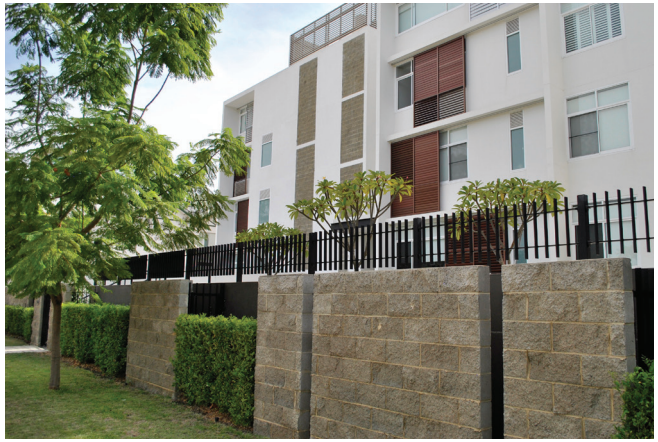
2. In comparison, the Industrial Zone east of the railway line has 192,000 square metres of floor space.

Landscape and Public Realm

The Swan River holds great significance to the Noongar people as being created and sacred to the rainbow serpent 'Waugal' and is an iconic destination of State significance. Taylor Reserve-McCallum Park caters for multiple social and environmental functions and its management is so arranged to apportion activities by 'zone' to manage multiple needs and impacts. The pedestrian environment along Canning Highway is poor given the volume of traffic and there is inconsistent and sporadic landscaping that provides little shade or relief. Rear access roads along the parklands have quite good overlooking from buildings.





The McCallum-Canning Neighbourhood contains excellent examples of modern low-scale apartments. Land along Canning Highway forms a major entry to the Town and there is further opportunity for redevelopment of land along the southern part of Canning Highway in the future.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Maximising Commercial and Mixed Use Development

Existing high density apartments and R-Code densities meet the *Central Planning Framework* objectives for urban consolidation along urban corridors. However, there is an opportunity to review the zoning and planning controls for the Commercial zones to encourage further intensification for mixed use, coordinate built form and manage vehicle access. Future planning should address a number of opportunities and challenges for land currently zoned Commercial:

- the presence of large lots capable of accommodating mixed commercial and residential uses, beyond the currently restrictive planning controls including plot ratio (0.5) which is presently exceeded by one property, with manageable impacts on surrounding properties;
- the potential to encourage tourism and/or short-stay accommodation to leverage riverside amenity and support the emerging regional destination of Taylor Reserve-McCallum Park, with good regional access;
- potential for amalgamation incentives for smaller lots on the south of the Highway, ability to coordinate shared access and better manage interface with rear residential areas; and
- the potential for redevelopment to improve the low quality environment of the Canning Highway-Berwick Street intersection;
- the opportunity to offer development incentives in exchange for 'community benefit' under the Apartment Codes that could create some form of local community focus for residents (refer to the Infrastructure Funding Chapter for further discussion on benefits).

It is recommended the land currently zoned Commercial under Town Planning Scheme No.1 be identified as a Precinct Planning Area, and the Town investigate opportunities to update the planning framework to encourage higher density mixed use (residential and commercial) development.

12. Lathlain

The Lathlain LPS Neighbourhood extends over the neighbourhood of Lathlain and is bounded by the Perth-Armadale railway line, Roberts Road, Orrong Road and Great Eastern Highway.

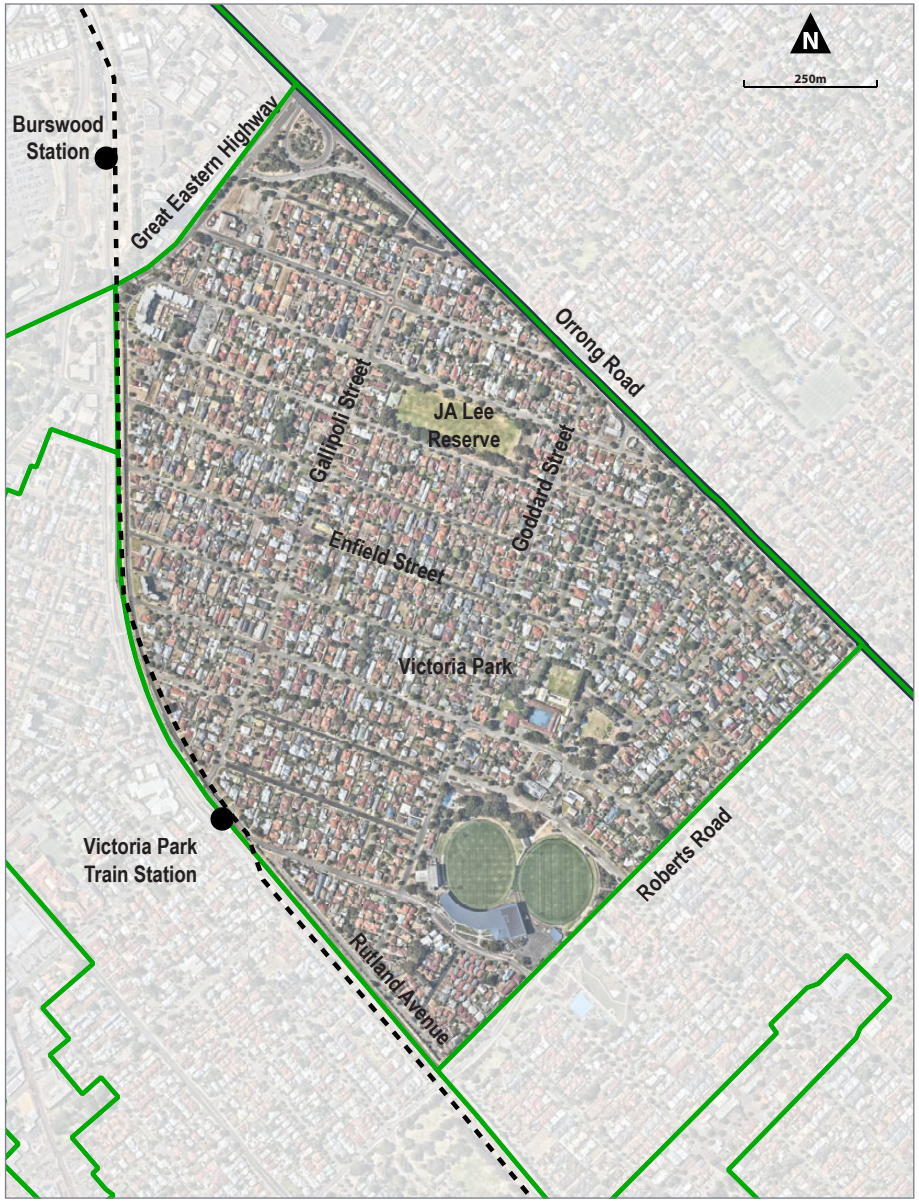


Figure 12.1 – Lathlain LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is currently guided by multiple State government strategies and policies. The key documents are outlined below which the Town of Victoria Park must review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, designates land around the Victoria Park Train Station and the Burswood East Train Station as a Station Precinct. The *Central Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provide an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's *draft Activity Centre Strategy* recommended considering R40/R60 residential densities around the Lathlain Place Local Centre to support activation of the centre. The Strategy discussed intensification of activity and residential development east of the Victoria Park train station, but raised concerns regarding suitability.

Note – Lathlain Oval is reserved Parks and Recreation under the Metropolitan Region Scheme (MRS) and is under the planning control of the WA Planning Commission and land use and development guided by the Lathlain Park Management Plan (WAPC, 2017).

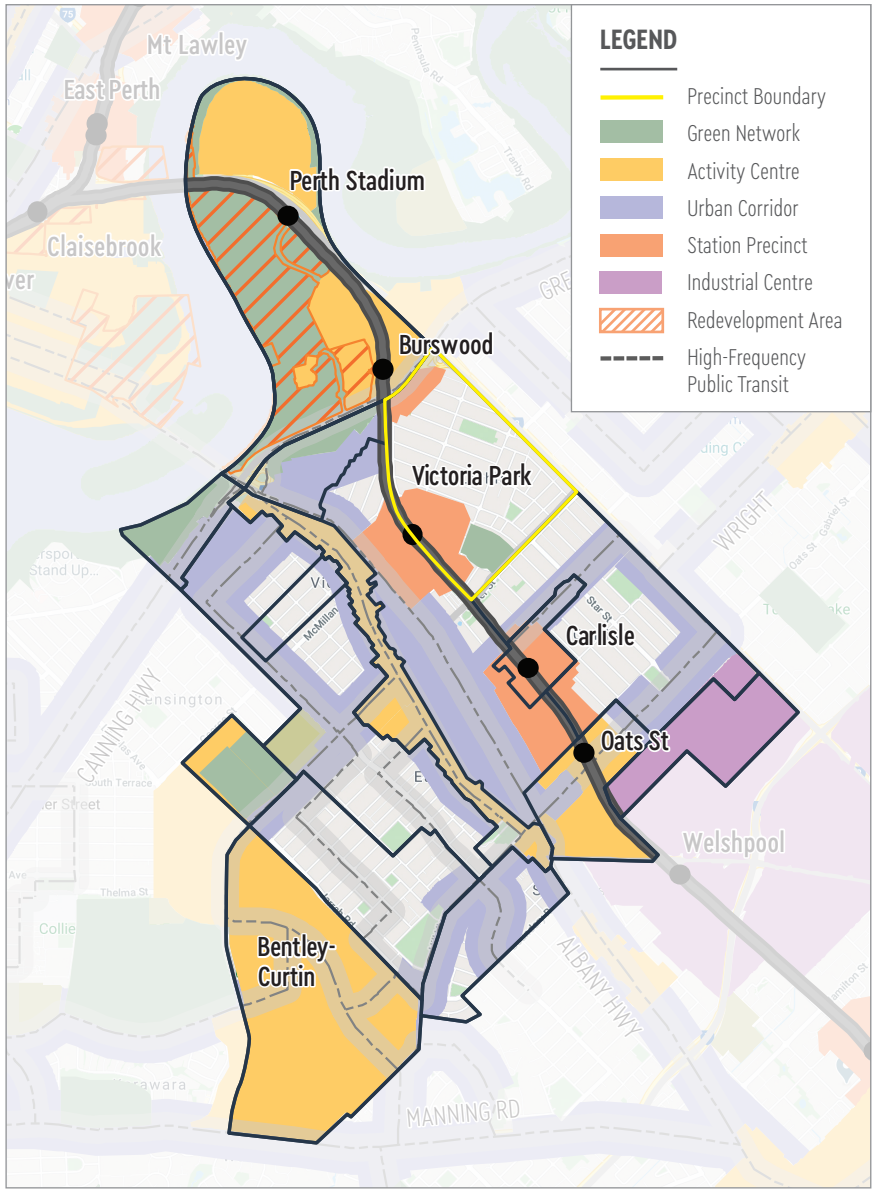


Figure 12.2 –Central Sub-Regional Planning Framework (WAPC, 2018)

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* identified minor gaps in access to neighbourhood parks in Lathlain. To address the shortfall, the *Strategy* recommends investigating the potential for re-use and development of a number of drainage sumps (subject to drainage and engineering investigations).

Town Planning Scheme No.1 and TPS Precinct Plans

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 3 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- *TPS Precinct Plan (P7) Lathlain* – facilitates low to medium density development, encourages retention of existing dwellings and a complimentary character for new development, consolidation of commercial activity to zones (plot ratio 0.5, R20), medium scale highway commercial uses in the Commercial zone (plot ratio 0.5, R60).



Figure 12.3 – Town Planning Scheme No.1

Existing Character

This outline of the Neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

The Lathlain Neighbourhood is based on a traditional grid network of relatively wide streets forming a uniform pattern of street blocks. Original lot sizes ranged from 1021 sqm to around 750 sqm, although many have been subdivided to 400–450 sqm. The neighbourhood is highly accessible by public transport and road, with access to both Victoria Park and Burswood East Train Stations and Orrong Road and Great Eastern Highway. A regional bike path (Principal Shared Path) will be constructed along Rutland Avenue in 2020–21. Bus services run along Streatley Road, and Goddard and Howick Streets. According to the road hierarchy Roberts Road is a District Distributor B, Bishopsgate Road is a Local Distributor and Great Eastern Highway/Orrong Road are Primary Distributor Roads.

Land Use and Built Form

The majority of Lathlain supports low density, single storey single dwellings contained within original larger lots or on battle-axe subdivided lots. There are 1,729 dwellings equating to a net residential site density of 18 dwellings per hectare (across Residential and Commercial zones). Lots north of Goddard Street are generally larger and suitable for subdivision, with less potential for subdivision south of Goddard Street. There are several parks and a small range of community facilities (education, Lathlain community centre for groups etc). The newly redeveloped Lathlain Oval forms a key feature of the neighbourhood.

In 2015–17, the State Government's Survey of Land Use and Employment identified a total of 6,732 sqm of commercial, shop/other retail, office/business and cultural/ recreational floor space within various commercial and community places within Lathlain.

Landscape and Public Realm

The neighbourhood has relatively wide streets, most with a good coverage of large and mature tree canopy and footpaths. There has been significant loss of tree canopy from private land through infill redevelopment which is being addressed through the Town's Urban Forest Strategy and Implementation Action Plan.

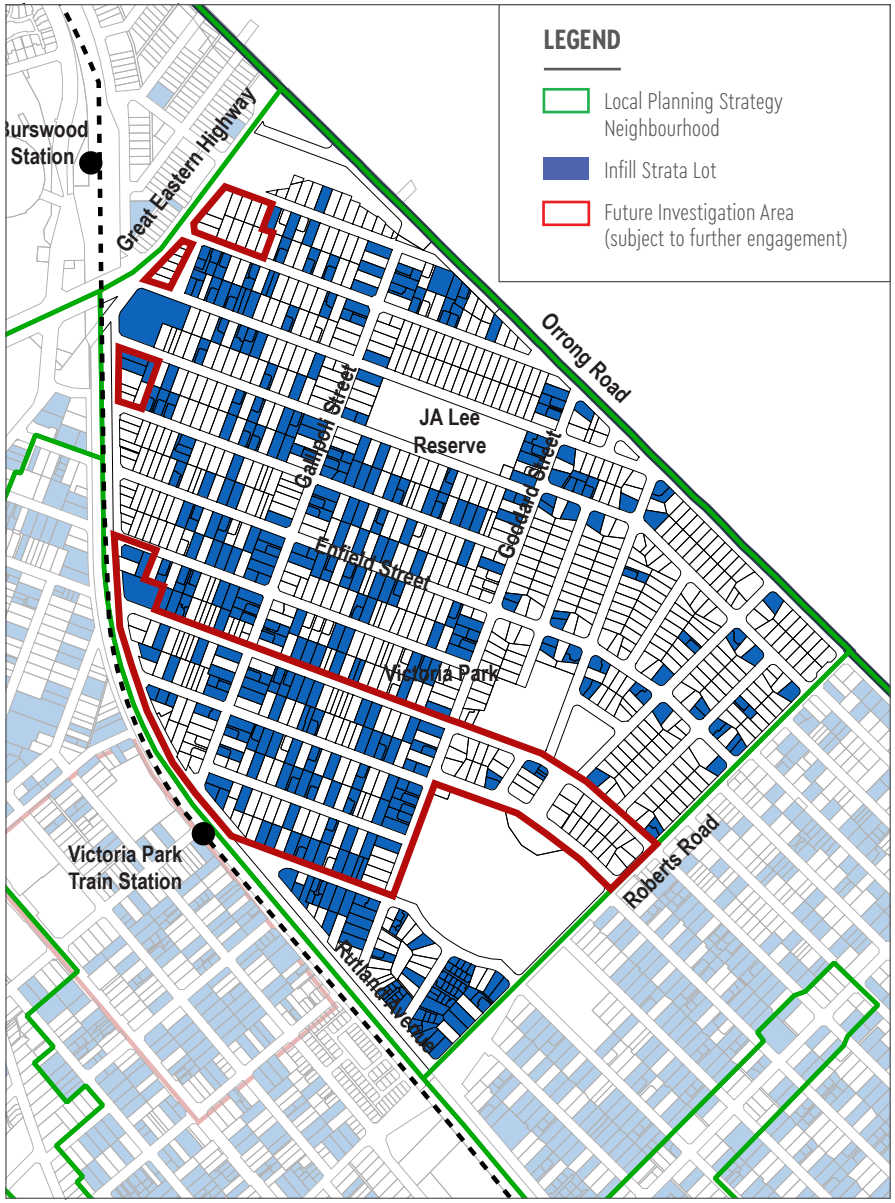


Figure 12.4 Extent of Infill Development and Future Investigation Areas








Re-subdivision of original larger lots and development of new, low-scale housing has seen Lathlain welcome new residents over the last few decades. However, there is limited diversity of housing, particularly for residents wishing to age-in-place and downsize.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Address Public Open Space Shortage

The Town's Public Open Space Strategy (POSS) identified a lack of access to neighbourhood-level public open space for some parts of Lathlain. Key strategies to address this shortage include investigating the potential for re-use / redevelopment of existing drainage sumps (subject to engineering advice) and development of Bishopsgate Street as an Active Park Street. These recommendations will be progressed via the POS Implementation Plan. Refer to the Infrastructure Funding Chapter for discussion on contributions to POS.

Addressing the Central Planning Framework – Urban Consolidation

The *Central Sub-Regional Planning Framework* identifies the potential for higher density residential development within the catchments of the Victoria Park and Burswood train stations. The Town's *draft Activity Centre Strategy* identified potential for some increase in residential densities around the Lathlain Place Local Centre. The community did not raise the prospect of changes to residential density in Lathlain during the 2016–17 *Strategic Community Plan* engagement, although there was support for 'targeted density' generally around train stations precincts and within activity centres.

Each area with potential for changes in density is discussed below (refer to Figure 12.4):

Land around Victoria Park train station

There has already been intensification of residential land uses around the Victoria Park train station via the current TPS No.1 densities. Relatively new development and the multiplicity of small lots severely constrain the potential for changes in the foreseeable future. Accordingly, land east of the Victoria Park train station is not suitable for further urban consolidation.

Lathlain Place Area

The Town's draft *Activity Centre Strategy* identified an opportunity to increase the density in the street blocks between Howick St and McCartney Crescent, adjacent to Lathlain Oval, from R20 to R40/60 (R60 to be achieved through amalgamation of lots). Any increase in density should result in housing diversity and should be complementary to the existing lower scale character of Lathlain. As such, it is recommended that land the between Howick St and McCartney Crescent be designated a Future Investigation Area (refer to Figure 12.4), and the prospect of increasing density and achieving more compact, and diverse housing outcomes, be explored with the landowners and community during the community engagement phase of the draft *Local Planning Strategy*. Also note, that the Housing Chapter encourages the development of shop-top housing in Local Centre zones and recommends the development of a generic Local Planning Policy to guide development in Local Centre and other minor commercial zones.

Burswood Station Catchment

Selected properties in a 400 metre walkable catchment of Burswood Station have the potential to support higher density residential development. Several properties currently support existing older style apartments and there may be opportunities for amalgamation of lots to create larger redevelopment sites. As such, it is recommended these properties be designated as Future Investigation Areas (refer to Figure 12.4) and the Town engages with landowners and community to gauge support for medium and/or higher density residential development.

Gallipoli Street Commercial

The shops on Gallipoli Street are currently zoned Residential R20 and it is recommended they be rezoned to Local Centre in the new LPS No.2 to reflect the land use.

13. Character Area (East and West)

The Character Area (East and West) LPS Neighbourhood encompasses some of the Town's oldest neighbourhoods with original character homes in areas to the east and west of Albany Highway.



Figure 13.1 – Character Area (East and West) LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update of the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, designates land around the Victoria Park Train Station as a Train Station Precinct and Shepperton Road and Mint Street as Urban Corridors. The *Central Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities, where appropriate.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

This policy guides the preparation of the LPS through the application of a hierarchy of activity centres and offers guidance on the size and mix of commercial activity, density of housing and built form and urban design outcomes. Although there are no Commercial zones or Activity Centres within the neighbourhood, part of the neighbourhood theoretically falls within the catchment of the Albany Highway Secondary Activity Centre and SPP 4.2 encourages a net residential density between 25–35 dwellings per gross hectare within 400 metres of the centre.[3]

3. Typically, the average R Code (or net density) equivalent is two to three times the number of dwellings per gross hectare.

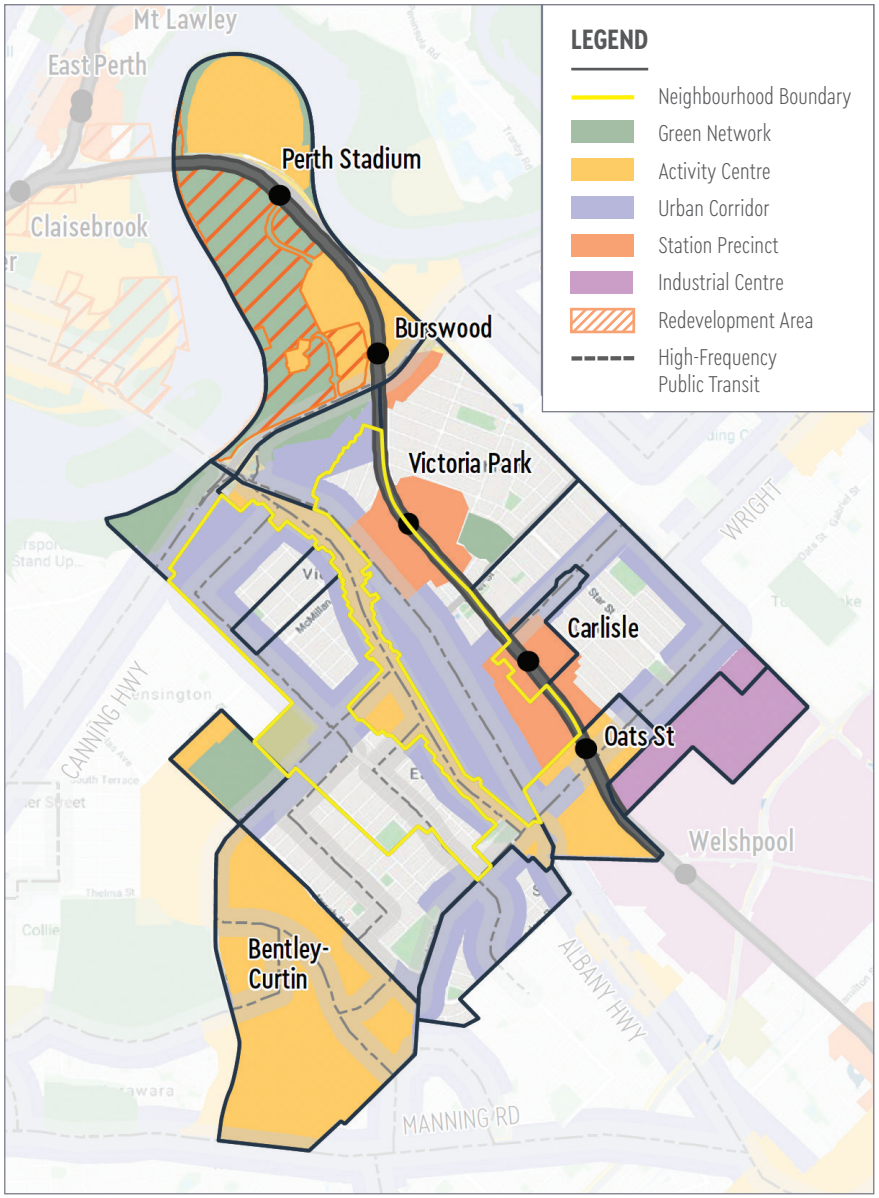


Figure 13.2 – Central Sub-Regional Planning Framework

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's *draft Activity Centres Strategy* recommends land between the Victoria Park Train Station and Albany Highway be developed as an Activation Area with some consideration of higher density, plus a variety of land uses to add to vibrancy and vitality to the broader area and in support of the Albany Highway Centre.

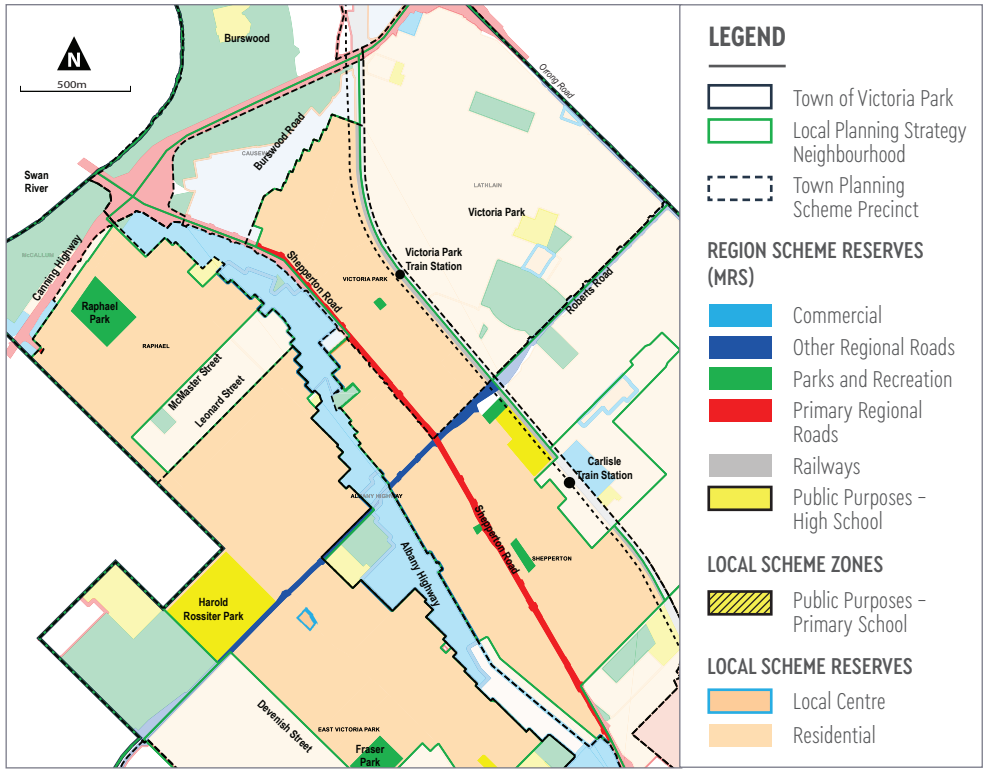
Town Planning Scheme No.1 and *TPS Precinct Plan*

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 3 and outlined below. In addition to the TPS No.1 zones, current place-specific planning controls are:

- *TPS Precinct Plan (P5) Raphael* – applies to land generally north of Leonard Street. The Plan encourages retention and rejuvenation of existing character housing and new housing to be of compatible character and style, with some areas for infill at higher densities, and provides guidance on heights, setbacks and vehicle access along Berwick Street.
- *TPS Precinct Plan (P6) Victoria Park* – applies to land between Shepperton Road and the railway from the Burswood South commercial area to Miller Street. The Plan encourages retention and rejuvenation of existing character housing and new housing to be of compatible character and style and to minimise the loss of existing houses through expansion of existing institutional uses.
- *TPS Precinct Plan (P10) Shepperton* – applies to land between Shepperton Road and the railway south of Miller Street. The Plan encourages development of diverse housing types, and low-scale infill development (grouped dwellings only).
- *TPS Precinct Plan (P12) East Victoria Park* that preferences low-density development, retention and restoration of original housing and limited infill development in keeping with neighbourhood character and the landscape setting.

Local Planning Policy 25 – Streetscape contains the primary policy provisions to guide the conservation of built form and management of complementary infill development for original dwellings (constructed prior to 1945). The Town has recently confirmed the community's desire for conservation of heritage values through this neighbourhood and is updating the Policy to reflect contemporary needs, as well as initiating a Special Control Area in TPS No.1 to manage demolition and development for single houses

Figure 13.3 – Town Planning Scheme No.1 Zoning



Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

Roads in the neighbourhood form a traditional grid network of streets, creating a uniform pattern of street blocks that has seen little variation since the original subdivision. The majority of properties south of Miller Street have access to a rear Right of Way (ROW) but there are only a few ROWs in street blocks north of Duncan Street. There is a wide variety of lot sizes and a significant number of properties have been subdivided to the maximum permissible under existing residential densities.

The neighbourhood is highly accessible to public transport with bus services along Shepperton Road and train services at Victoria Park and Carlisle stations.

Land Use and Built Form

The dominant land use in the neighbourhood is residential, and there is a mix of neighbourhood facilities including several schools. The neighbourhood includes a small local centre on Berwick Street (corner Ashburton Street) and a number of local delis, and most daily needs are provided by access to Albany Highway. There are several other commercial land uses, such as the VisAbility community service building on Kitchener Avenue that are currently zoned Residential.

In the eastern portion of the neighbourhood there are 3,211 dwellings and the net residential site density is 27 dwellings per hectare (across Residential zones). There is a relatively equal distribution of single houses on small lots and townhouses and villas on strata lots. Apartments are the dominant housing form of dwelling in the R60 zone. In the western portion of the neighbourhood, there are 3,413 dwellings and the net residential site density of 24 dwellings per hectare (across Residential zones), with a wide proportion of single houses and villas, with apartments and terraces in the R60 areas.

Landscape and Public Realm

The neighbourhood has relatively wide streets, most with a good coverage of large and mature tree canopy and footpaths. There has been significant loss of tree canopy from private land through infill redevelopment which is being addressed through the *Town's Urban Forest Strategy and Implementation Action Plan.*

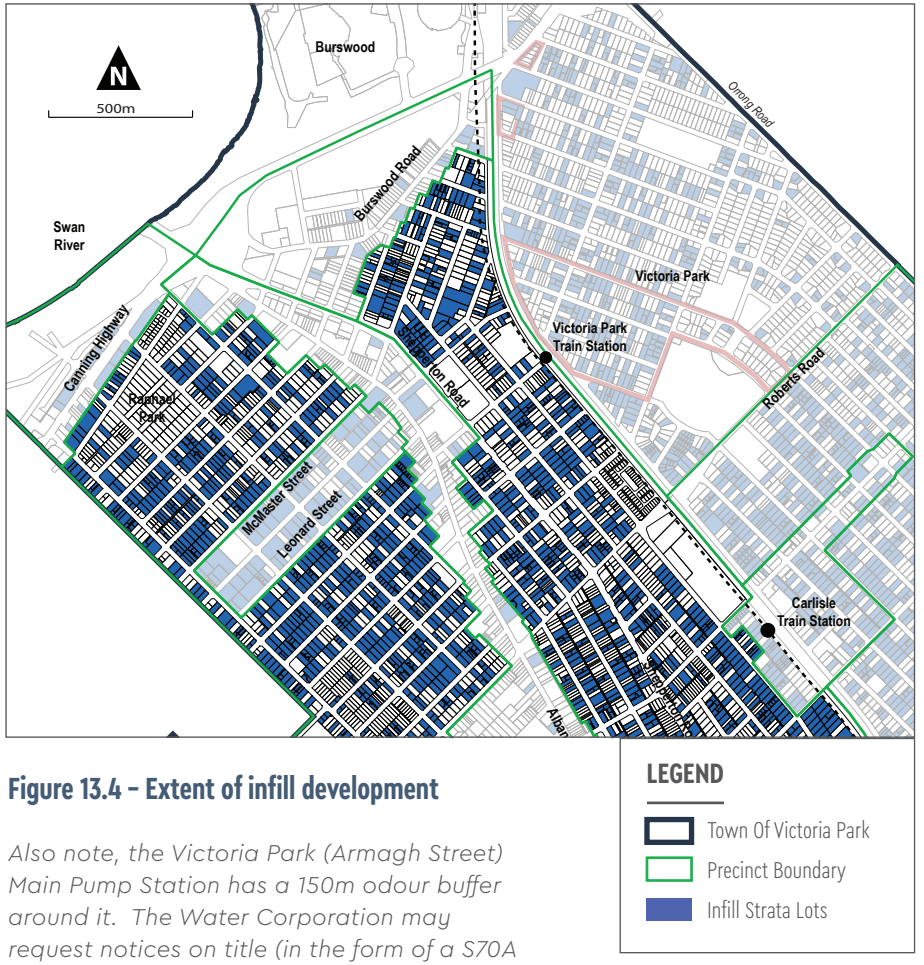


Figure 13.4 – Extent of infill development

Also note, the Victoria Park (Armagh Street) Main Pump Station has a 150m odour buffer around it. The Water Corporation may request notices on title (in the form of a S70A notice on a subdivision, or strata bylaws for an apartment development) for any new developments within the odour buffer to ensure landowners and residents are aware of potential odour from the station.



This neighbourhood contains one of the largest and most uniform collections of period homes in the Perth metropolitan region and possibly Australia. Strict planning policies and guidelines have sought to conserve the cultural heritage of this neighbourhood, which dates from the late 19th Century and early 20th Century, and ensures that new development respects this heritage while providing for modern lifestyles.

Opportunities And Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Addressing the Potential for Urban Consolidation

The neighbourhood contains some of the oldest suburbs in the Perth metropolitan area with subdivisions dating from 1892 through to 1907. The character of the area is protected through the LPP 25 Streetscape, however there is an opportunity to encourage greater housing diversity in close proximity to the Victoria Park train station through:

- removal of the multiple dwelling restriction in the R40 zone where new development will be sympathetic to the distinctive character of original dwellings and streetscapes; and
- applying a higher density code to the VisAbility site to maximise dwelling yield through any future redevelopment.

As such, the Strategy recommends the land bounded by Harper Street, Kitchener Avenue, Gresham Street and Shepperton Road be designated as a Future Investigation Area (refer to Figure 13.4) and the Town engages with landowners and community to gauge support for the changes above.

Improving Streetscapes

The Town is preparing the Albany Highway Precinct Structure Plan that will include streetscape design guidance for key approaches to Albany Highway including Mint Street to the railway line and Carlisle train station. The Plan may also include some recommendations around built form that should be considered in the preparation of the new LPS No.2, Local Planning Policies and/or a future plans for the Carlisle Town Centre. The Albany Highway Precinct Structure Plan will be prepared during 2021. In addition, the PTA's *draft Station Access Strategy (PTA 2019)* recommends improving accessibility and the actual and perceived safety of streets and public spaces surrounding and leading to Carlisle Station, particular given the anticipated future increase in patronage and pedestrian activity.

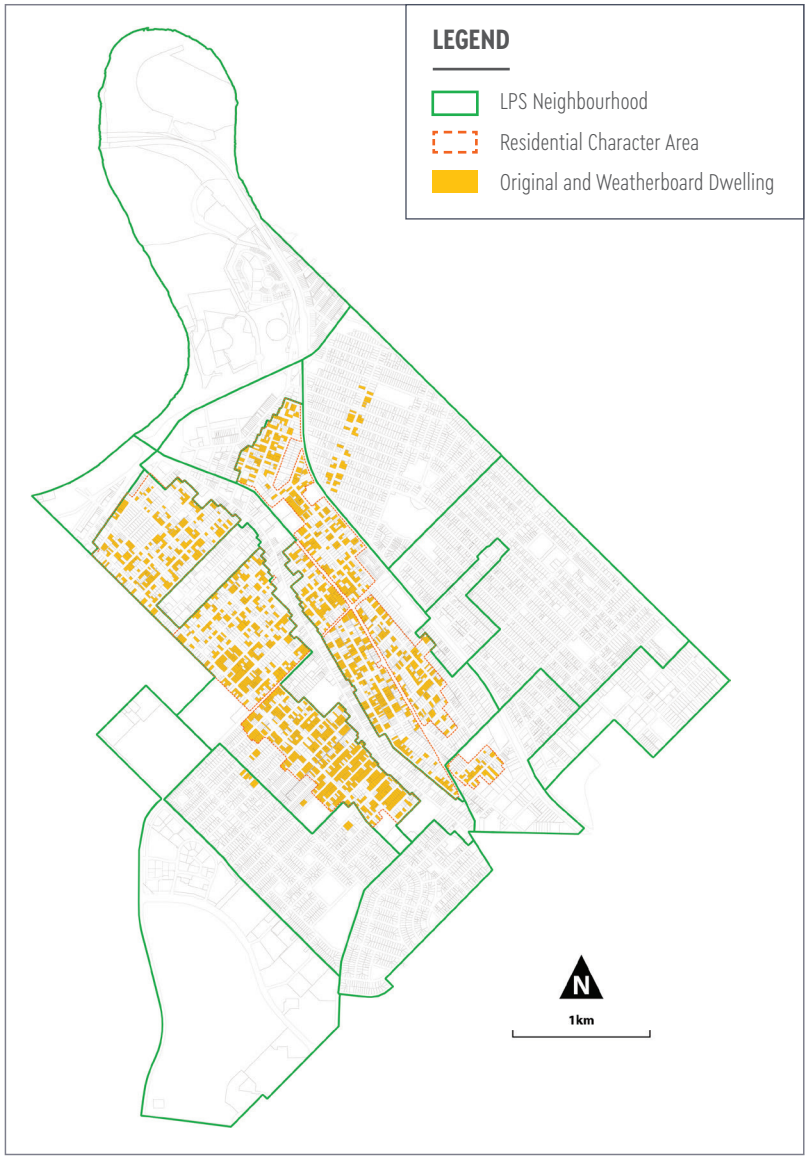


Figure 13.5 – Residential Character Area showing original and weatherboard dwellings

14. Carlisle Town Centre

The Carlisle Town Centre LPS Neighbourhood encompasses land around the Carlisle Train Station and along portion of Archer Street in Carlisle. The neighbourhood boundaries are roughly guided by the existing Archer Street local centre zone, commercial development around the Apollo Way intersection, and land around the Carlisle Train Station that has right-of-way access and is not affected by the Character Retention Area.

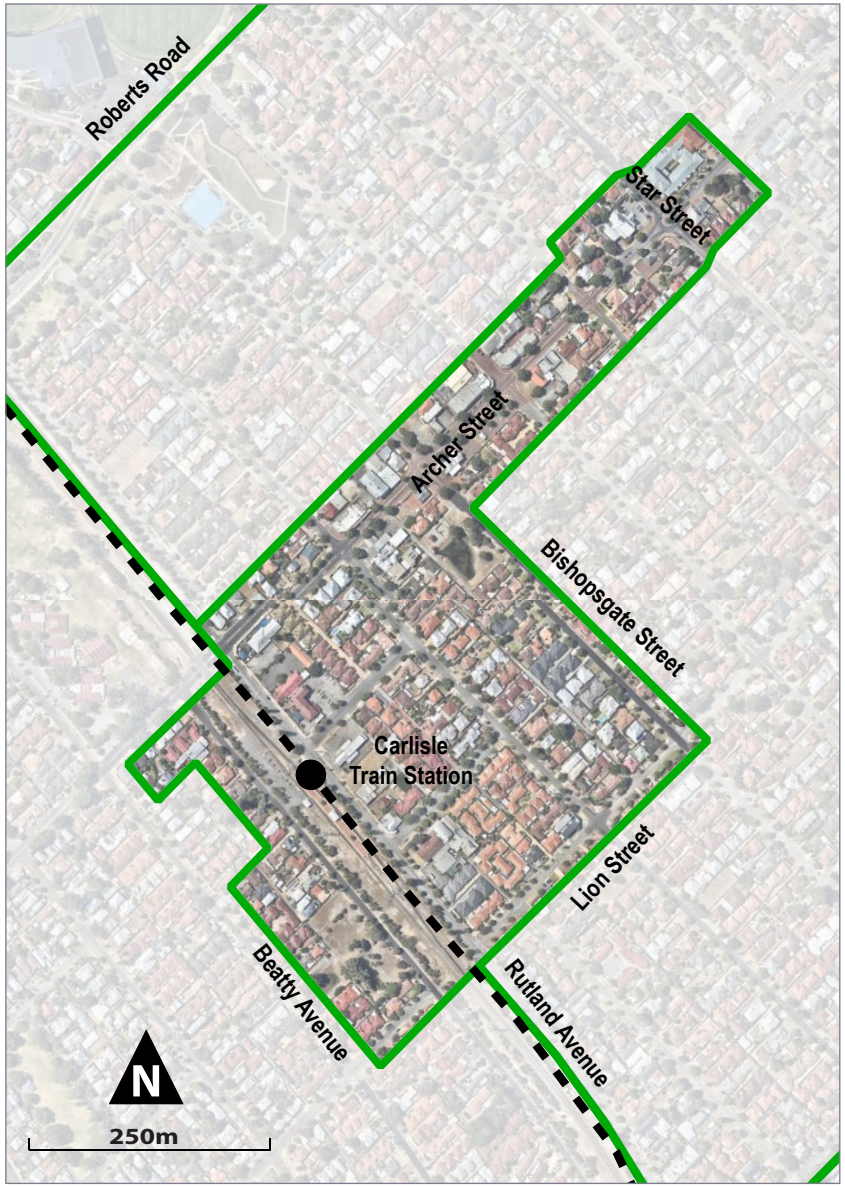


Figure 14.1 – Carlisle Town Centre LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, designates land around Carlisle Train Station as a Station Precinct and Archer and Mint Streets as Urban Corridors. The *Central Framework* seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

The policy guides the size and mix of commercial activity, density of housing and built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. The Local Centre zone on Archer Street is designated a Neighbourhood Centre according to the SPP 4.2 activity centre hierarchy. Neighbourhood Centres form important local community places that provide for daily to weekly household shopping, convenience retailing, community facilities and small-scale offices, as well as medium density housing. SPP 4.2 sets a residential density target of between 15 and 25 dwellings / hectare (per gross hectare[4]) in Neighbourhood Centres within the 200 metres walkable catchment.

METRONET

Stage 1 of METRONET includes the removal of the Mint-Archer Street level crossing, the construction of a new Carlisle Station, and new elevated rail line to create new public spaces below the line. This will change movement patterns and the interface between the station, rail corridor, and adjacent land uses.

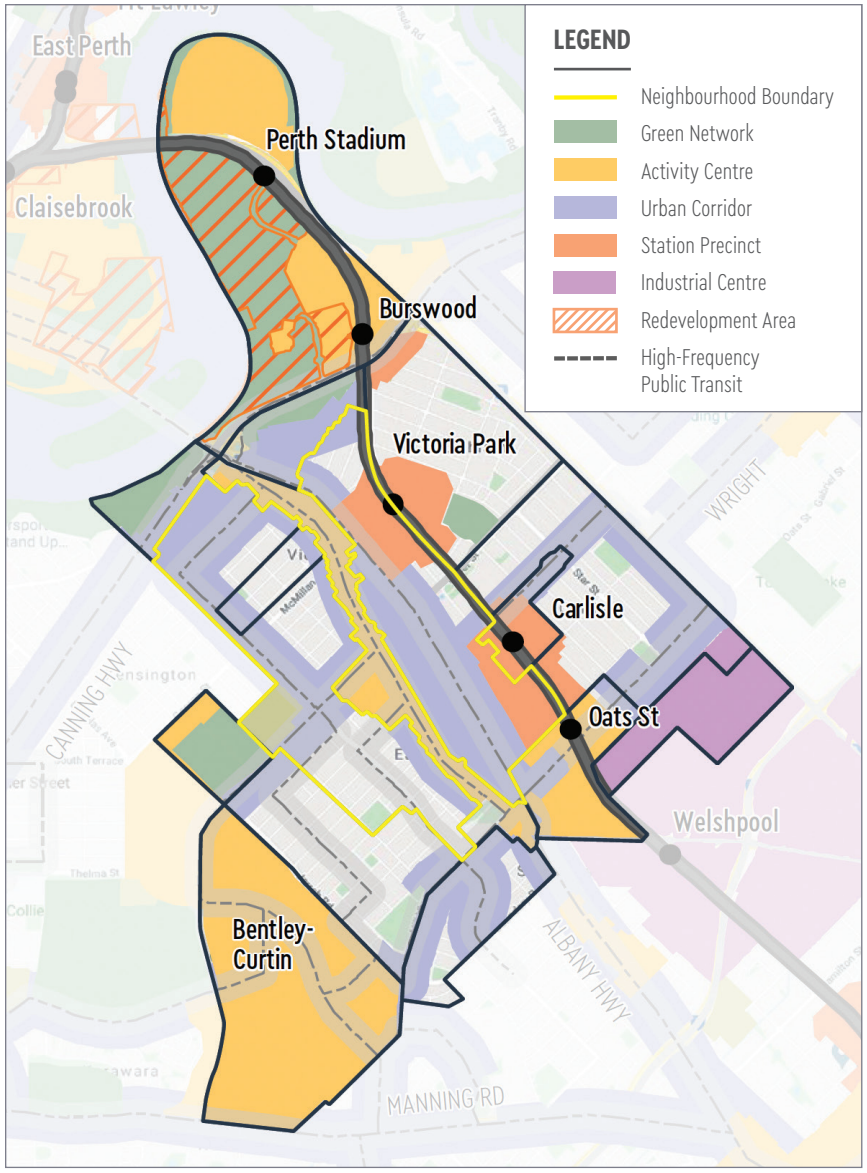


Figure 14.2 – Central Sub-Regional Planning Framework

4 Typically, the average R Code (or net density) equivalent is two to three times the number of dwellings per gross hectare.

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provide an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

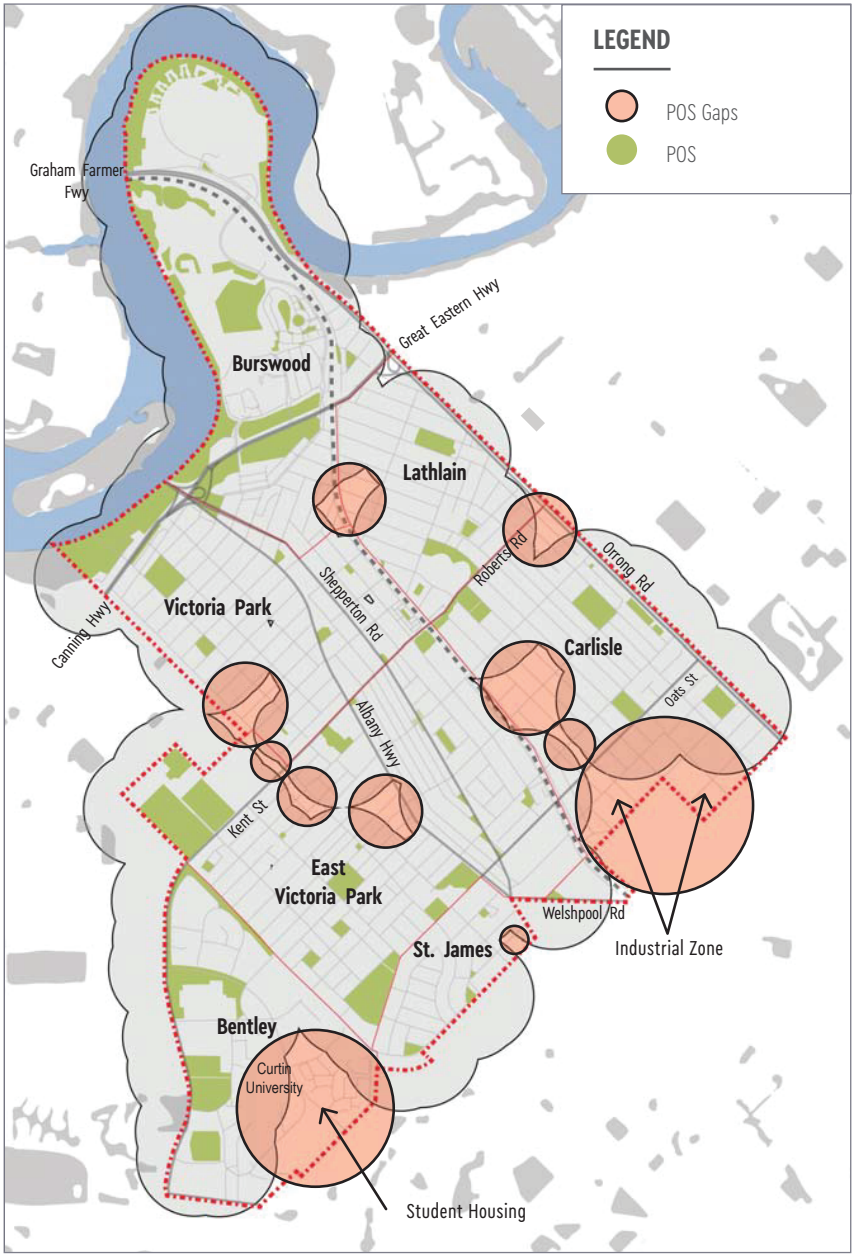
The Town's *draft Activity Centre Strategy* examined the Local Centre zone on Archer Street and the Commercial zone along Rutland Avenue and recommended:

- consolidation of the commercial zones by introducing an R30/R60 split coding in the Activation Area with R60 subject to mixed use on ground floor, residential above and max. Four stories height limit.
- removing the restriction on multiple dwellings (apartments) along Mint Street between the railway and Albany Highway.

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* identified a deficiency in access to neighbourhood parks in this part of Carlisle. To address the shortfall, the *Strategy* recommends investigating the potential for re-use and development of a number of drainage sumps (subject to drainage and engineering investigations) and the creation of new parks in future redevelopment plans for the Carlisle Town Centre Neighbourhood.

Figure 14.3 - Public Open Space Deficit



Town Planning Scheme No.1 (TPS No.1) and TPS Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 4 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- Carlisle Precinct Plan P8 – facilitates lower scale and intensity development, medium density housing (R30), multiple dwellings not permitted and commercial development to a maximum plot ratio of 0.5 with a residential density code of R30.
- Shepperton Precinct Plan P10 – facilitates lower scale and intensity development, medium density housing (R40), multiple dwelling not permitted and commercial development to a maximum plot ratio of 0.5 with a residential density code of R30.



Figure 14.4 – Town Planning Scheme No.1 Zoning

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure & Movement Network

Archer-Mint Street is a defining feature of the neighbourhood and is a District Distributor 'B' road carrying 13,000 vehicles per day and four bus routes that connect Elizabeth Quay Bus Station, Belmont, Curtin University, Redcliffe, Forrestfield and Maida Vale. Mint-Archer Streets form a key east-west movement link through the Town from Albany Highway to a signalised intersection at Orrong Road.

The neighbourhood is dissected by the Perth-Armadale railway line. The Carlisle Train Station opened in 1893 as Haydon's Siding. The station ranks 57 out of a total of 69 suburban stations for average weekday boardings (March 2018)[5]. The travel time between Carlisle Station and Perth Station is approximately 13 minutes.

The traditional grid street network across broader Carlisle extends across the neighbourhood creating uniform street blocks. There are 14 rights-of-way (ROWs) across the neighbourhood, many still registered as being owned by the original subdivider of the area.

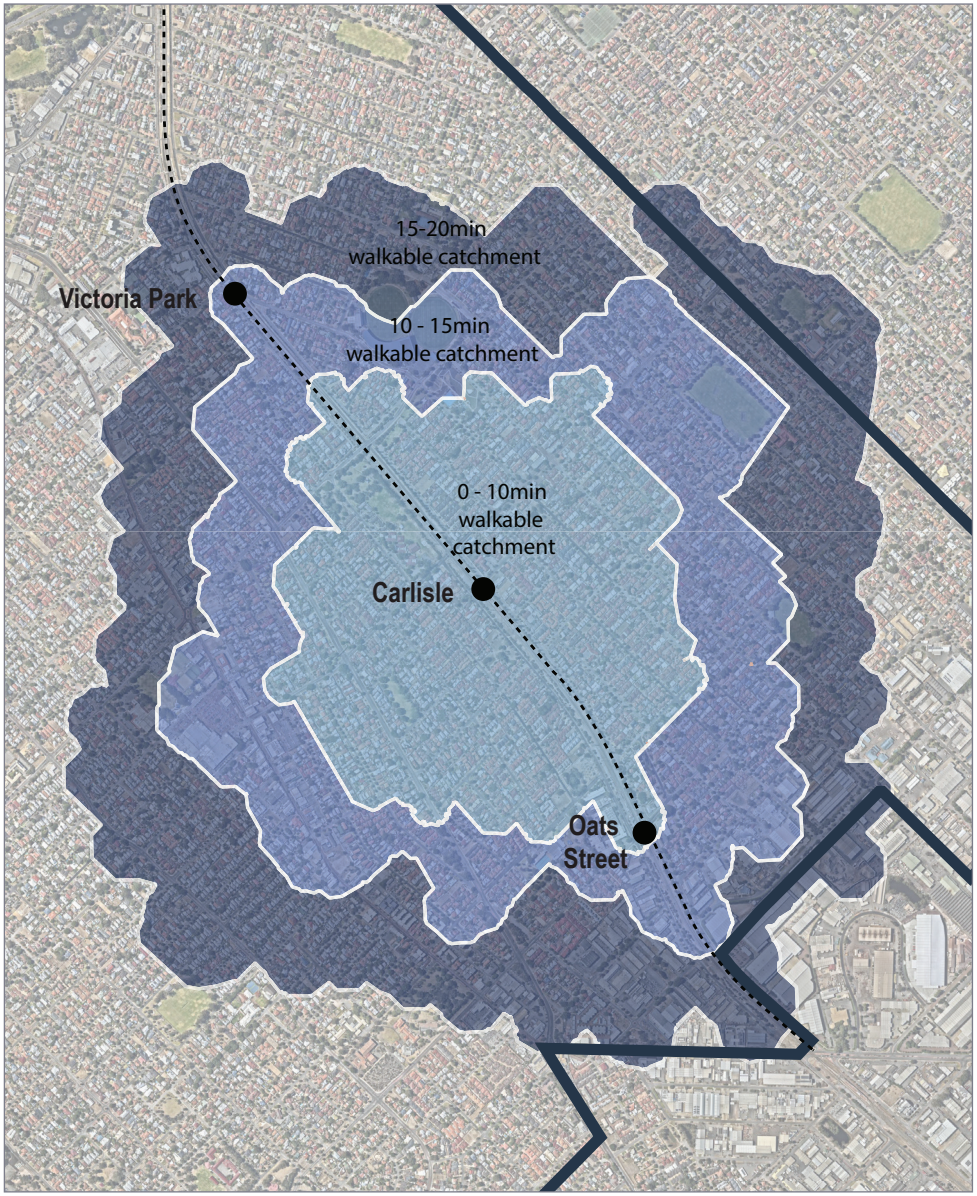


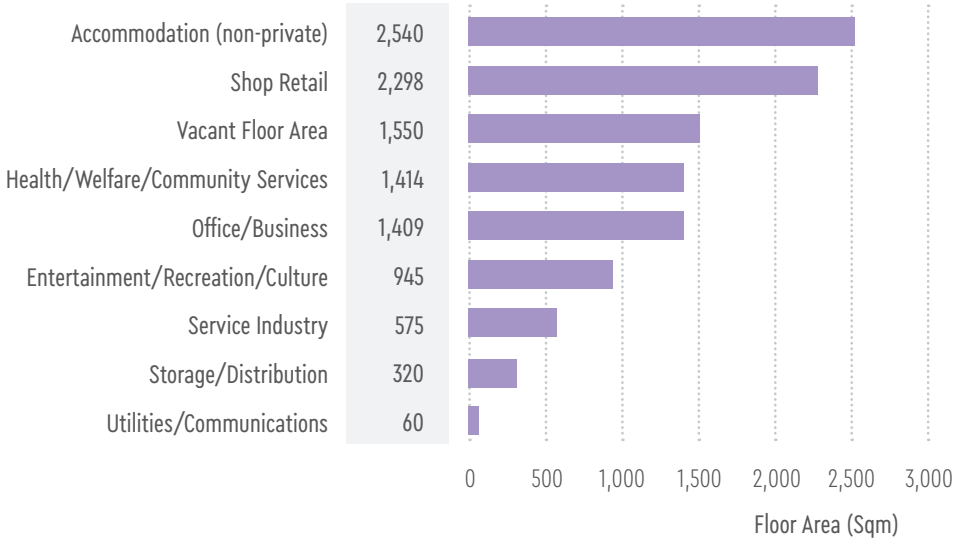
Figure 14.5 – Walkable 'Ped-Shed' Catchment from Carlisle Station

5. FLYT, *DRAFT Station Access Strategy – 11a Carlisle Station* (Perth: Public Transport Authority, 11/ 2019)

Land Use and Built Form

The neighbourhood supports a variety of commercial and community uses such a local shops and restaurants, residential aged care facilities, a community centre, the Carlisle Hotel, Uniting Church and children's day-care centre. In 2015–17, the Department for Planning, Lands and Heritage (DPLH) *Land Use and Employment Survey* identified just over 11,000 sqm of commercial floor space in the neighbourhood, with Shop Retail making up 23% of total floor space and Accommodation 23%. Vacant floor space was high at 14%.

Figure 14.6 – Types of Land Uses by Floor Space Area (minus residential)
(Source: DPLH, 2017)



There are around 315 dwellings in the neighbourhood, and the net residential site density is around 18 dwellings per hectare (across Residential and Commercial Zones). The majority of residential zoned lots have been developed to the maximum density permitted under the current TPS No.1 predominately for single storey villas (grouped dwellings).

Figure 14.7 – Extent of infill development to-date



Landscape and Public Realm

The neighbourhood has a relatively good coverage of mature trees along roads and shading footpaths, with the exception of the pathway along Rutland Avenue. The Archer Street centre is highlighted by red road pavement and has planter boxes and some seating.













METRONET's level crossing removal project at Archer and Mint Streets will shine a spotlight on the latent potential in the Carlisle Town Centre for business growth and shop-top apartments to add to this already bustling local centre.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Addressing Public Open Space Shortage

The Town's Public Open Space Strategy (POSS) identified a need for more open space and for potential re-use of drainage sumps and/or within the station precinct redevelopment. The POSS recommendations will be progressed via the POSS Implementation Plan. Refer to the Infrastructure Funding Chapter for discussion on contributions to POS.

Consolidation and Intensification of the Carlisle Town Centre

Designation of land within the Carlisle Town Centre Neighbourhood as a station precinct and urban corridor in the State Government's *Central Sub-Regional Framework* requires investigation of the potential for intensification of residential and/or commercial activity and potential changes to TPS zones, R-Code densities and development requirements. The Town's *draft Activity Centres Strategy* recommends consolidation of commercial areas and activity between Archer Street and Rutland Avenue and higher densities within and surrounding the centre.

Any future changes to the local planning framework will depend on the outcomes from METRONET's Archer-Mint Street level crossing removal project, which is currently in the detailed design and delivery phase. The ultimate layout of the station, public spaces and associated infrastructure may enable various opportunities for adjacent land. The Town is currently engaging with METRONET in this respect. The outcomes of the METRONET project and redefinition of the Activity Centre boundaries to guide future investigation of development opportunities and changes to the planning framework.

It is recommended that the Town designates the Carlisle Town Centre Neighbourhood as a Precinct Planning Area and that a future planning study be undertaken to identify redevelopment potential and changes to the planning framework with consideration of:

- the outcomes of the METRONET Level Crossing Removal project and re-definition of the Activity Centre boundaries to guide future investigation of development opportunities and changes to the planning framework.
- opportunities to address gaps in neighbourhood level public open space through new parks and/or public plazas.
- opportunities for higher density residential and mixed use development to provide housing diversity and choice (eg. shop-top housing, apartments, townhouses etc).
- opportunities to expand the range of commercial activities and community spaces to extend the main street environment and meet the needs of the broader Carlisle and East Victoria Park community within the functions of a Neighbourhood Activity Centre.
- opportunities to update development requirements to deliver high quality design at the interface of buildings and public spaces that contributes to a people friendly and distinctive main street environment, including development that opens up access to and activates laneways (right-of-ways).
- the constraint posed by the multiplicity of landowners, smaller lots and newer houses recently developed under the current TPS1 R30 densities that are unlikely to change in the short to medium term.
- consolidation of the commercial zones and commercial activity and consideration of the most suitable zone and densities to achieve planning objectives for the Centre.

Improving Streetscapes

The Town is preparing an Albany Highway Precinct Structure Plan that will include streetscape design guidance for key approaches to Albany Highway including Mint Street to the railway line and Carlisle train station. The Plan may also include some recommendations around built form that should be considered in the preparation of the new LPS No.2, Local Planning Policies and/or a future plans for the Carlisle Town Centre.

In addition, the PTA's *draft Station Access Strategy* (PTA 2019) recommends improving accessibility and the actual and perceived safety of streets and public spaces surrounding and leading to Carlisle Station, particularly given the anticipated future increase in patronage and pedestrian activity.

Accordingly, greater attention to the siting and design of buildings, carparks, public spaces and landscaped areas and to the type of permissible land uses is warranted to create active frontages and safe and welcoming streets. Application of best practice Crime Prevention Through Environmental Design (CPTED) principles should be embedded into any future changes in development requirements and the planning framework.

15. Carlisle Residential

The Carlisle Residential LPS Neighbourhood generally covers the residential neighbourhood of Carlisle, except for land in the Carlisle Town Centre-Station Neighbourhood and the Oat Street Station Precinct, and land zoned Industry.



Figure 15.1 – Carlisle Residential LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, designates Archer and Oats Streets, and portion of Orrong Road as potential Urban Corridors. The Framework seeks to increase residential density and/or other commercial or community activity in these areas, where appropriate, to maximise access to public transit services.

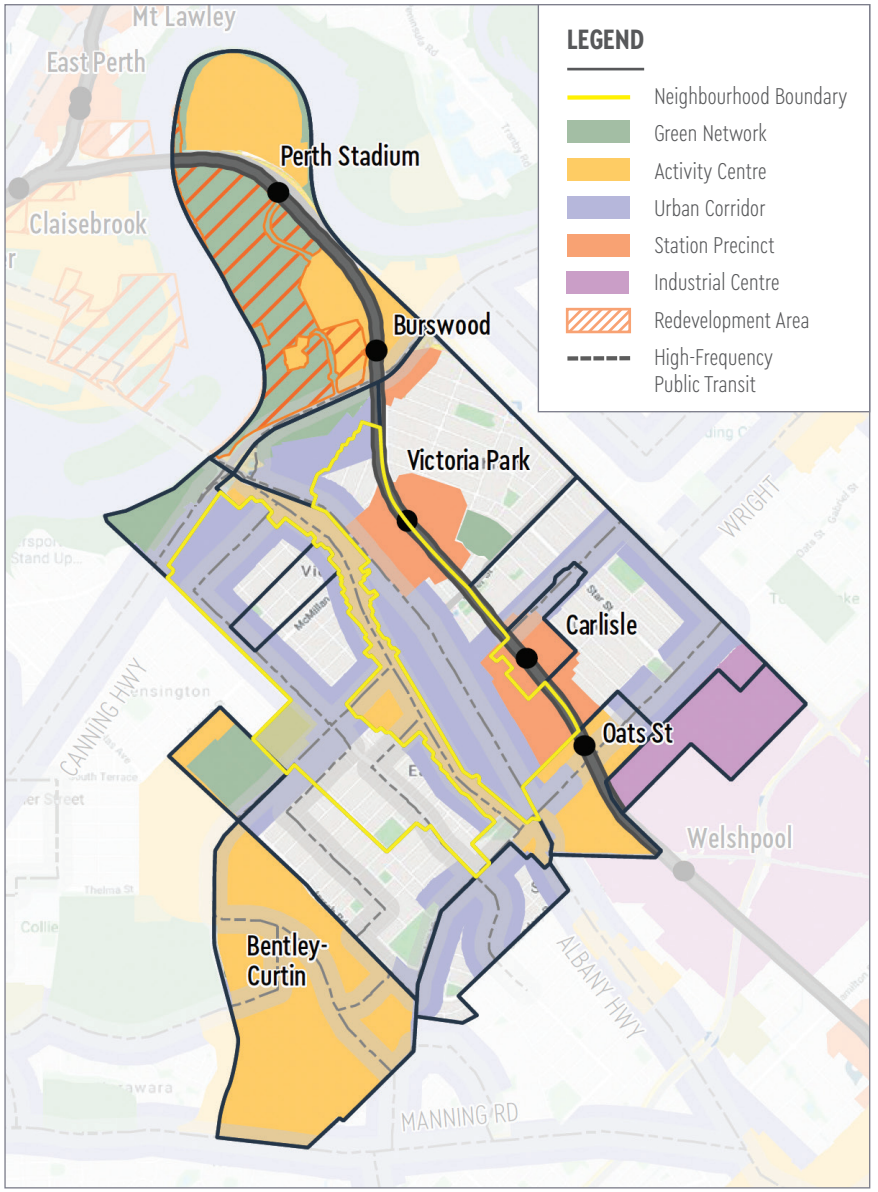


Figure 15.2 –Central Sub-Regional Planning Framework (WAPC, 2018)

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* identified several areas deficient in the distribution of neighbourhood parks across parts of Carlisle and made various recommendations to address this shortfall.

Town Planning Scheme No.1 and Local Planning Policies

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 4 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- **TPS Precinct Plan P8 (Carlisle)** – permits single and grouped dwellings at R30 density, generally in accordance with the R-Codes, and in keeping with the existing low-scale neighbourhood character. Apartments are not permitted. Development in the Commercial zone shall be a maximum plot ratio of 0.5, with an R30 density where residential development is proposed.

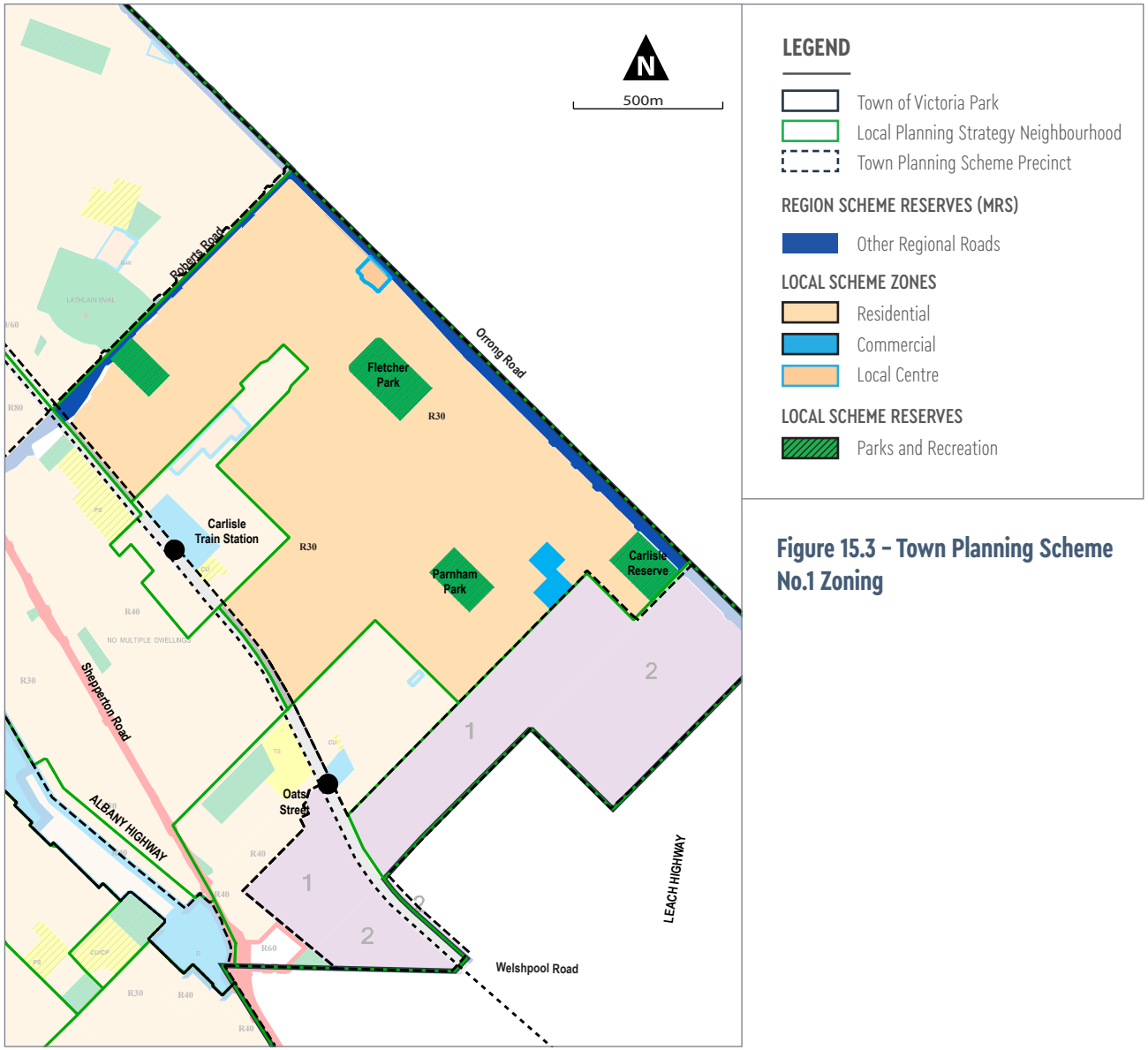


Figure 15.3 – Town Planning Scheme No.1 Zoning

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

The road network across the Carlisle Residential Neighbourhood is a traditional grid network forming a relatively uniform pattern of street blocks, some with rear Rights-of-Way (ROWs). Residential lots range from 249 sqm to 3,274 sqm with many having been subdivided under the R30 density code to around 260 sqm.

Star and Bishopsgate Streets are Local Distributor Roads, Roberts Road, Archer Street and Oats Streets are District Distributor Roads and Orrong Road is a Primary Distributor Road. Bus routes run along Archer, Star and Oats Streets and a large proportion of Carlisle is within a 10-minute walk (800 metres) of Carlisle or Oats Street Train Stations. A regional bike path (Principal Shared Path) runs along the railway line.

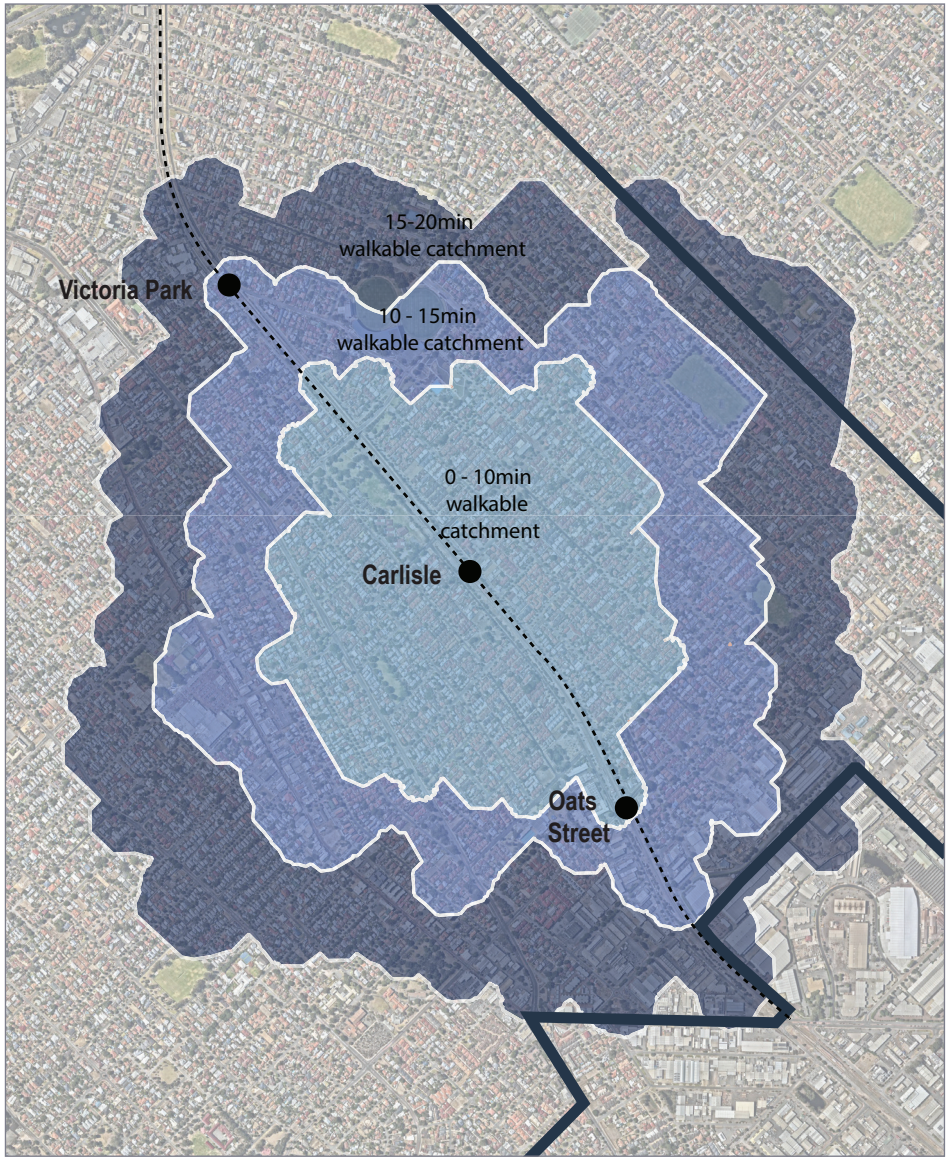


Figure 15.4 – Walkable distances from Carlisle and Oats Street Train Stations
(Source: Draft Carlisle Train Station Access Strategy, prepared for PTA by Flyt, 2019)

Land Use and Built Form

The neighbourhood contains a variety of traditional neighbourhood community and institutional land uses such as churches, pre-primary and primary school, parks / sporting ovals, aged care and disability support accommodation.

The Commercial zone around the corner of Oats and Harris Streets comprise mostly residential buildings with a delicatessen and several commercial activities (such as radiator, upholstery and vintage shops). The Local Centre zone along Orrong Road accommodates two fuel stations and a fast food outlet. In 2015-17, the State Government's *Survey of Land Use and Employment* identified 790 sqm of occupied floor space in the local centre on the corner of Archer Street and Orrong Road, although the IGA supermarket has since closed, and 2,245 sqm commercial floor space in the Oat Street Commercial zone.

There are 2,700 dwellings in the neighbourhood, and the net residential site density is 21 dwellings per hectare (across Residential and Local Centre / Commercial zones). The dominant housing type is single storey grouped dwelling villas, followed by single houses.

Landscape and Public Realm

The neighbourhood has relatively wide streets, most with a good coverage of mature trees and footpaths, however there has been significant loss of tree canopy on private land through infill redevelopment. There are several large parks accommodating community and sporting facilities and ovals.







Re-subdivision of original larger lots across Carlisle has contributed to housing choice and affordability that suits singles, couples and families alike.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Response to Central Planning Framework – Urban Corridors

The *Central Sub-Regional Planning Framework* designates the entire length of Archer Street, Oats Street and part of Orrong Road as potential Urban Corridors. The Town must address whether an increase in density is suitable for these areas to facilitate higher dwelling yields.

Under the current TPS No.1 most of Carlisle is zoned Residential R30 density. This has resulted in extensive infill redevelopment of original properties, most with single storey grouped dwelling villas (2–3 per lot) and to a lesser extent, 5–6 villa complexes and small lot single terrace homes. There has been no development of apartments as they are not currently permitted under the R30 zone. As such, a large proportion of the neighbourhood has been developed to the maximum density permitted under R30 and remaining 'undeveloped' lots are scattered across the neighbourhood.

The R30 zone has resulted in an increased supply of housing in Carlisle at relatively affordable prices. While redevelopment to R30 has contributed to increased diversity of housing across the Town generally, there is limited diversity within Carlisle itself. In effect, the types of houses being developed reflect the original housing stock (smaller 3 bedroom by 1–2 bathroom stand-alone dwellings), only in a more dense pattern with less space around and between houses, loss of mature trees, more driveways and hardscapes along streets and less private open space areas. The new pattern of development reflects the intent of the TPS Precinct Plan for low-scale neighbourhood character but in reality there has been a change in neighbourhood character, while providing significant benefits to property owners and residents seeking smaller, more affordable homes.

The *Central Sub-Regional Planning Framework* suggests residential densities between R40 to R60 for Urban Corridors to facilitate the development of small-scale apartments (ie. 2–3 storeys) to achieve meaningful dwelling yields and provide for greater numbers of people to live close to public transit. Given the limited amount of developable larger lots and their distribution across Carlisle, any change in density would only be effective across a wider area. This would result in a significant change in neighbourhood character, although it would improve housing diversity.



Figure 15.5 – Extent of infill development

However, this scale of change was not envisaged by the community during the 2016–17 Strategic Community Plan engagement, and the community's preference was for targeted locations for density around train station precincts and within activity centres. In view of this direction and the limited gain from any increase in density to meet the Urban Corridor concept, changes in density for the Carlisle Residential neighbourhood are not recommended.

The community also identified the need for more granny flats and multi-generational living opportunities in Carlisle during the 2016–17 engagement. The Housing Chapter recommends changes to the Residential Codes (R-Codes) to encourage more ancillary and special purpose smaller homes (including aged). Planning for intergenerational housing is more complex and requires further investigation. In any event, two grouped dwellings can be designed as attached dwellings, with additional fire-proofing to operate as a multigenerational home, and the same applies for communal-style grouped dwelling complexes.

Minor Adjustments to Commercial Areas

TPS No.1 does not provide any specific guidance on the application of the R30 zone over the Commercial and Local Centre zones and this has resulted in the Commercial zone along Cohn Street being developed solely for residential uses. The commercial areas in the Carlisle Residential Neighbourhood are relatively small, but they make a valuable contribution to the provision of commercial services, activities and employment, as well as interest and diversity from an urban landscape (probably the wrong word – form, diversity, interest?) perspective, and should be retained for commercial activity and/or mixed use (for instance residential above commercial).

As such the following is recommended:

- the Commercial zone on Cohn Street should be rezoned to Residential R30 in LPS No.2 to reflect the residential land use;
- the Local Centre zone at 44 (Lot 61) Archer Street (corner Orrong Road) should be extended over the entire lot to reflect the existing commercial activity; and
- the development requirements for the Commercial and Local Centre zone should be amended to limit residential development to first floor and above along the primary street frontage, and should increase plot ratio to 0.8 to maximise development of land, subject to retention of mature trees and provision of on-site car parking.

Note that the Economic and Housing Chapters propose the preparation of a generic Local Planning Policy for Local and Neighbourhood Centres (and other small commercial areas) that will provide consistent and updated planning provisions relating mixed use development.

Minor Adjustments to MRS Zoning

The land bounded by Orrong Road, Cohn, Harris and Briggs Street, is zoned Industrial under t he Metropolitan Region Scheme (MRS) but includes public open space and residential uses. The WA Planning Commission should amend the MRS zone to Urban to reflect the use of the land.

Carlisle Minor Town Planning Scheme No.3 (1969)

Original subdivision of the area bounded by Star Street, Roberts Road, Orrong Road and Briggs Street was guided by the Carlisle Minor TPS No.3 but is no longer required. The Council resolved in July 2017 to rescind this Scheme and this will be progressed with the Department for Planning, Lands and Heritage.

Address Public Open Space Shortage

The Town's *Public Open Space Strategy* (POSS) recommends upgrades to several existing parks and investigation of other areas for conversion to parks (subject to consideration of drainage and engineering requirements) to address shortfalls in POS. These recommendations will be progressed through the POSS Implementation Plan. The Infrastructure Funding Chapter recommends developer contributions be used to help fund POS upgrades and new parks.

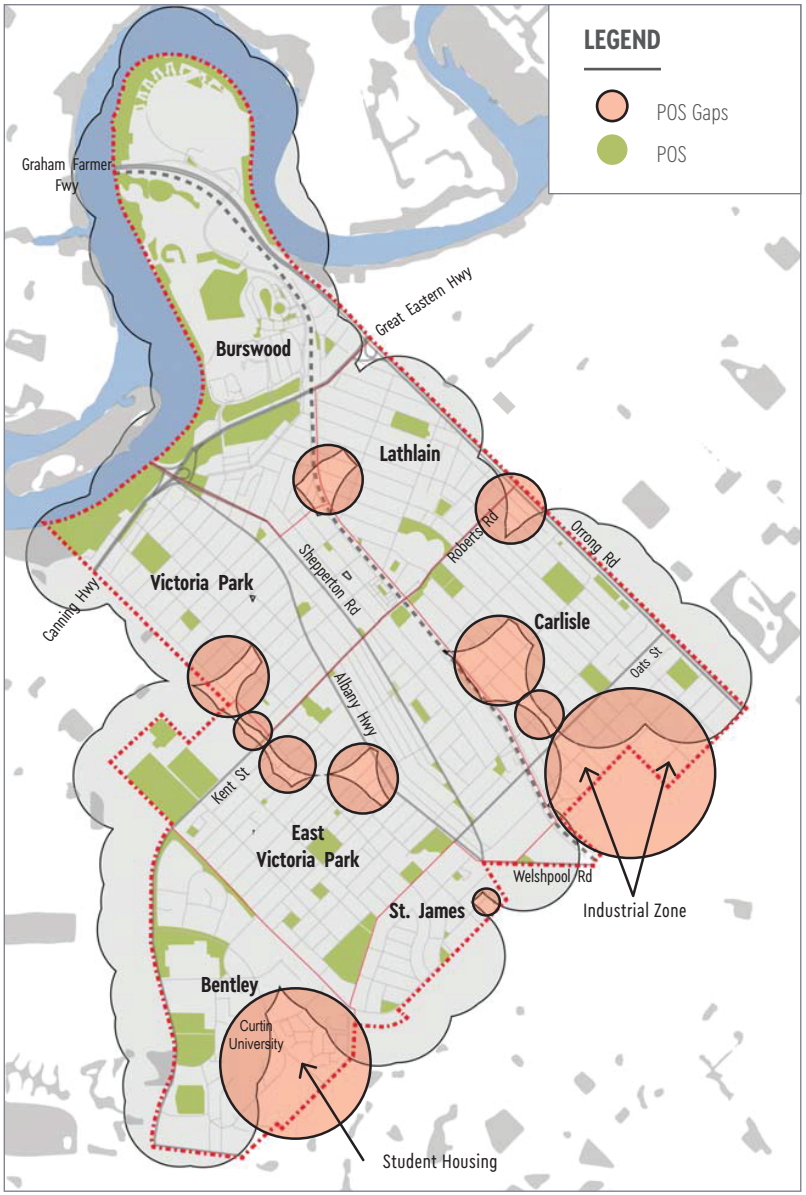


Figure 15.6 – Public Open Space Deficit

16. Oats Street Station

The Oats Street Station LPS Neighbourhood encompasses residential land either side of the Oats Street train station and industrial land south-west of the Perth-Armadale railway line. The neighbourhood boundaries have generally been guided by the boundaries of the Activity Centre outlined in the *Perth and Peel@3.5million Central Sub-Regional Planning Framework*.



Figure 16.1 – Oats Street Station LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, Perth and Peel @3.5million Central Sub-Regional Framework, designates land around Oats Street train station as an Activity Centre (including the land zoned Industrial 1 under TPS No.1) and Oats Street and Shepperton Road as Urban Corridors. The Central Planning Framework seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

The policy guides the size and mix of commercial activity, density of housing and built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. Oats Street is designated as a District activity centre according to the hierarchy of Centres in SPP 4.2 although the boundaries of the centre are not specifically defined. District Centres have a focus on servicing the daily and weekly needs of residents and their relatively smaller scale catchment enables them to have a greater local community focus and provide services, facilities and job opportunities that reflect the particular needs of their catchments. District Centres should support a mix of land uses and office development should complement the function of the centre. SPP 4.2 sets a residential density target between for District Centres between 20 and 30 dwellings per gross hectare in the Centre and within 400 metres of the Centre, as well as more intense commercial activity.

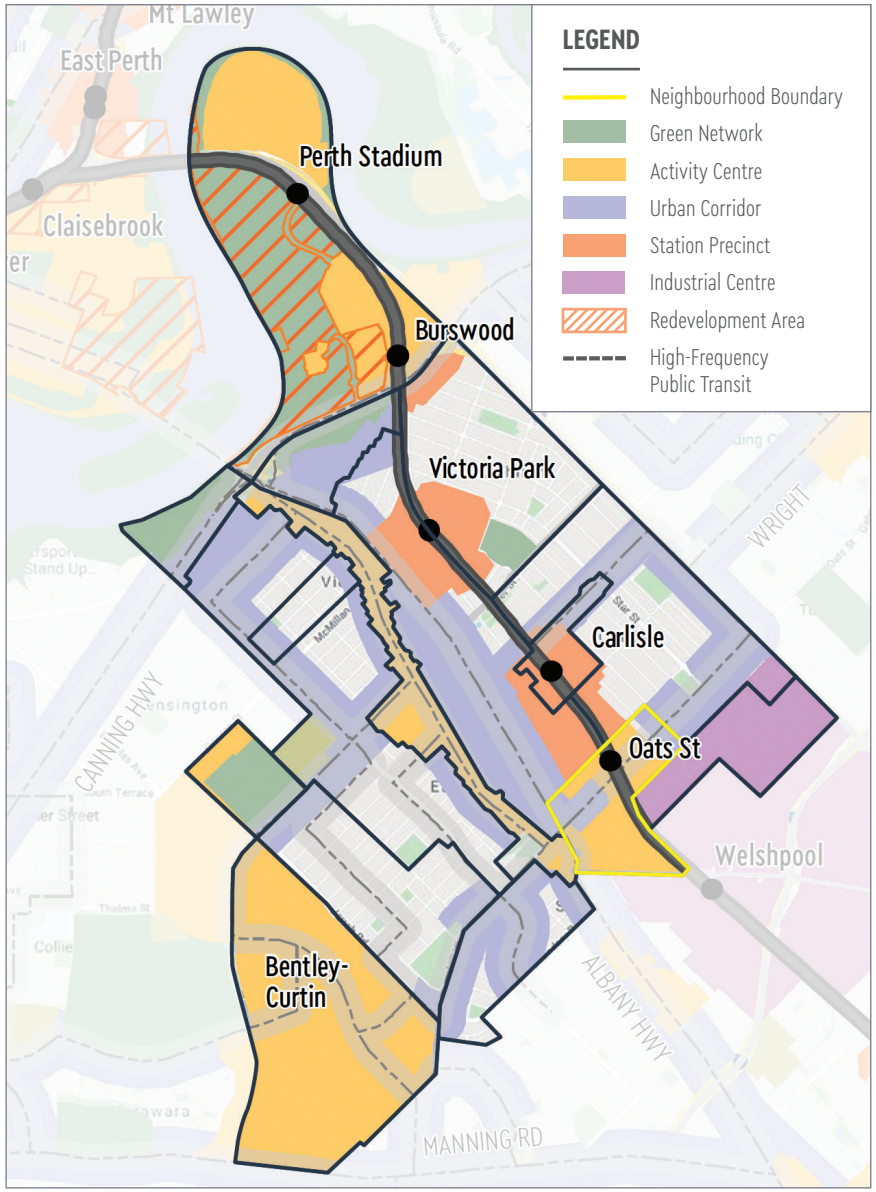


Figure 16.2 – Central Sub-Regional Planning Framework

METRONET

Stage 1 of METRONET includes the removal of the Oats Street level crossing, the construction of a new Oats Street Station, and new elevated rail line to create new public spaces below the line. This will change movement patterns and the interface between the station, rail corridor and adjacent land uses.

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's *draft Activity Centre Strategy* made the following comments and recommendations regarding land around Oats Street station:

- there is no identifiable existing centre or rationale for designating the area a District Centre under SPP4.2 and the precise boundaries of the Activity Centre are unclear;
- there are few opportunities for redevelopment due to newer development of grouped dwellings and subdivision of land under the current TPS No.1 R30 and R40 zones, with little sign of a switch from industrial uses in the Industry zone, although the MRS Urban zone underlying the TPS No.1 Industry zone (west of the railway line) suggests industrial activity may be peripheral to the industrial needs of the region;
- development of a district level centre may be dependent on relocation of the station further south conversion of the industrial area to commercial and residential uses around the new station with local shopping facilities;
- retail modelling indicated future centre land uses should be based on uses other than retailing, predominantly mixed commercial and residential uses with potential for retail floor space of around 2,100 sqm (small neighbourhood centre) to 2031; and
- recommends – change the Industry zone (west of railway) to Residential /Commercial zone and change density across whole area to R30/60 with higher code subject to design criteria and ground floor mixed use (residential/commercial).

Public Open Space Strategy (2019)

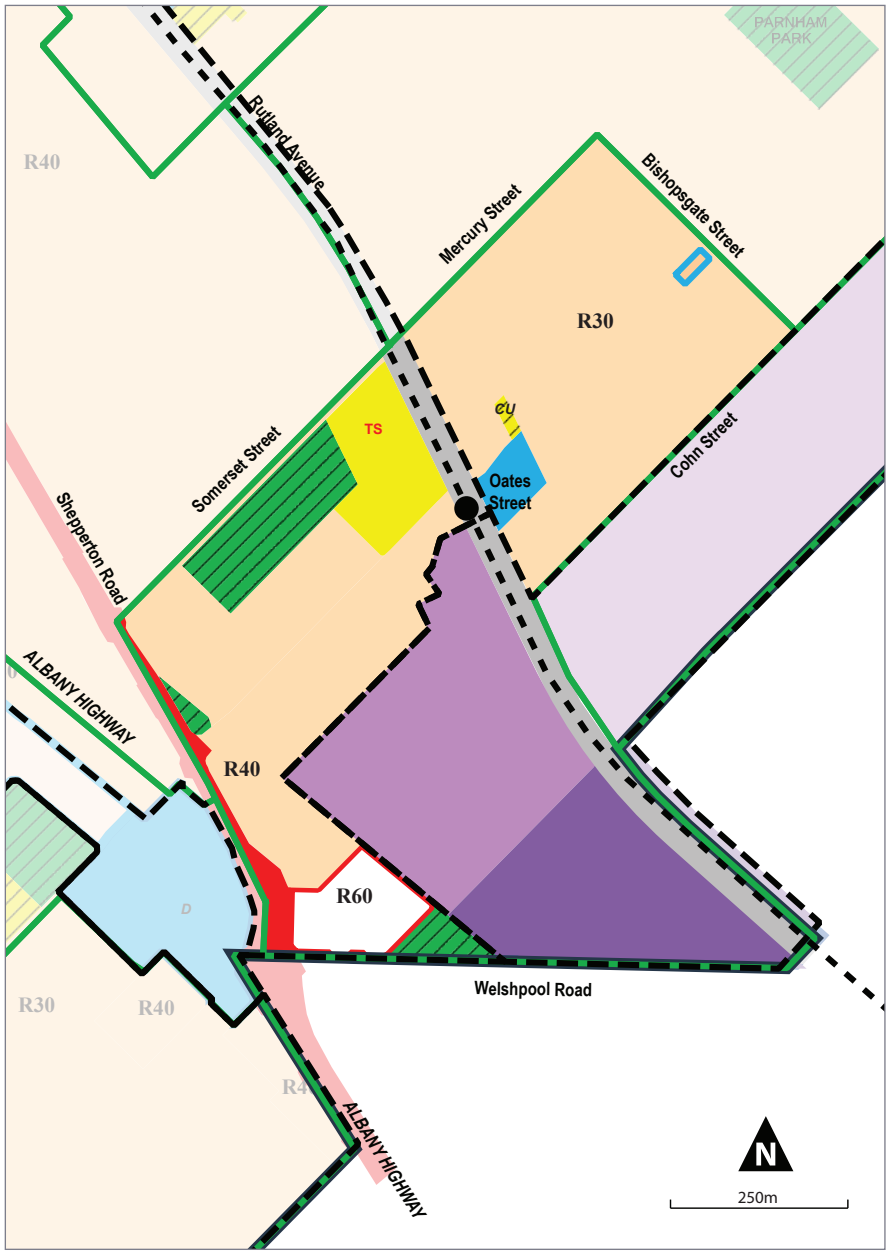
The Town's *Public Open Space Strategy* identified a deficiency in access to neighbourhood parks in this part of Carlisle. To address the shortfall, the Strategy recommends investigating the potential for re-use and development of a number of drainage sumps (subject to drainage and engineering investigations) and creating new parks in future redevelopment plans for the Oats Street Station Neighbourhood.

Town Planning Scheme No.1 and Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in the Figure and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- **TPS Precinct Plan P8 Carlisle** – facilitates low-scale, medium density residential development (single houses and grouped dwellings) with retention of original homes to conserve character and amenity. Multiple dwellings are not permitted. Commercial development shall be a maximum plot ratio of 0.5.
- TPS Precinct Plan P10 Shepperton – facilitates low-scale, medium density residential development and special purpose residential that shall enhance existing character and remaining quality housing with matching low-scale development in landscaped surrounds. Any expansion of functions and/or populations at the TAFE or Somerset Pool should not impact on adjoining residential amenity. Multiple dwellings are not permitted except in the R40 area south-east of Oats Street. Development in the Special Use zone shall be subject to an approved Local Development Plan, and the Eastern Gateway plan which was granted approval in 2001 provides for a wide diversity of commercial, accommodation and residential uses (R60).
- TPS Precinct Plan P9 Welshpool – facilitates small-scale light industrial uses and complementary non-industrial uses (eg. warehouses, showrooms, R&D offices) in the Industrial 1 zone and general industry in the Industrial 2 zone, to a maximum plot ratio of 1.

Part of the neighbourhood between Shepperton Road and the railway lies within the Residential Character Area as per Local Planning Policy 25 – Streetscapes that aims to conserve original dwellings (constructed prior to 1945) and ensure new development makes a positive contribution to streetscape character.



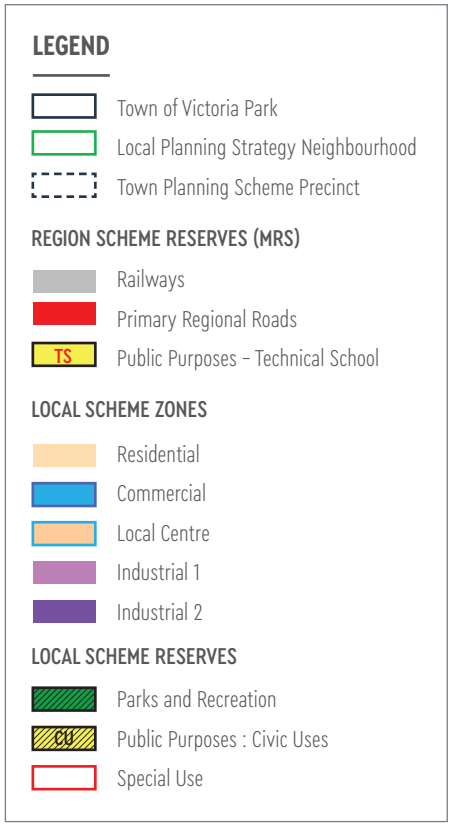


Figure 16.3 – Town Planning Scheme No.1 Zoning

Note – Land adjacent to the neighbourhood in the City of Canning is zoned General Industry, Commercial and Residential (R80, R60) under TPS No.40

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

The neighbourhood is dominated by the Perth-Armadale railway line which forms a barrier between the east and west areas of the neighbourhood. Oats Street forms a key east-west route through the Town, carrying under 13,000 vehicles per day , and provides the only vehicle connection across the railway line in the neighbourhood.

Shepperton Road is a Primary Distributor Road, Oats Street is a District Distributor A and Swansea Street East and Rutland Avenue are Local Distributor Roads.

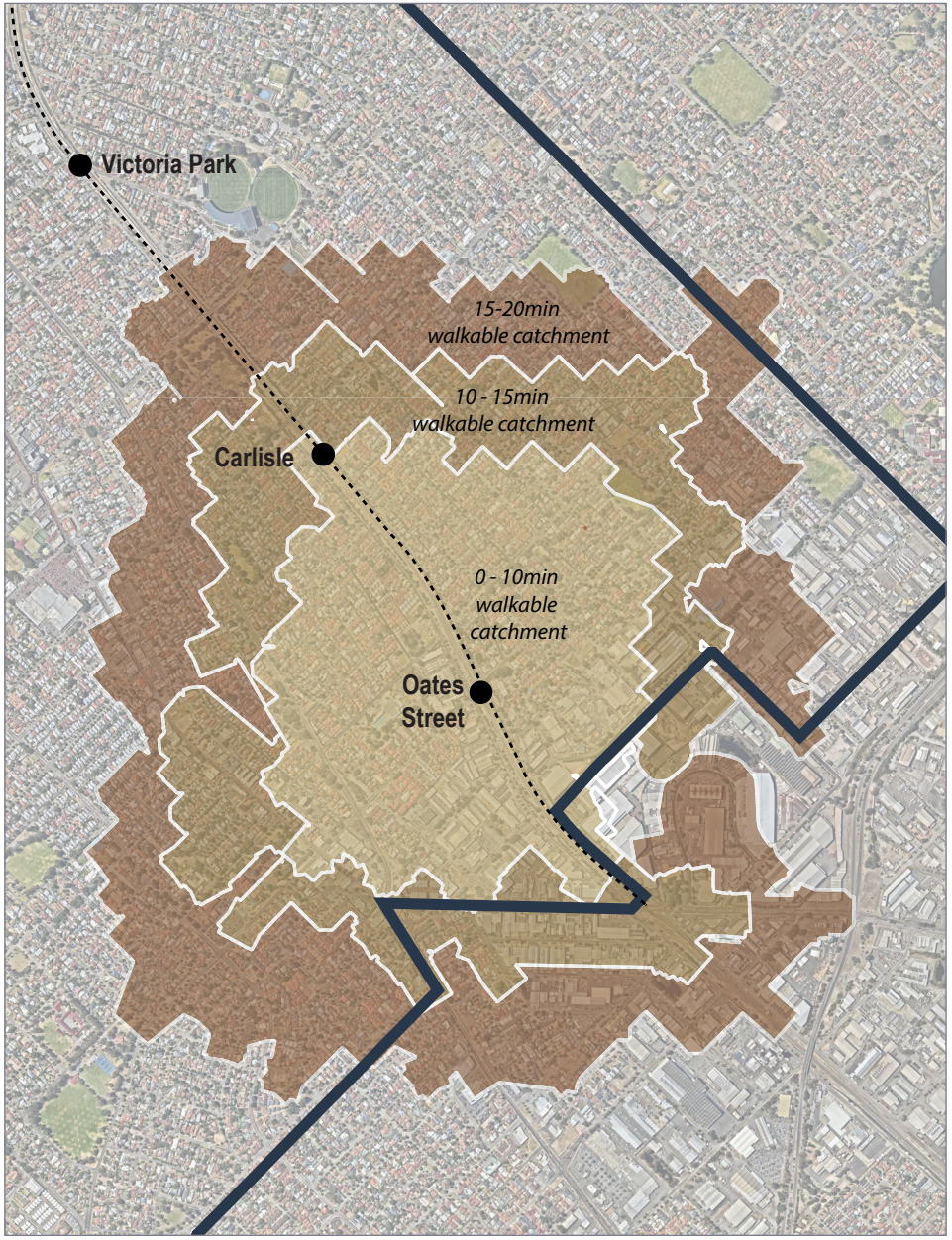
Streets are generally arranged in a grid network with relatively uniform street blocks but only a few rear laneways (rights-of-way). Street blocks in the industrial area are generally large. Lots in the Residential zones range from 195 sqm to 1,742 sqm (undeveloped) and in the Industrial Zone from 607 sqm to 15,600 sqm.

The Precinct is highly accessible by public transport with a Bus-Rail Interchange at Oats Street Station and bus services along Oats Street, Shepperton Road and Rutland Avenue. The Oats Street Station opened in 1954 and is 8 kilometres from Perth Central Station. Oats Street Station ranked 30th from 69 full-time operational stations on the metropolitan passenger network for average weekday boarding numbers in March 2018.[3]

3. Public Transport Authority, DRAFT Oats Street Station Access Strategy, Nov 2019.

Figure 16.4 – Walkable distance from Oats Street Station

(Source: Draft Carlisle Train Station Access Strategy, prepared for PTA by Flyt, 2019)



Land Use and Built Form

The neighbourhood contains a diversity of community and institutional land uses (such as education, child care, health, and leisure), the Swansea Street markets and the Brightwater disability rehabilitation centre, offices and accommodation.

In 2015–17, the State Government's Survey of Land Use and Employment identified over 56,000 square metres of floor space[4] in the Industrial Zone comprising Storage/Distribution (23%), Service Industry (17%), Commercial / Shop Retail (15%), Manufacturing/Processing (15%) and Office/Business (13%)[5]. Compared to the 2007–09 survey, there was significant growth in Other Retail/Shop Retail (increasing by 5,100 sqm), a slight decline in Service Industry (declining by 2,400 sqm) and a significant decline in vacant floor space (less 7,600 sqm).

Figure 16.5 – Extent of Infill Development

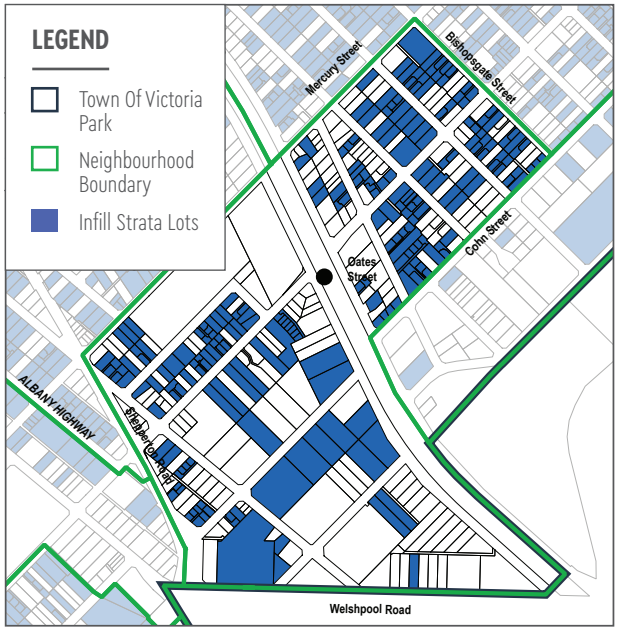
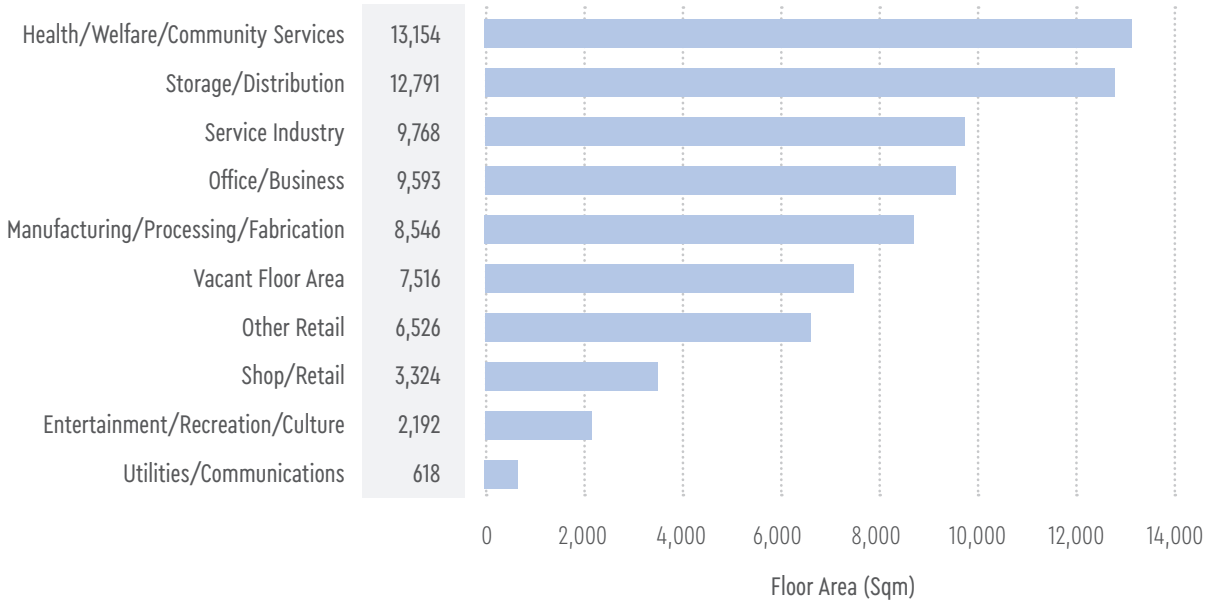


Figure 16.6 – Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)



Landscape and Public Realm

The neighbourhood has relatively wide streets with a fair coverage of canopy street trees and footpaths. There has been significant loss of tree canopy from private land through infill redevelopment which is being addressed through the Town's Urban Forest Strategy and Implementation Action Plan. Open space is available around the AquaLife Centre and small parks along Welshpool Road (Forward Reserve) and Shepperton Road.

There are 648 dwellings in the neighbourhood and the net residential site density is 25 dwellings per hectare (across Residential and Commercial zones). The majority of properties in the Residential zone have been developed to the maximum densities under TPS No.1 predominately with single storey villas (grouped dwellings) format, although there are several low-rise apartments (corner of Bishopsgate and Mercury Streets, and in the R60 Special Use Zone along Welshpool Road).

4. In comparison, the Industrial Zone east of the railway line has 192,000 square metres of floor space.
5. Department of Planning, Lands and Heritage, 2015/17 Perth and Peel Land Use and Employment Survey, Oct 2017, Perth: https://www.dplh.wa.gov.au/information-and-services/land-supply-and-demography/land-and-employment-surveys













METRONET's level crossing removal project at Oats Street may open up opportunities for redevelopment of aging infrastructure and places within this neighbourhood that could introduce greater activity through housing and/or business development.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Maximising Development Potential within the Station Precinct

The Central Sub-Regional Framework identifies potential for more intense development around the Oats Street station. The Town's draft Activity Centres Strategy also identified potential for intensification of residential and commercial land uses including the possibility of rezoning the Industrial area (west of railway) to accommodate mixed-use. METRONET are currently examining options to grade separate the level crossings, with potential for removal of the existing Oats Street Station and provision of a new station. Each option will have different implications for adjacent land. The Town is currently engaging with METRONET in this respect.

Addressing the potential for change around Oats Street station for diversity of housing and jobs is a priority of the Town. However, there are substantial and complex factors that require thorough investigation and consideration to maximise sustainable, long-term benefits, create exemplary communities, and an acceptable return on investment.

It is recommended that the Town designates the Oats Street Station Neighbourhood as a Precinct Planning Area and that a future planning study be undertaken to define activity centre boundaries, identify redevelopment options and potential changes to the planning framework with consideration of:

- METRONET is currently in the detailed design and delivery phase to remove the Oats Street level crossing and construct a new Oats Street Station. The layout of the station, public spaces, associated infrastructure, and movement routes to the station – including the control of surrounding intersections – may enable various opportunities for the adjacent land. The Town is currently engaging with METRONET in this respect to the outcomes of the project and the relocation of the Oats Street Station;
- the value or otherwise of designating land in the neighbourhood as an Activity Centre under the SPP4.2 hierarchy and appropriate boundaries to guide changes to the planning framework;
- the merits of retaining non-retail service commercial and service-light industry activity to provide locally accessible non-retail / service commercial / light industrial goods and services, diversified employment and business opportunities that complement the Town's predominant retail and entertainment economic base;
- the potential to transition all or part of the Industrial zone to a mixed commercial and residential area that takes advantage of the larger lot sizes to develop lower-rise, high density residential development and future population increases to support greater retail activity either around a new retail centre at the Oats Street Station or the existing St James Town Centre on Albany Highway;
- the need for a transition buffer between sensitive land uses (residential) to the general industry activity in the wider Welshpool industrial area;
- the constraint posed by the multiplicity of landowners and smaller lots in residential areas (facilitated by recent subdivision and development to current TPS1 R30 and R40 densities) that are unlikely to be redeveloped in the short to medium term without significant economic incentive, disruption and need for redevelopment coordination; and
- the lack of large residential redevelopment sites to facilitate residential densities envisaged under the Central Sub-Regional Planning Framework with the exception of potential for consideration of mixed residential and community uses at the TAFE and Leisure Life.

Special Use Zone – Eastern Gateway

It is recommended the Town work with landowners to update the planning framework for the Eastern Gateway Special Use zone given the time that has lapsed since approval of the original plan in 2001 and the introduction of the Apartment Codes (State Planning Policy 7.3 Residential Design Codes Volume 2 – Apartments). There is potential to 'normalise' the Special Use zone over land that has been developed and potentially to increase residential densities over land that remains undeveloped, given proximity to public transit and the St James Town Centre. This may also include rationalisation of land identified as future road widening on the corner of Shepperton Road and Welshpool Road, and Milford Street.

Addressing Public Open Space Shortage

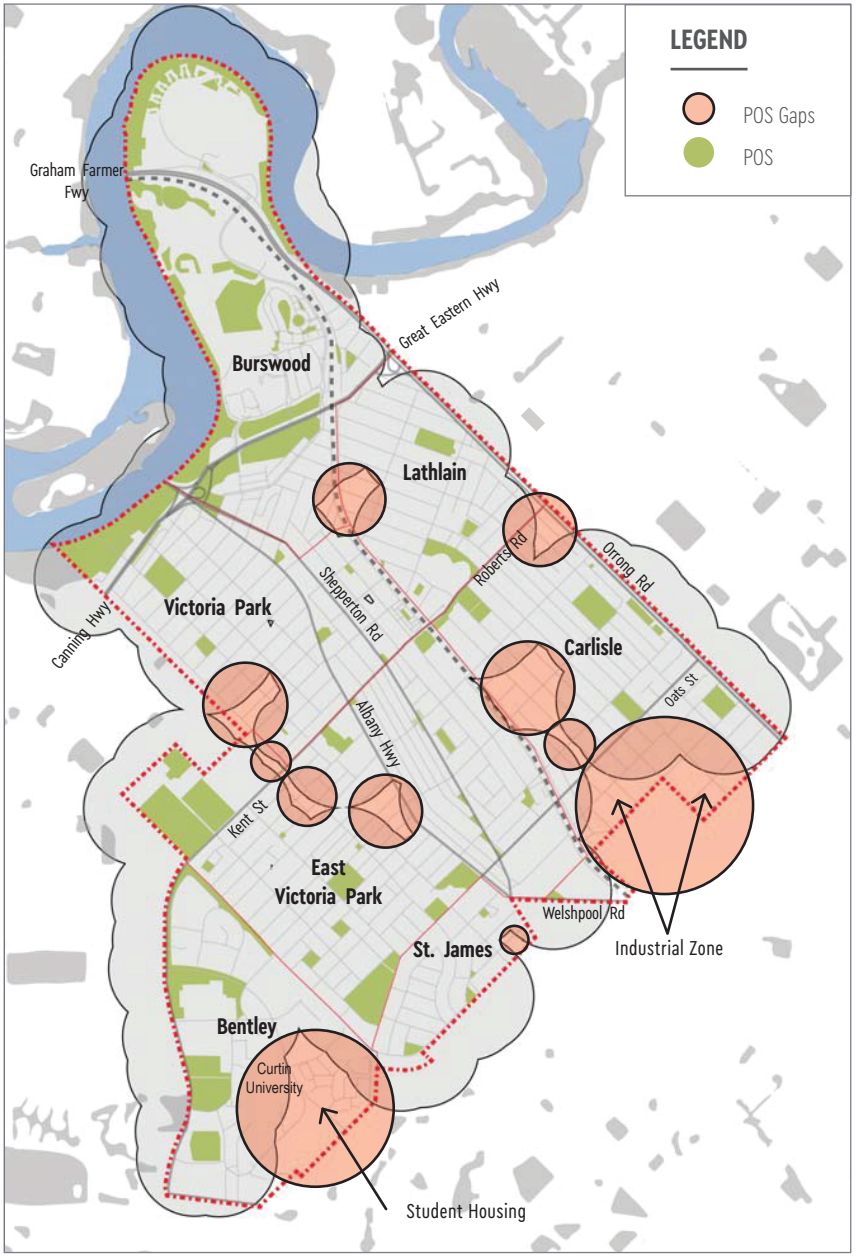
The Town's *Public Open Space Strategy* (POSS) identified a need for more open space and for potential re-use of drainage sumps and/or within the station precinct redevelopment. The POSS recommendations will be progressed via the POSS Implementation Plan. Refer to the Infrastructure Funding Chapter for discussion on contributions to POS.

Improving Streetscapes

The Town is preparing the Albany Highway Precinct Structure Plan that will include streetscape design guidance for key approaches to Albany Highway including Oats Street to the railway line and Oats Street station. The Plan may also include some recommendations around built form that should be considered in the preparation of the new LPS No.2, Local Planning Policies and/or a future plans for the Oats Street Neighbourhood. In addition, the PTA's *draft Station Access Strategy* recommends improving accessibility and the actual and perceived safety of streets and public spaces surrounding and leading to Oats Street station.

As such, greater attention to the siting and design of buildings, carparks, public spaces and landscaped areas and to the type of permissible land uses is warranted to create active frontages and safe and welcoming streets. Application of best practice Crime Prevention Through Environmental Design (CPTED) principles should be embedded into any future changes in development requirements and the planning framework.

Figure 16.7 - Public Open Space Deficit



17. Welshpool Industrial

The Welshpool Industrial LPS Neighbourhood comprises the land zoned Industrial east of the Perth-Armadale railway line. The neighbourhood is part of the larger Welshpool industrial area and is located 3 km from the Kewdale Freight Terminal and 5 km from Perth Airport. The boundaries of the neighbourhood align with the boundaries of the industrial centre shown in the *Central Sub-Regional Planning Framework*.

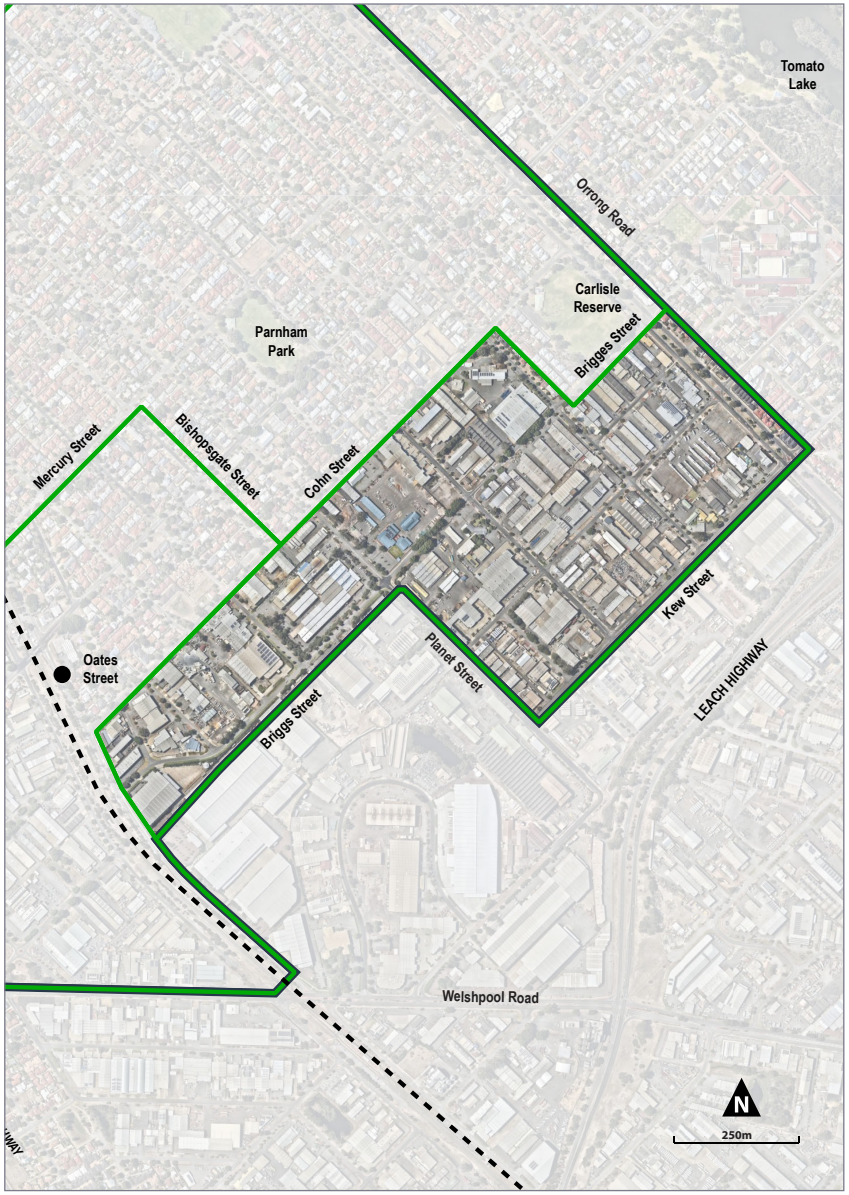


Figure 17.1 – Welshpool Industrial LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the Welshpool Industrial Neighbourhood is currently guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address through review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, identifies the neighbourhood as part of the broader Welshpool "Industrial Centre" and a place for a mix of land uses ranging from traditional manufacturing and industrial services to showrooms, warehouses and business parks. The *Framework* highlights the need to protect industrial areas from encroachment of commercial businesses more suited to activity centres while also adapting to changing market demands, to enable effective operation and maximise their contribution to economic and employment diversity and prosperity. The WA Planning Commission's *Economic and Employment Lands Strategy* (DPLH, 2012) highlighted the importance of Industrial zones in the Central sub-region noting they provided the highest number of jobs (95,000) outside of the Central Perth and West Perth business districts.

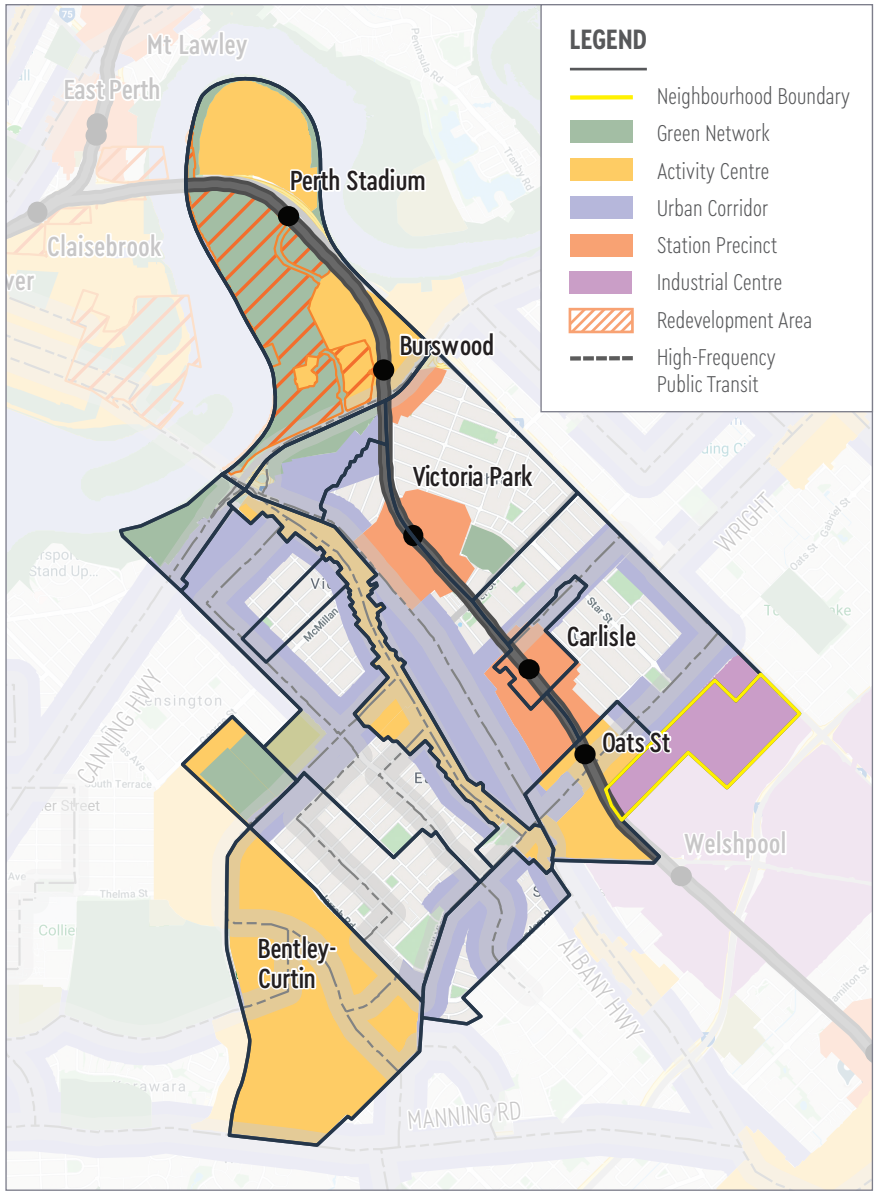


Figure 17.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

METRONET

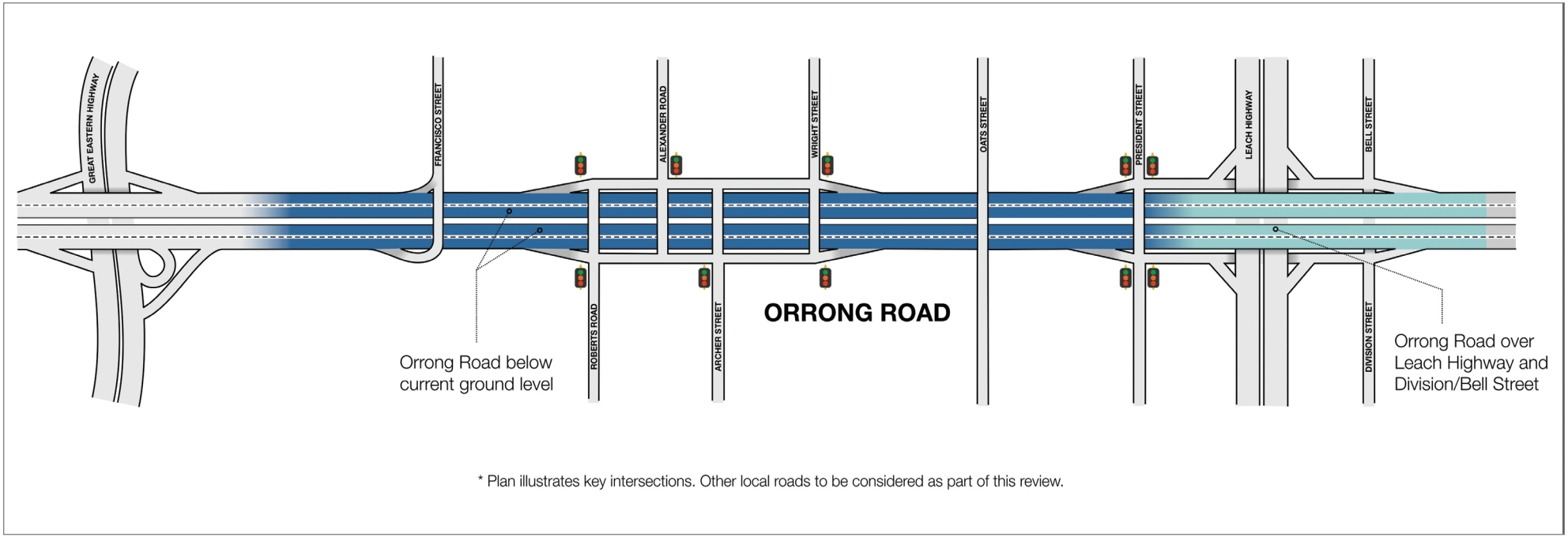
METRONET is a major project of the State government that has committed over $415 million (including Federal funds) for the removal of level crossings including Oats Street, as well as redevelopment of the station and surrounds. METRONET is assessing options for the Oats Street crossing. The Town is currently engaging with METRONET in this respect.

Orrong Road Planning Study (Main Roads, 2019)

In mid-2019 Main Roads released a preferred concept for reconstruction of Orrong Road between Leach Highway and Great Eastern Highway, comprising a sunken expressway and a modified ground-level local road network, to cater for an anticipated increase from 65,000 to 100,000 vehicles per day by 2031 generated from regional traffic and the Kewdale industrial area[6]. The purpose of the Study is to confirm a road design which then enables Main Road to make an application to the WA Planning Commission for widening of the Metropolitan Region Scheme (MRS) road reserve, which includes further engagement with landowners and community. Main Roads have not confirmed a start date for construction of the road.

Figure 17.3 – Orrong Road Concept Sketch
(Main Roads, 2019)

6. https://www.mysaytransport.wa.gov.au/orrong-road-planning-study/faqs#44205



TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Draft Activity Centre Strategy makes several recommendations for the neighbourhood:

- designate land around the Oats Street station as an Activation Area and rezone from Industrial to Residential / Commercial zone to support greater intensity of land uses around the station;
- retain the remainder as Industrial zone to cater for growing demand for warehousing (storage) and service industry and to provide a transition to the heavier industrial activity in broader Welshpool area;
- liaise with the Department for Planning, Lands and Heritage to have the entire area rezoned from MRS Industry to MRS Urban to facilitate changes around Oats Street station and noting the MRS Industrial zone is intended to provide more exclusively for heavy industrial activity versus light industrial activity.

Town Planning Scheme No.1 and TPS Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 4 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- Welshpool TPS Precinct Plan P9 – provides for light industry land uses in the Industrial 1 zone with non-industrial uses where incidental, discourages heavy industry / heavy haulage uses, low to medium scale development landscaped and setback to provide an acceptable interface with adjoining residential development, plot ratio floor space maximum 1.0. Provides for general industry land uses in Industrial 2 zone.

Note – the Welshpool LPS Industrial Neighbourhood is zoned Industrial under the Metropolitan Region Scheme (MRS), Orrong Road is Other Regional Road Reserve and the railway is Railway Reserve.

Note – land adjacent to the neighbourhood in the City of Canning is zoned General Industry under TPS No.40.

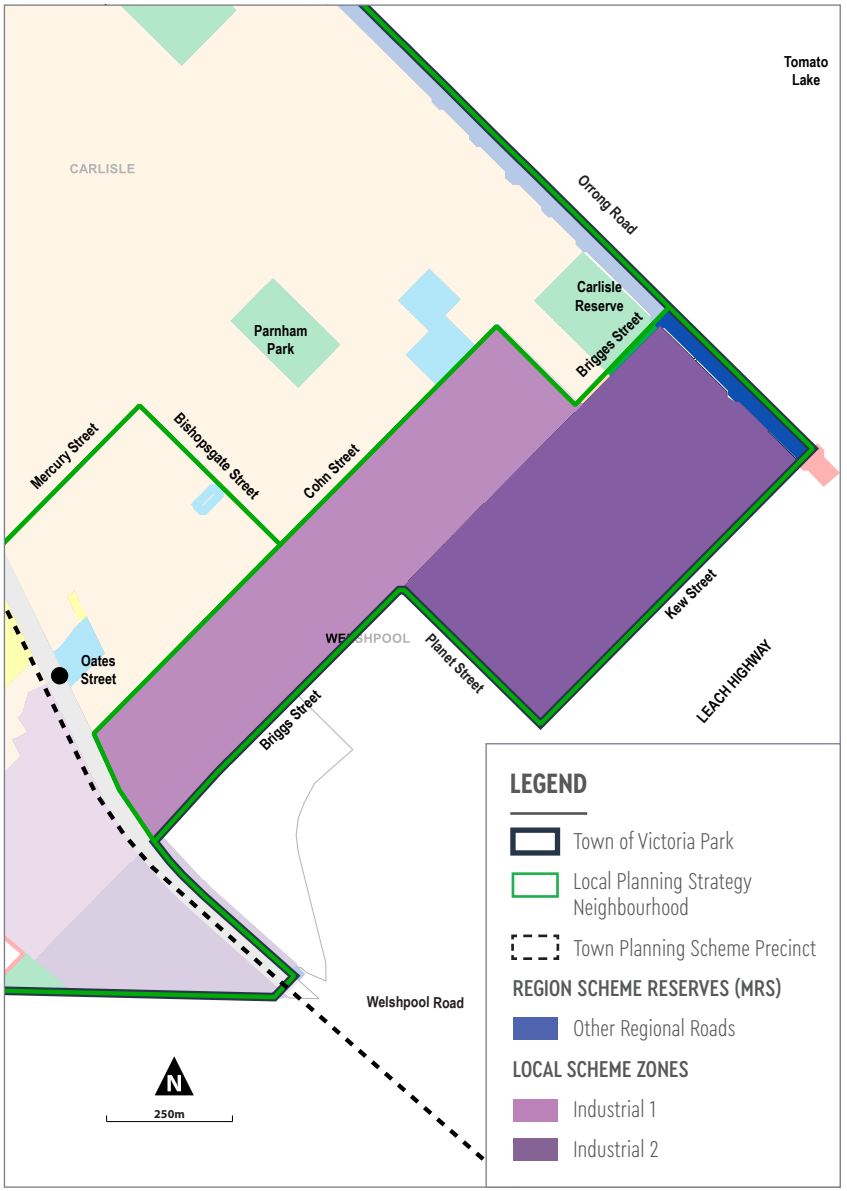


Figure 17.4 – Town Planning Scheme No.1 and TPS Precinct Plan

Existing Character

This outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

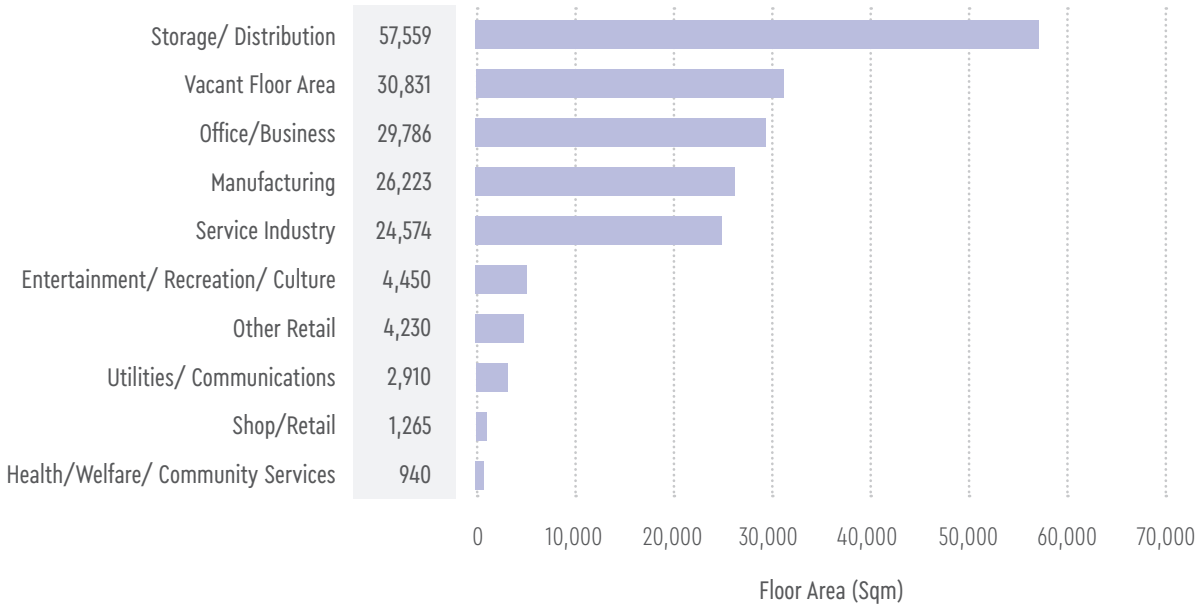
The neighbourhood is characterised by a grid network of streets, creating large uniform street blocks to provide for large lots. Development and subdivision over time has resulted in a large diversity of lot sizes range from 272 sqm to 28,000 sqm. Many properties are strata titled creating multiple strata tenancies. Briggs, Planet, Star and Kew Streets are Local Distributor Roads and Orrong Road is a Primary Distributor Road. Public transport services are available at Oats Street Station around 250 metres from the neighbourhood, with bus services along Oats and Star Street and Orrong Road.

Land Use and Built Form

The neighbourhood contains a wide variety of storage, light industry, manufacturing and commercial services, with a limited amount of non-industrial uses such as shops, gyms, education facilities etc.

In 2015–17, the State Government's *Survey of Land Use and Employment* identified 182,768 sqm of floor space and over 130 different types of business activity. Floor space comprised Storage / Distribution (31%), Office/Business (16%), Manufacturing (14%) and Service Industry (13%), Retail / Other Retail (3%) and Entertainment / Community (3%). There was just under 31,000 sqm of vacant floor space (17%). Between 2007–09 and 2015–17, the total floor space increased by 37,000 sqm (25%) with the largest increase in Storage/distribution (additional 18,000 sqm) followed by Office/Business (additional 6,900 sqm).

Figure 18.5 – Types of Land Uses by Floor Space Area (Source: DPLH, 2017)



Landscape and Public Realm

The neighbourhood has minimal tree canopy and varying degrees of streetscape amenity dependent on the presence of power lines, street trees, age and tidiness of buildings and yards and the extent of car parking and signage.










Welshpool makes a significant contribution to the Town's local economy and diversity of business opportunities and jobs.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

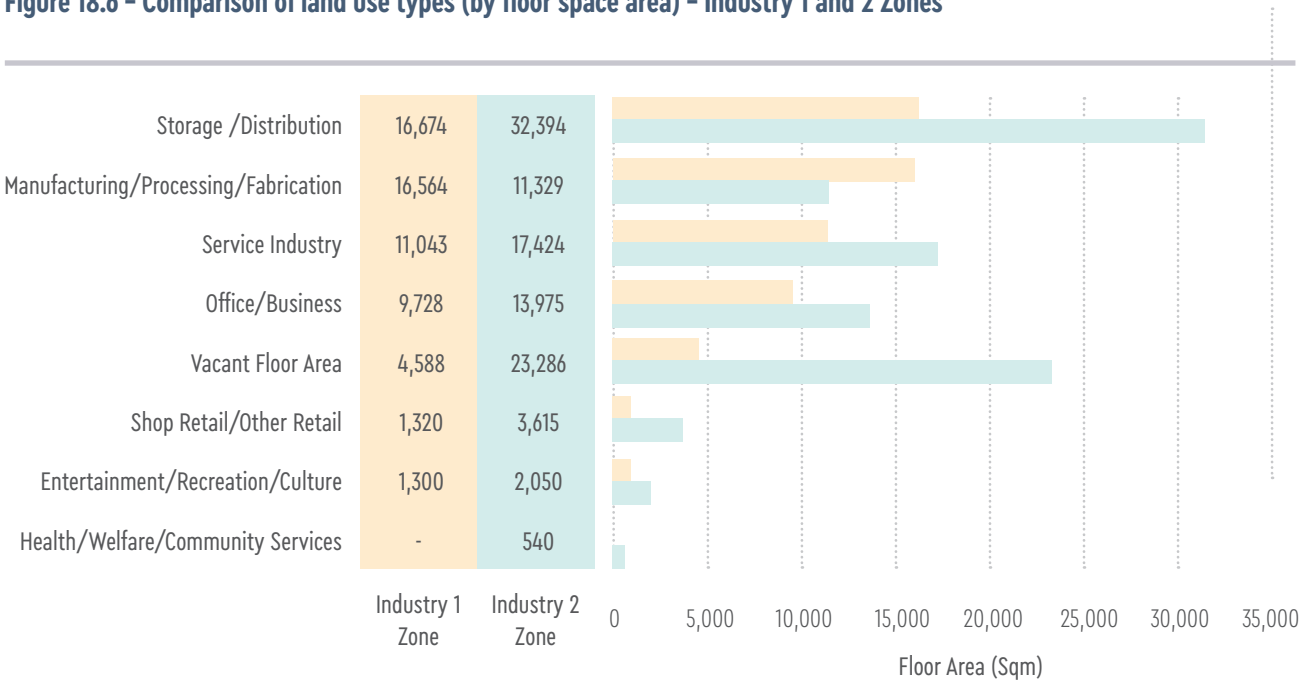
Maintaining Industrial Land

The Town's *draft Activity Centre Strategy* recommended rezoning part of the Welshpool industrial area around Oats Street station to Residential / Commercial zone to facilitate more intense land use activity and employment and efficient use of land within proximity to the station. Intensification of land uses around Oats Street station was also proposed in the *Central Sub-Regional Planning Framework*, although the Framework did not propose any change from industrial for land east of the railway line, only for the industrial area west of the railway. In fact, the *Framework* cautions against the erosion of industrial in the Central sub-region.

The Welshpool industrial area makes a valuable contribution to the Town's economy through diversity of opportunities for employment, business development and provision of goods and services to businesses and people in the broader district. While larger lots may be an attractive proposition for residential redevelopment, the area also provides a buffer between the Carlisle residential area and the wider Welshpool industrial area including the General Industry zone in the City of Canning.

As such, it is recommended that the area be retained for industrial activity in its entirety and that appropriate Industrial zones be applied in the new *Local Planning Scheme No.2*. The Model Scheme Text contains a Light Industry (equivalent to the current TPS No.1 Industry 1 zone) and a General Industry zone (equivalent to TPS No.1 Industry 2 zone). It is recommended that further investigation be carried out, including engagement with landowners and business operators, to identify the most appropriate zone(s) and land use permissibility under the new *Local Planning Scheme No.2* to meet needs and maximise economic and employment returns. In addition, the Town will liaise with the Department for Planning, Lands and Heritage to confirm the most appropriate underlying MRS zone.

Figure 18.6 – Comparison of land use types (by floor space area) – Industry 1 and 2 Zones



Reviewing Development Requirements & Land Use Permissibility

In addition to identifying the most appropriate industrial zone for Welshpool there is a need for a broader review of development requirements (including. parking, plot ratio, building frontage design, setbacks and landscaping) to ensure they support business needs, meet land use objectives and contribute to an improved amenity especially at the interface with adjoining residential areas. The interface between the industrial and residential areas along Cohn Street requires some attention but is being progressively addressed through redevelopment and upgrade of industrial properties.

As mentioned above, there is also a need to review land use permissibility to minimise the occurrence of non-industrial activity that is not incidental to business needs or servicing the industrial and provide sufficient flexibility to allow contemporary industrial land use activity with minimal planning regulation. For example, there is no restriction on the development of offices in Welshpool.

Given the specialist nature of industrial business development, it is recommended that the Town engage a suitably qualified consultant to assist with the investigation of industrial trends and business needs, and recommend appropriate adjustments to development requirements. It is recommended the investigations also include recommendations regarding streetscaping, marketing and promotions, signage (including private business signage), place governance and economic development related support that could be offered by the Town.

Addressing Gaps in Sewer

Mapping from the State government indicates potential gaps in the reticulated sewer system in the most eastern part of Welshpool. The Town will engage with landowners-businesses during the LPS to identify if these pose any constraints to development and/or subdivision and will work with the Water Corporation to identify potential solutions that may impact on development requirements.

Potential Changes to Vehicle Access

Main Roads are proposing major changes to Orrong Road that will concentrate access to Welshpool via a new signalised intersection at President Street that may reduce the impact of industrial traffic on the Carlisle residential areas and increase vehicle access at Tomlinson Street (City of Canning) and Rutland Avenue. The Town has previously advocated traffic signals at either Orrong Rd-Briggs St or Orrong Rd-President St to improve safety and accessibility for heavy vehicles into /out of Welshpool Industrial area. Signals at President St would also provide more direct and convenient access to the Airport/Westport which many businesses connect to frequently. There are no obvious impacts to the functioning of the industrial area at this stage, although should be confirmed by businesses and landowners during LPS adverting.

18. St James

The St James LPS Neighbourhood lies to the south-west of the St James Town Centre and south of Hillview Terrace. The boundaries of the Precinct generally reflect the suburb boundaries for areas within the Town of Victoria Park.



Figure 18.1 – St James LPS Neighbourhood

Current Planning Framework

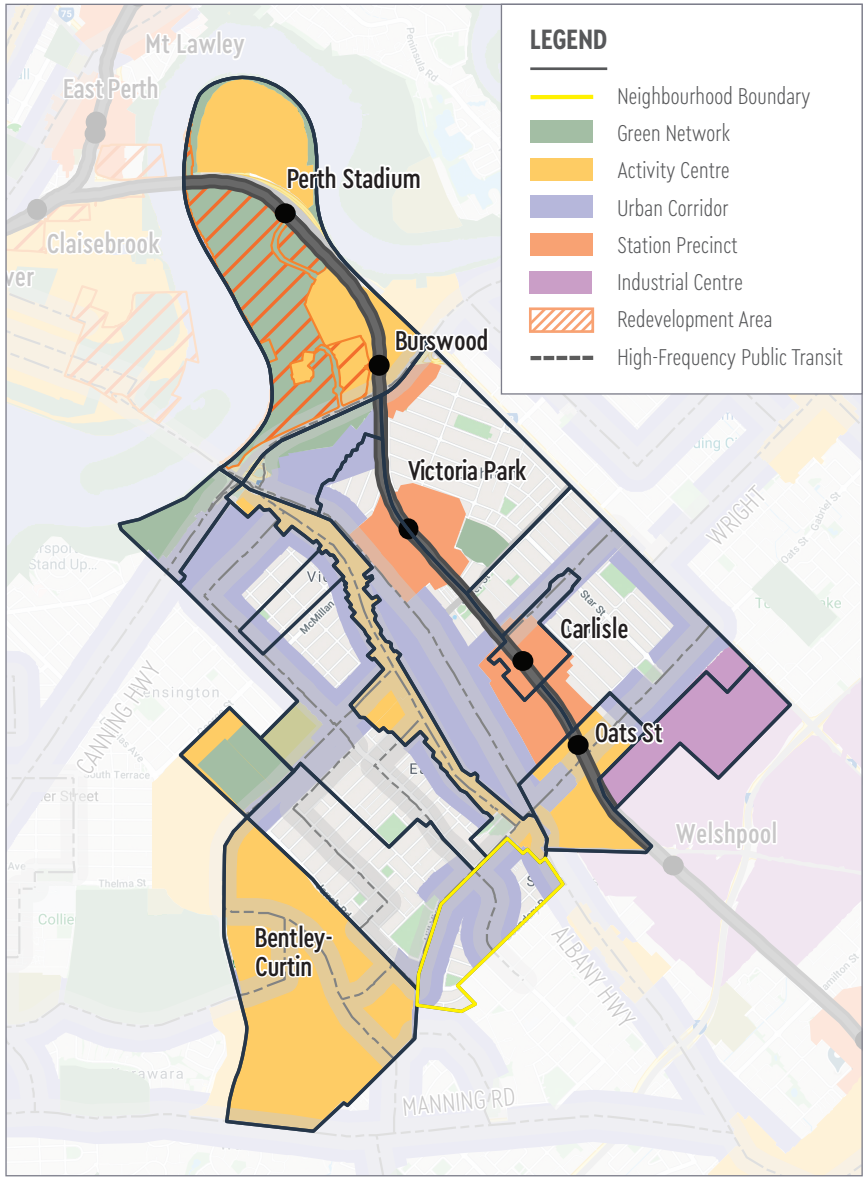
The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, *Perth and Peel@3.5million Central Sub-Regional Planning Framework*, designates Hillview Terrace and part of Berwick Street as Urban Corridor and St James Town Centre on Albany Highway as an Activity Centre. The *Central Framework* seeks to optimise the use of land in these locations through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

Figure 18.2 – Central Sub-Regional Planning Framework (WAPC, 2018)



TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Town Planning Scheme No.1 and TPS1 Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 1 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- *TPS Precinct Plan (P12) East Victoria Park* – facilitates low-density single residential development, with a preference for the retention and restoration of existing character housing and limited infill development in keeping with neighbourhood character and landscape setting. Provides for R30 (no apartments) and R40 east of Berwick St and R20 west of Berwick.

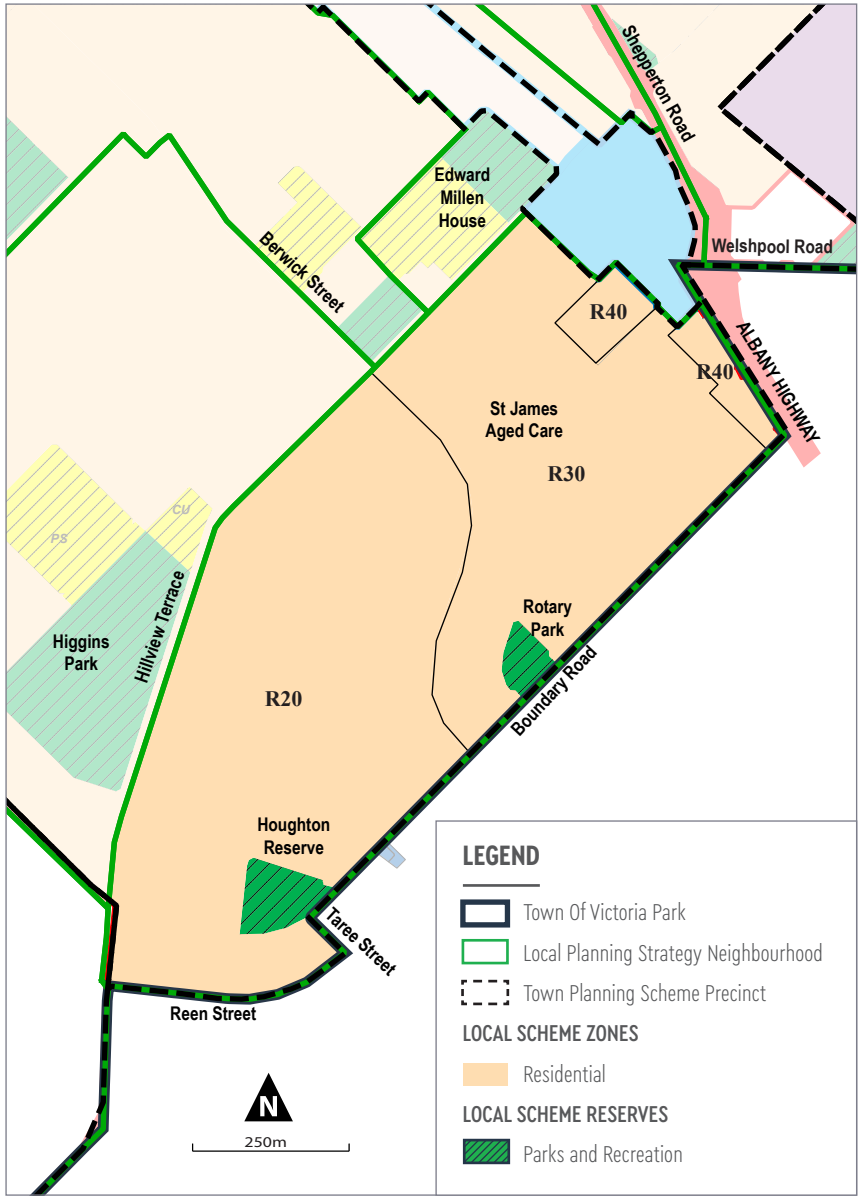


Figure 18.3 – Town Planning Scheme No.1 Zoning Map

EXISTING CHARACTER

Urban Structure & Movement Network

The area north-east of Berwick Street forms a traditional grid road network and has lot sizes ranging from approx. 260 sqm (strata title villa) to 1331 sqm (undeveloped single house), with other much larger lots accommodating multiple built strata (villas and apartments). The area south-west of Berwick Street has a grid street network with lot sizes from 654 sqm to 1015 sqm (single dwellings) with a few larger lots accommodating villa developments. Local roads are wide and frequent bus services run along Hillview Terrace.

Land Use and Built Form

The neighbourhood is dominated by low-density, single storey residential land uses, except for several low-rise apartments in the R40 area near Albany Highway. There are 878 dwellings in the neighbourhood, and the net residential site density is around 18 dwellings per hectare (across Residential and Commercial Zones). There has been substantial subdivision and redevelopment of original lots east of Berwick Street under the R30/R40 zone and the dominant housing type in this area is single storey villas (grouped dwellings). West of Berwick Street, the dominant housing type is stand-alone single houses given restrictions on subdivision under R20. There is a small cluster of local shops located on the corner of Boundary Road and Albany Highway.

Landscape and Public Realm

The neighbourhood has a relatively high canopy cover due to low densities on large lots and smaller homes. Wide road reserves and housing set relatively deep on the lots creates a spacious, landscape character, and the neighbourhood has slight undulation. The streetscapes have an informal, eclectic character with a range of materials, house orientations and styles, fencing types and tree species. The majority of tree species are eastern states natives with lesser quantities of local natives and exotics.








St James is characterised by a mix of older, original red-brick 'war homes' and newer redevelopment in a generous landscape setting.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and recommendations for the future Local Planning Framework, including the new Town Planning Scheme No.2 zones, reserves and planning controls where relevant.

Response to Central Sub-Regional Planning Framework

The Central Planning Framework identifies the potential for higher density development along Hillview Terrace and part of Berwick Street. The R30 zones east of Berwick Street already facilitate medium density housing and there are few further opportunities for such housing in this location.

The R20 west of Berwick Street has restricted subdivision of original lots and has contributed to the preservation of St James' distinctive neighbourhood character and retained homes suitable for larger families. The original housing stock is near the end of its economic life, and given rising land values, will be progressively demolished and redeveloped over time, impacting somewhat on neighbourhood character. While the current TPS Precinct Plan encourages conservation of original dwellings, the Town does not have the power to control the demolition of single houses, unless there are cultural heritage values to be protected (either built and/or social).

The *Central Sub-Regional Planning Framework* suggests residential densities between R40 to R60 for 'local' urban corridors and R80 and higher for 'arterial' urban corridors. These densities could allow more dense terraces and/or small-scale apartments (for instance comprising. 2–3 storeys) to achieve the increases in dwelling yields and additional people needed to meet urban consolidation principles. However, during the 2016–17 community engagement for the Town's *Strategic Community Plan*, the community identified preferred locations for higher density development and growth at Burswood Peninsula, Curtin University, around train stations and in activity centres including St James Town Centre, so that larger lots suitable for families could be retained across other areas of the Town like St James.

Given the age of the building stock and the benefit of providing some diverse housing choices in St James, it is recommended that increases to density coding along Hillview Terrace and the southern part of Berwick Street in St James be raised with the community. If there is sufficient interest, then further investigations can be carried out to identify potential options that meet housing needs while complementing the valued elements of neighbourhood character.

It should be noted that the Housing Chapter proposes some changes to the R-Codes to encourage more ancillary housing and these opportunities could go some way to providing for greater diversity of housing in St James.

Non-conforming land uses along Albany Highway

The shops located on the corner of Boundary Road and Albany Highway (Nos. 1057-1059 and 1061–1065 Albany Highway) accommodate a bottle shop, fish and chips, deli and butcher. These uses are not permitted in the current TPS No.1 Residential zone and as such, it is recommended the land be rezoned to Local Centre in LPS No.2 to reflect the land use activity.

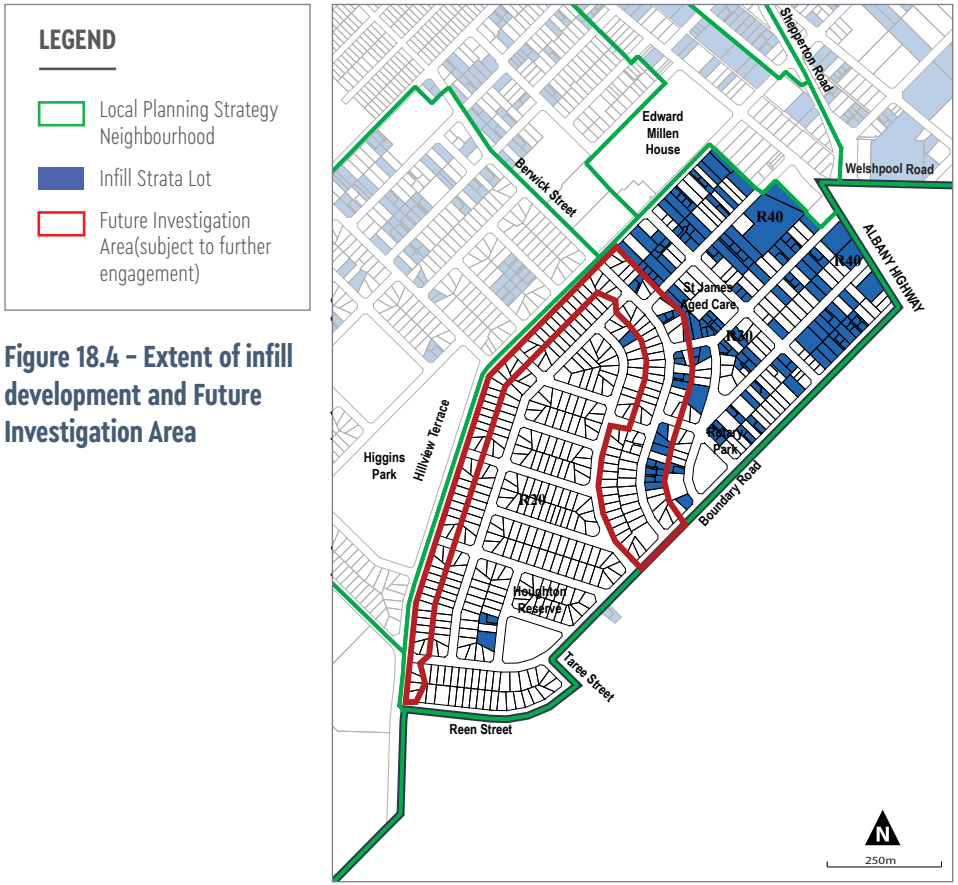


Figure 18.4 – Extent of infill development and Future Investigation Area

19. East Victoria Park (West)

The East Victoria Park (West) LPS Neighbourhood is bounded by Kent Street, Jarrah Road, Hillview Terrace, portion of Berwick Street, portion of Balmoral Street and Devenish Street. The Neighbourhood boundary has been drawn to reflect a consistency of neighbourhood character, land use and density.



Figure 20.1 – East Victoria Park (West) LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel@3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy *Perth and Peel@3.5million Central Sub-Regional Framework* designates Hillview Terrace and Kent Street as Urban Corridors and Etwell and Sussex Streets as a high frequency public transit routes. The Central Sub-Regional Framework seeks to optimise the use of land in these locations through targeted increases in the density and diversity of housing, business activity, jobs and community activities, where appropriate.

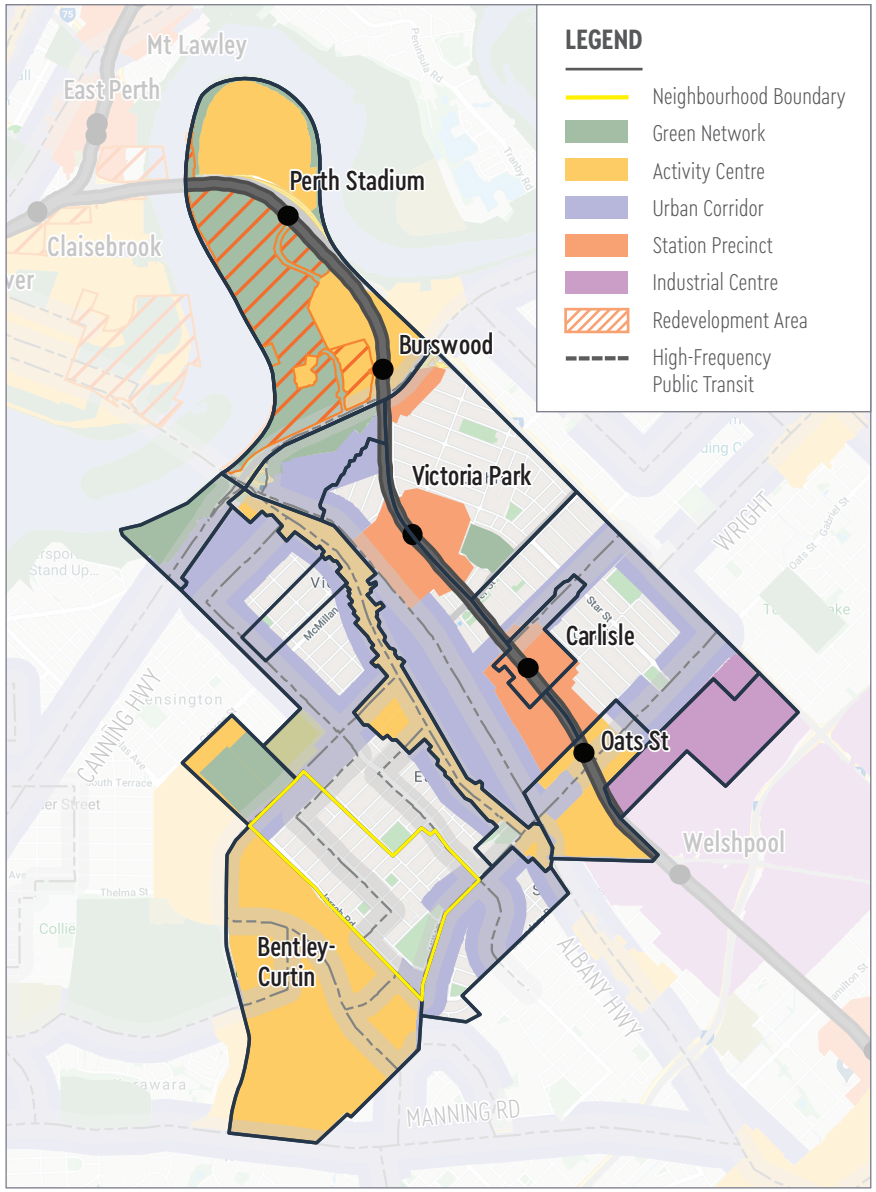


Figure 19.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's draft Activity Centre Strategy recommends diversification of activities in the Etwell Street Local Centre and redevelopment of the vacant property to improve the Centre's appearance.

Town Planning Scheme No.1 and TPS Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 3 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- TPS Precinct Plan (P12) East Victoria Park that preferences low-density development, retention and restoration of original housing and limited infill development in keeping with neighbourhood character and the landscape setting. The TPS Precinct Plan provides a plot ratio of 0.5 for Etwell Street Local Centre with nil side and front setbacks and continuous weather protection over the footpath.

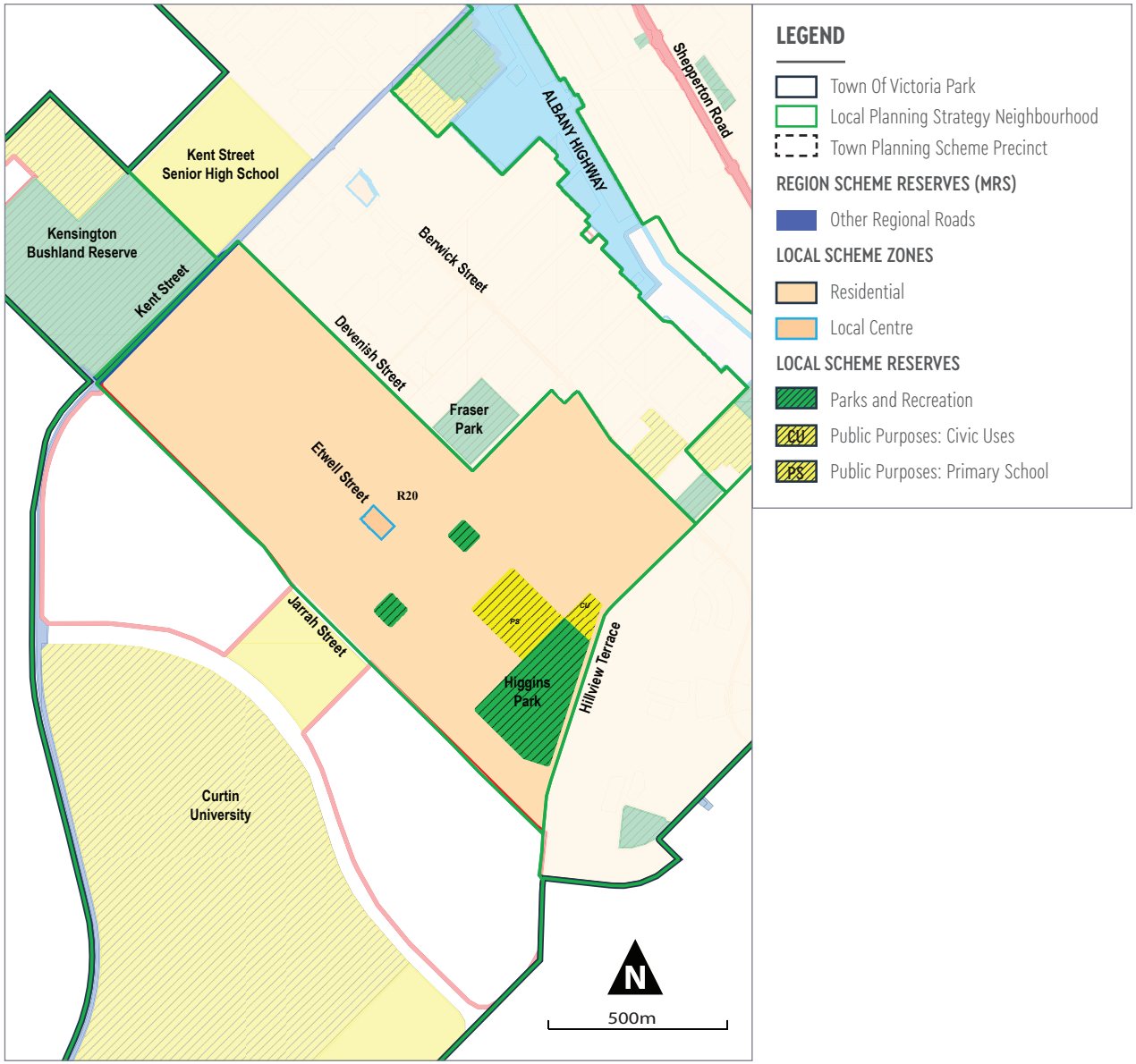


Figure 19.3 – Town Planning Scheme No.1 Zoning Map

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure & Movement Network

The neighbourhood road network forms a traditional street grid, creating a uniform pattern of street blocks. Residential lots range from 257 sqm to 4,383 sqm, and many of the original larger lots have been subdivided or have the potential for subdivision under the R20 density (average lot size required is 450 sqm). This is generally the area north of Westminster Street and some lots east of Devenish Street. Hillview Terrace and Kent Streets are District Distributor A roads and Jarrah Road is a Local Distributor Road. Bus services run along Jarrah Road, Etwell Street, Sussex Street, Kent Street and Hillview Terrace.

Land Use and Built Form

In 2015–17, the State Government's Survey of Land Use and Employment identified 419 sqm of floor space in the Etwell Street Local Centre and the centre supports a deli, local cafes, shops and several lodging houses.

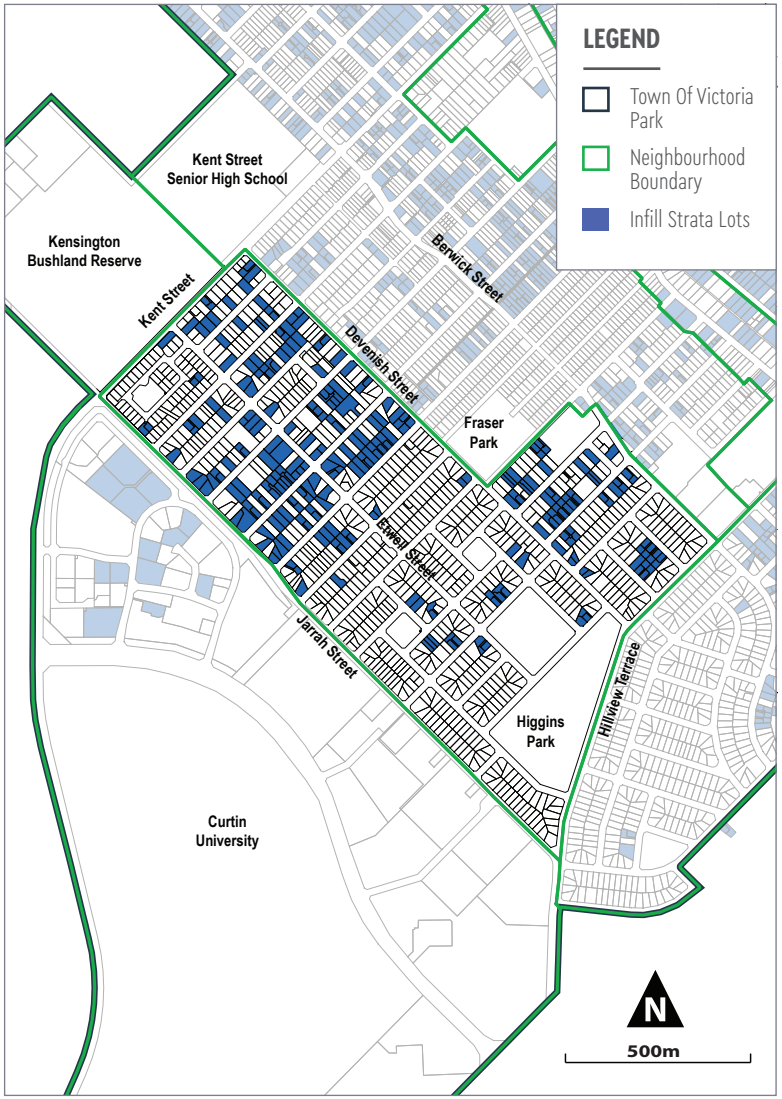
There are around 1,209 dwellings in the neighbourhood and the net residential site density is around 16 dwellings per hectare (across Residential and Local Centre zones). The neighbourhood is dominated by single storey single houses and grouped dwellings, with a wide variety of dwelling ages from remnant weatherboard cottages to 1950 and 60s bungalows to newer conventional homes. A large proportion of the original larger lots have been subdivided and redeveloped in a battle-axe configuration in keeping with the original neighbourhood character as seen from the street, although original homes have been demolished. Larger lots that are not subdividable are slowly being demolished and redeveloped.

The Millen Primary School is located adjacent to the Higgins Park Reserve that accommodates ovals and a number of sporting facilities and currently subject to master-planning to optimise passive and active recreational opportunities. Ursula Frayne Catholic Primary is located on Berwick Street.

Landscape and Public Realm

The neighbourhood has a reasonable tree canopy due to wide verges and low density development. Dominance of single story houses, wide roads and verges and larger

Figure 19.4 – Entent of Infill Development















East Victoria Park (West) has a diversity of older original homes on larger lots, and newer redevelopment, with some infill subdivision on larger lots. The precinct has a good coverage of tree canopy across lots and along streets and is conveniently located on the doorstep of Curtin University, with easy access to Albany Highway main street.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Etwell Street Local Centre

The Town's draft Activity Centre Strategy recommended diversification of activities in Centre, however the current TPS No.1 permits or considers a wide range of commercial activities to service local neighbourhood needs (these include shops, consulting rooms and child care). As such, there is no need to review the permissibility of uses in in the Zoning Table. However, the Town may refine the planning controls for all Local Centre zones (such as plot ratio, height, building setbacks, shopfront design, car parking and shop-top housing).

Response to Central Sub-Regional Planning Framework

Kent Street

There is no opportunity to review the residential densities along Kent Street to achieve greater infill development that would meet the principles of an Urban Corridor, as per the State Government's *Central Sub-Regional Planning Framework*, given the extent of newer development and the multiplicity of landownership. Accordingly, there are no recommendations to review the density in this area and the Residential R20 zone will be transferred to the new *LPS No.2*.

Hillview Terrace

Given the size of original lots in the street blocks abutting Hillview Terrace, there has been minimal subdivision of land for grouped dwellings, although there has been a fair degree of demolition and redevelopment or renovation of single houses. While single dwellings on relatively large lots could present an opportunity for intensification of development, to achieve any meaningful increase in additional dwelling yields, as envisaged for Urban Corridors in the *Central Sub-Regional Planning Framework*, this would require significantly higher densities, which are likely to be incompatible with the character of the neighbourhood.

The community expressed a desire during the community engagement for the Town's *Strategic Community Plan* to retain some areas of the Town for larger family lots and to direct higher densities and infill dwellings to more suitable areas such as train station precincts and activity centres, as well as the Burswood Peninsula. As such, there are no recommendations to review the density in this area and the Residential R20 zone will be transferred into the new LPS No.2. Furthermore, higher densities and greater diversity of housing are being progressively development in the adjacent Bentley-Curtin LPS Neighbourhood as per the Bentley-Curtin Specialised Activity Centre Structure Plan.

20 Mofflyn Circle

This park is currently zoned Residential under TPS No.1 and should be reserved Parks and Recreation under the new *LPS No.2* to reflect its function.

20. Bentley-Curtin

The Bentley-Curtin LPS Neighbourhood encompasses the area within the *Bentley-Curtin Specialised Activity Centre Plan* within the Town of Victoria Park and includes generally Curtin University campus, Technology Park Bentley, Bentley TAFE, aged care facilities and institutional uses between Jarrah and Hayman Roads, as well as the Jiradup Bushland Precinct supporting various education, community facilities and parklands.

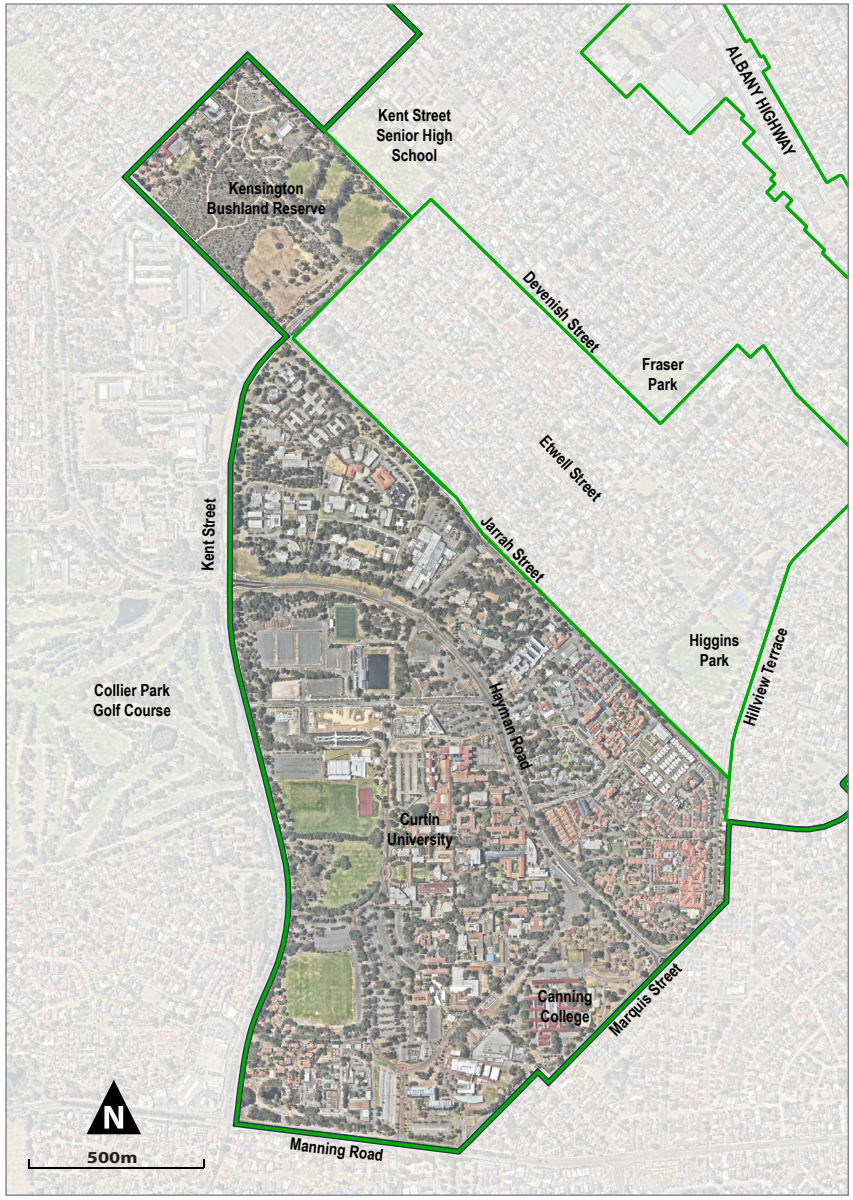


Figure 20.1 – Bentley-Curtin LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is currently guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address through review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @ 3.5million Central Sub-Regional Planning Framework (WAPC 2018)

The State Government's metropolitan planning strategy *Perth and Peel @3.5million Central Sub-Regional Planning Framework* designates most of the neighbourhood as a Specialised Activity Centre (including land along George Street) and the Kensington Bushland-Harrold Rossiter Park area as part of the Green Network. The Specialised Activity Centre designation reflects the regionally significant education, research and knowledge-based activity that occur across the neighbourhood.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

Guides the size, mix of commercial activity, density of housing, built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. SPP 4.2 designates Bentley-Curtin as a Specialised Activity Centre and requires an Activity Centre Structure Plan to be prepared.but does not make the final decision on applications.

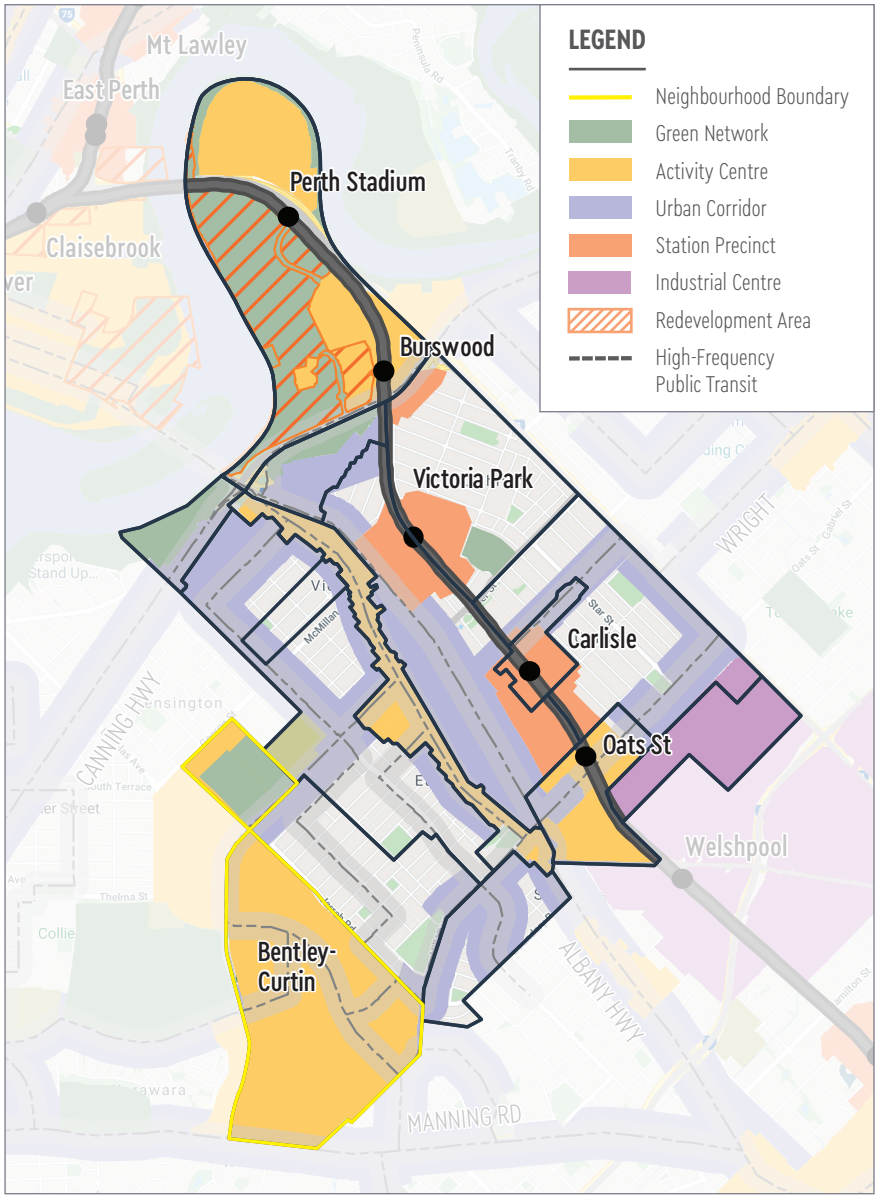


Figure 20.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

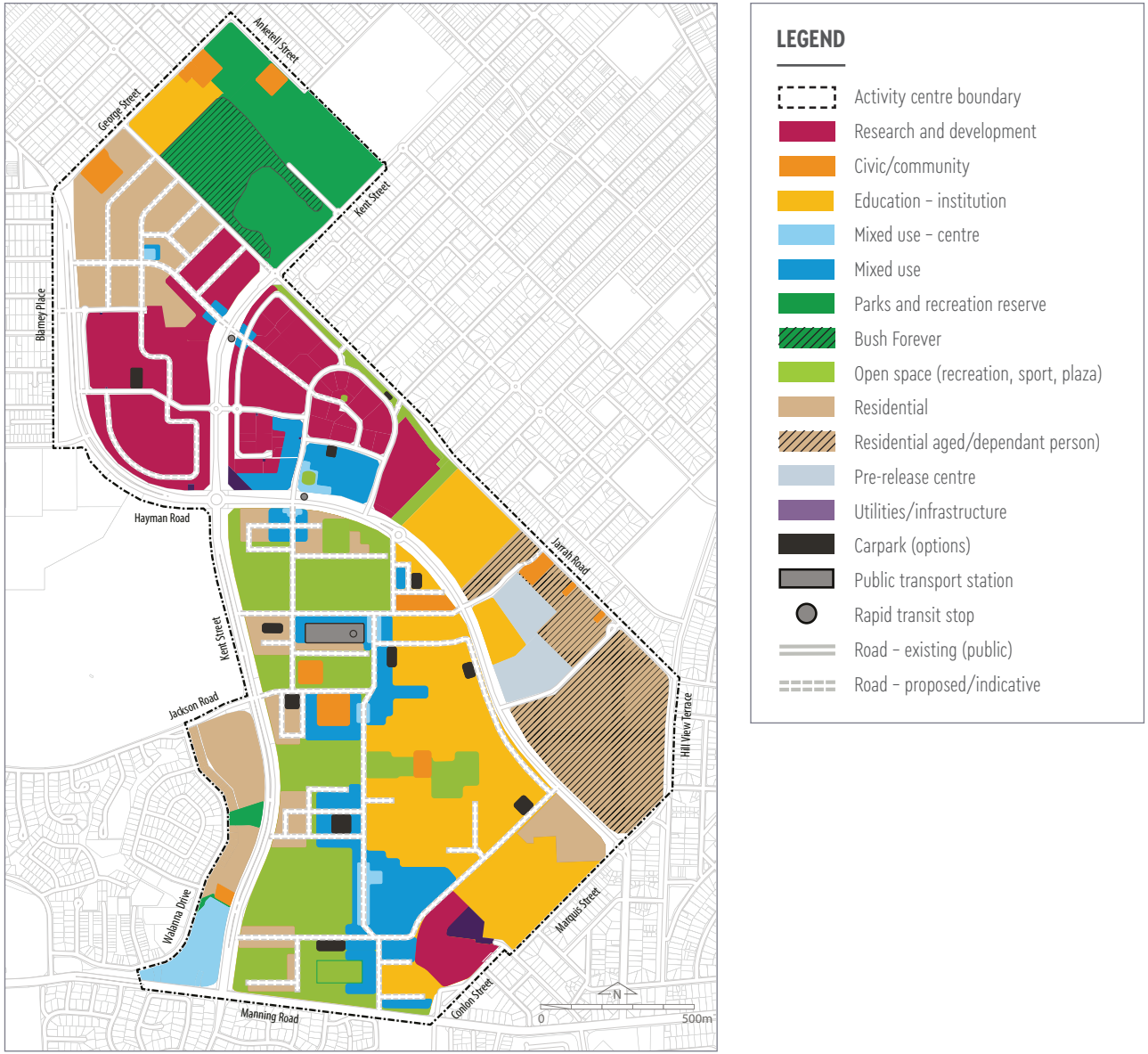
Bentley-Curtin Specialised Activity Centre Structure Plan (WA Planning Commission, 2018)

The *Bentley-Curtin Specialised Activity Centre Structure Plan* provides an indicative concept for the long-term growth and intensification of education, knowledge and research activity and residential development within the Town and adjoining land in the City of South Perth. The Plan estimates the potential for 20,600 jobs and 9,5000 residents (including 2,500 students at Curtin and aged persons), through development of 65,000–80,000 sqm of commercial floor space, 10,000 sqm of retail floor space and 5,000 dwellings.

Metropolitan Region Scheme

Curtin University and Bentley TAFE are reserved "Public Purpose" and Jiradup Bushland is reserved "Parks and Recreation" under the Metropolitan Region Scheme (MRS) meaning the WA Planning Commission is the responsible planning authority.
The Town provides recommendations on subdivision and development proposals, but does not make the final decision on applications.

Figure 20.3 – Bentley-Curtin Specialised Activity Centre Structure Plan (WA Planning Commission)



TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Economic Development Strategy: Pathways to Growth 2018 – 2023

The *Economic Development Strategy* proposes building on the significant foundation provided by over 100 existing knowledge-based organisations and businesses at Bentley-Curtin to create an Innovation City around the Bentley campus which in turn will grow the broader ecosystem of innovators and entrepreneurs across the Town. The Strategy recommends the Town undertake an active leadership role in partnership with Curtin University and others.

Draft Activity Centre Strategy (July 2018)

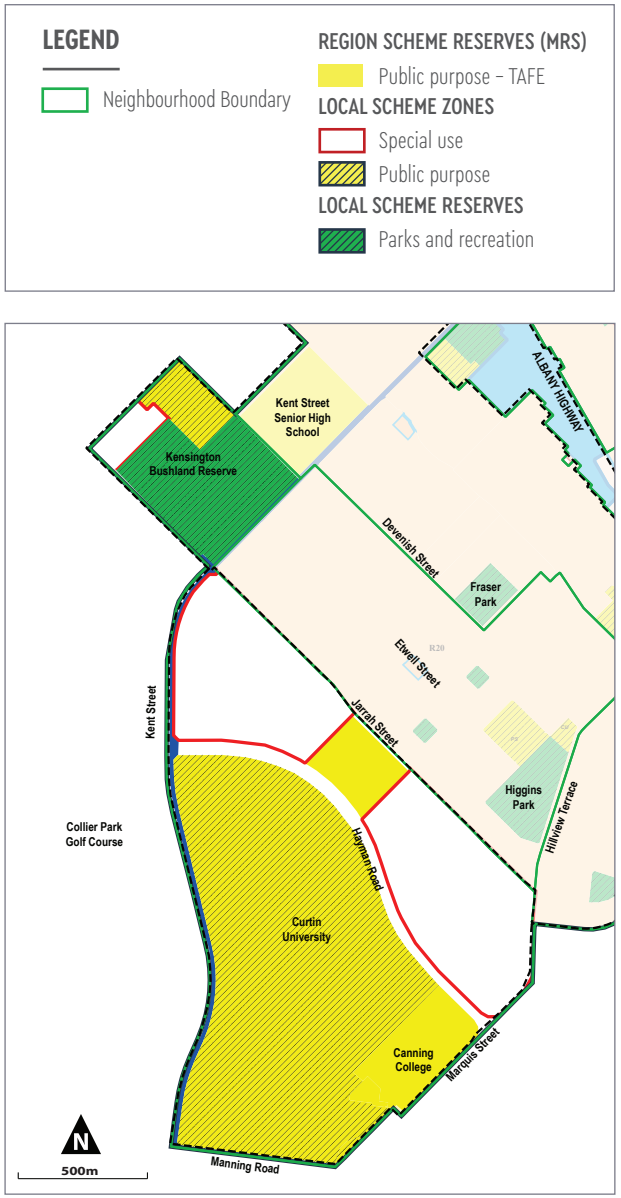
The *draft Activity Centre Strategy* acknowledges the significance and importance of Bentley-Curtin as a Specialised Activity Centre but raises concerns about the potential impact of planned retail floor space on the performance of Albany Highway retail and recommends submission of a Retail Sustainability Assessments with development applications over 5,000 sqm.

Town Planning Scheme No.1 and TPS Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in Figure 5 and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- *TPS Precinct Plan P12 (East Victoria Park)* which restricts land uses to reserve purposes or incidental to recreation and community functions.
- *TPS Precinct Plan (P13) (Curtin)* providing land use permissibility and development requirements by sub-precinct:
  - Residential and Special Facilities – statement of preferred land uses, accommodation density equivalent to R40, transition of building heights to max. 15 metres, landscape setbacks and no new vehicle entry points.
  - Technology Park – statement of preferred land uses, max plot ratio 0.5, max 2 storey, setbacks and landscaping, pollution management.
  - Public Purpose reserves for education – outlines matters the Town will take into account when providing a planning recommendation to the WAPC, which include support for primarily educational uses with ancillary shops, high quality buildings, setbacks and quality landscape setting.

Figure 20.4 – Town Planning Scheme No.1 Zoning



Existing Character

This outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

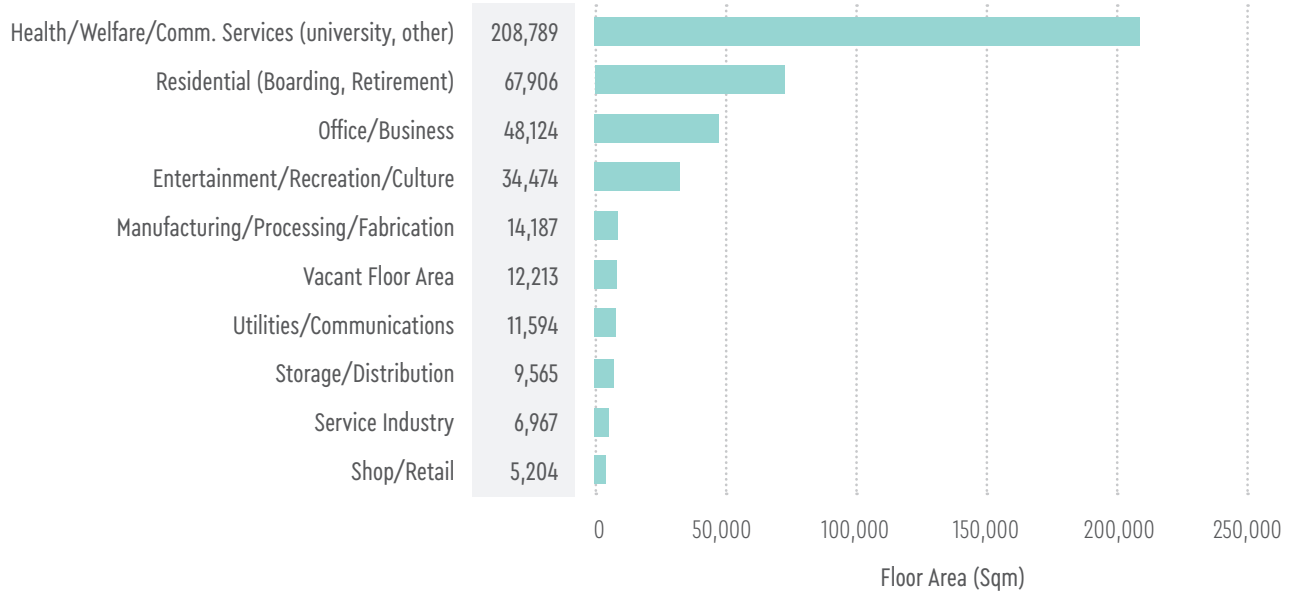
Urban Structure and Movement Network

The urban structure of the neighbourhood is dominated by the size and expanse of the Curtin University campus that is surrounded by the district roads, with large areas of open space and buildings generally setback from the boundary. Curtin University has an extensive internal service road network and pedestrian paths network connecting key activity areas (such as library, educational establishments, restaurants, and sporting facilities). A series of smaller sub-precincts run along Hayman Road to the north and east, each supporting a different activity focus (such as aged care and office park) on large landholdings, providing limited entry points and no road connection to surrounding residential areas further east. The Swan Care facilities to the south-east of the university have an internal road network. Technology Park reflects the office park layout of original subdivision, with low-scale / large footprint buildings in spacious surrounds and gateway entry roads.

The Jiradup Bushland-Kensington supports a variety of activity in discrete areas (bushland, ovals, community facilities, civic / education facilities), there is no vehicle access through from Kent to George St.

Kent Street, Hayman Road and Hillview Terrace are District Distributor A roads and Jarrah Road is a Local Distributor Road. There are multiple bus services along Kent St, Hayman Road and Hillview Terrace. Major road routes through the neighbourhood accommodate bicycle and pedestrian paths, however, these vary greatly in condition. Connections potentially available to cyclists and pedestrians but not vehicles, particularly along Jarrah Road, are physically traversable but often poorly signposted and constructed.

Figure 20.5 – Types of Land Uses by Floor Space Area (Source: DPLH, 2017)



Land Use and Built Form

The neighbourhood currently accommodates education, business, institutional and accommodation land uses, with extensive areas for car parking, sporting activities, recreation and environmental conservation. There are a variety of building types, heights and ages.

In 2015–17, the State Government's *Survey of Land Use and Employment* identified a total of 419,000 sqm of floor space, with 62% within Curtin, 17% at Technology Park and 21% across the remaining land use areas. The extent of floor space for education at Curtin University dominates.

In the Special Use zone, there are 630 dwellings which equates to a net residential density of 15 dwellings per hectare. Swan Care have proposed 875 new additional dwellings in the Bentley Park Masterplan (Swan Care 2019).

Landscape and Public Realm

Landscape is a defining feature of the neighbourhood with large expanses of open space around Curtin University, the parkland setting at Technology Park, the retention of tall pines and the expanse of bushland and ovals at Kensington.













Curtin-Bentley is a unique destination for learning and innovation within the Town and the greater Perth region. Anchored by the Curtin University Bentley campus and surrounded by private training institutions, technology industries and community service leaders, Curtin-Bentley is well-located for business and learning in Perth's inner suburbs. Curtin-Bentley is also home to two major aged care developments, providing a range of residential and care options for the Town's seniors. The Jirdarup Bushland Precinct is also within Curtin-Bentley, a Bush Forever site and much-loved natural area for the Town's community.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Progressing the Bentley-Curtin Specialised Activity Centre Plan

The Bentley-Curtin Specialised Activity Centre is of strategic significance to the Town and the State. The *Specialised Activity Centre Structure Plan* provides for the growth of export-orientated knowledge-based businesses and industries (such as education) which is economically significant for the State through inward trade and investment. These businesses will also generate demand for other higher value, specialised support services (including technology, business development, and employee relations) and local goods and services, having a multiplier effect on the Town's local economy. The Plan provides more inner-city housing, thus more people closer to jobs and greater demand for public transit services. The Town is currently working with a consortium of local governments and Curtin University to plan for a future trackless tram (light rail) route from Curtin to the CBD and beyond.

Progressing detailed planning to realise the Activity Centre Plan will take considerable collaborative effort across multiple planning jurisdictions and interests - WA Planning Commission, Curtin University (and legislation), Technology Park Board (and legislation), WA government agencies and the Towns of Victoria Park and South Perth. Given the complexity and significance of the Plan, the Town should liaise with the WA Planning Commission and the City of South Perth to develop formal arrangements for strategic oversight of the Plan's implementation, review of the Plan at appropriate intervals (for instance. every 5 years) and provide more detailed and collaborative coordination of structure planning for 'growth' sub-precincts.

The Town does not support any amendments to Zones within the Activity Centre Plan area until such time as more detailed implementation of the Plan is developed.

Curtin University

Curtin University is progressively developing its campus. Development proposals are approved by the WA Planning Commission under the Metropolitan Region Scheme with advice from the Town.

The TPS Precinct Plan for Curtin should be reviewed to reflect the intent of the *Specialised Activity Centre Plan* and other planning considerations, including land uses and the extent of retail floor space. The Town's *draft Activity Centres Strategy* highlights a potential impact on retail trade along Albany Highway should the 10,000 sqm of planned retail for Bentley-Curtin be developed. The Strategy recommends that retail applications over 5,000 sqm be accompanied by Retail Sustainability Assessment to provide for independent assessment of potential impacts.

The Town provides advice and recommendations to the WA Planning Commission on significant proposals, supplemented by the advice of its Design Review Panel. Broad guiding statements for the Town's vision as to how development on the campus aligns with the broader neighbourhoods are provided within the TPS1 Precinct Plan and should be reviewed and incorporated into the new Scheme to inform recommendations.

Technology Park

The *Specialised Activity Centre Plan* proposes extensive redevelopment of the Technology Park for business, mixed-use and retail. This includes land within the Town and the City of South Perth. The Town acknowledges the opportunity for a strategic refurbishment and modernisation of Technology Park Centre to develop a thriving knowledge-based research and innovation district and will investigate opportunities for partnering with the City of South Perth, Curtin University, landowners and others to progress detailed planning.

Detailed planning should define a vision for the future activity centre located on Hayman Road as it will play a critical unifying focal point for the whole neighbourhood. There is an opportunity for innovative design and a mix of land uses in the centre to support the economic vision for Bentley-Curtin and the specialised mix of land uses within Technology Park. However, the Town's *draft Activity Centres Strategy* recommends that the 10,000 sqm retail floor space proposed in the Activity Centre Plan be reduced to provide for daily needs of workers and residents only, given potential impacts on the retail trade along Albany Highway.

It is recommended that this sub-precinct be designated as a Precinct Planning Area for further planning and potential future changes to the planning framework through a strategic amendment to *LPS No.2* if relevant.

It is further recommended that Special Conditions be included under the Special Use Zone in the new LPS No.2 that limits further subdivision to avoid further fragmentation of land, and require the preparation of a suitable statutory plan to guide future redevelopment of the sub-precinct.

Aged and Special Facilities Area

The sub-precinct bounded by Hayman Road, Jarrah Road, Marquis Street and South Metropolitan TAFE Bentley Campus currently supports a diversity of institutional and accommodation land uses. The land is zoned Special Use (Residential & Special Facilities) and has been identified as having potential for redevelopment in the *Specialised Activity Centre Plan*.

There are no current provisions under the Special Use Zone to require the preparation of an overarching plan to guide future development of sites in the sub-precinct. Past practice has been to negotiate the preparation of a Masterplan and for the Council to "note" the Masterplan via Council resolution, as has occurred with the two majority landholdings Juniper Rowethorpe and Swan Care Bentley. This practice has been adopted as there are no statutory provisions under TPS No.1 Special Use Zone to require preparation and adoption of a formal structure plan or local development plan under the 2015 Planning Regulations and any such plan would involve further additional layers of approval from the WAPC that are not considered necessary. The Rowethorpe Village Masterplan (for Juniper Rowethorpe) was accepted by Council in 2018 and the Bentley Park Master Plan (for Swan Care Bentley) was accepted by Council in February 2020. The Masterplans include a series of overarching estate design principles and plans outlining movement networks, building locations, land use activities and building heights which are considered in the assessment of development and subdivision applications. This master planning approach has been generally successful for effective planning.

In addition to the Juniper Rowethorpe and Swan Care Bentley accommodation complexes, the sub-precinct includes the Boronia Pre-Release Centre for Women and Corrective Services Training Academy which are operated by state government agencies and do not require development approval from the Town. In view of the development process and nature of these facilities, there is not only no statutory obligation to prepare a structure plan or similar, but also little practical benefit. The balance of sites within the sub-precinct are developed as institutional or service uses and distributed throughout the sub-precinct. Structure planning for these sites in isolation is again of limited benefit.

The Model Scheme Provisions that will be used to draft a new *LPS No.2* provide the opportunity for Special Conditions to be attached to Special Use Zones. It is recommended that the Town investigate incorporating Special Conditions into the Scheme to provide broad guidance for development within the sub-precinct. The purpose of these Special Conditions would be to ensure cohesive interfaces and connections across the sub-precinct and appropriate land uses within sites.

Jirdarup Bushland, Harrold Rossiter Park and Community Uses

The Town's *Public Open Space Strategy* (2019) recommends preparing and implementing master plans for Jirdarup Bushland Precinct and Harold Rossiter Park to guide future environmental, conservation and recreational activity and works. *The Bentley-Curtin Specialised Activity Centre Plan* recognises the ecological, civic and open space function of this sub-precinct area and reflects the intent of the current TPS No.1 Precinct Plan for limited development to maintain the integrity of the reserves for recreational and/or community purposes. The current TPS No.1 Precinct Plan provides minimal guidance for this area and it is recommended that definitions around desired land use and forms of development be reviewed and updated in *LPS No.2* to provide greater clarity should future proposals for land use or development arise.



21. Ridge (West)

The Ridge (West) LPS Neighbourhood encompasses the land zoned Residential R80 and R60 bounded by Berwick, McMaster and Leonard Streets, and the rear of commercial properties along Albany Highway.

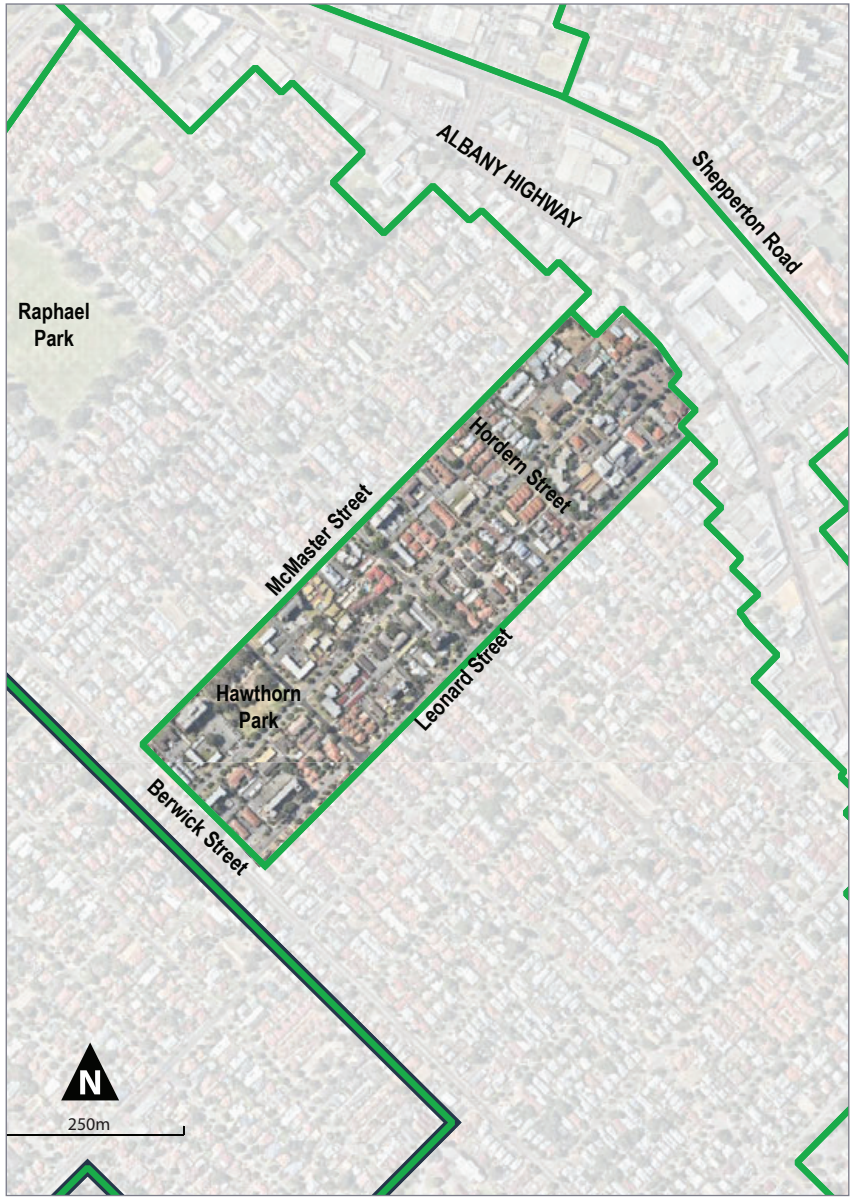


Figure 21.1 – Ridge (West) LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the Neighbourhood is currently guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address through review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @ 3.5million Central Sub-Regional Planning Framework (WAPC 2018)

The State Government's metropolitan planning strategy *Perth and Peel @3.5million Central Sub-Regional Planning Framework* designates Berwick Street and Albany Highway as Urban Corridors and potential places for higher density development.

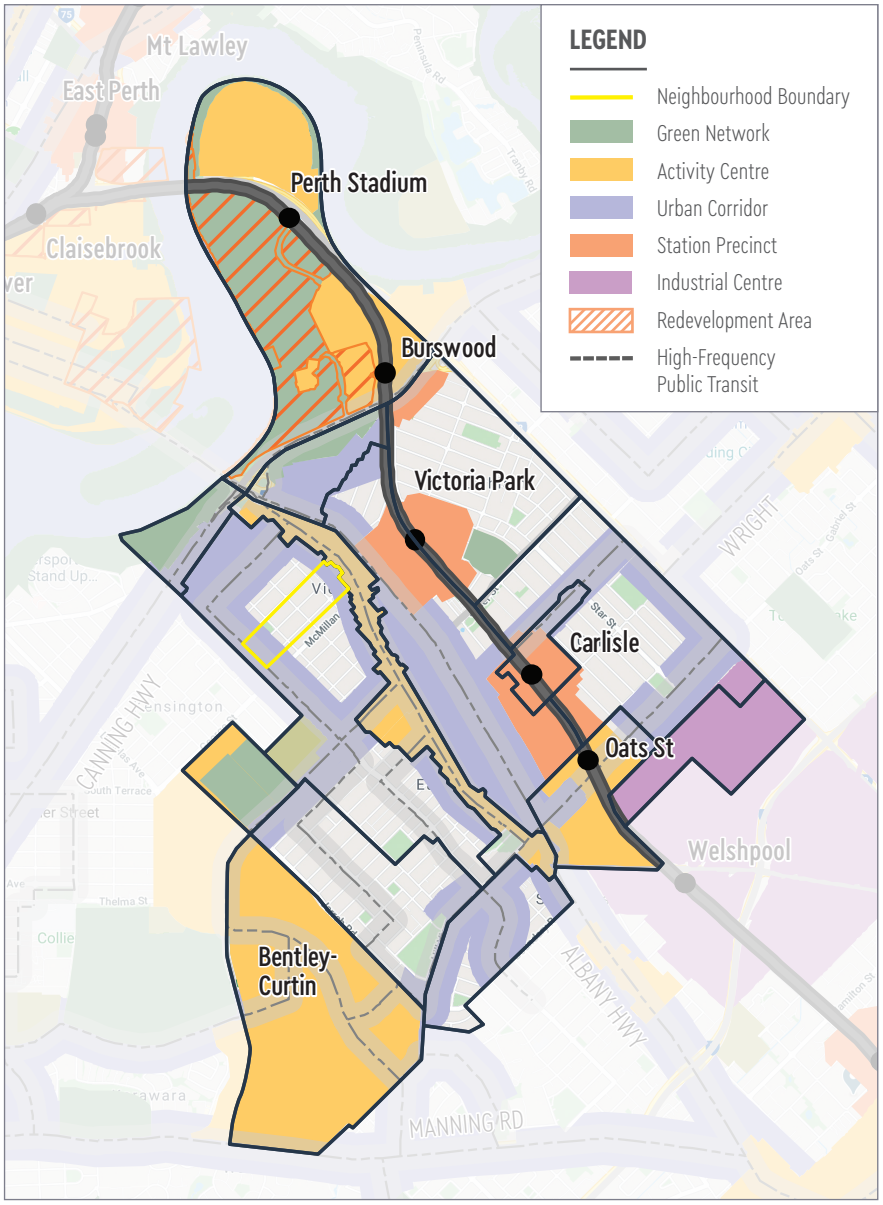


Figure 21.2 – Central Sub-Regional Planning Framework (WAPC, 2018)

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Town Planning Scheme No.1 and TPS Precinct Plan

The neighbourhood is zoned Residential R80 and R60 under the current Town Planning Scheme No.1 and Hawthorne Park is reserved Parks and Recreation. In addition to TPS No.1 zones, current place-specific planning controls are provided through *TPS Precinct Plan P5 (Raphael)* which generally requires development to be in accordance with the Residential Planning Codes.

Existing Character

This outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

The urban structure of the neighbourhood consists of traditional grid street network. Lot sizes range between 147 sqm and 5,265 sqm.

Land Use and Built Form

The neighbourhood contains a mix of low and medium rise apartments and townhouses/villas, with a few single houses. There is currently 1,398 dwellings and the net residential density of 90 dwellings per site hectare.

Landscape and Public Realm

The neighbourhood contains a large neighbourhood park and has low canopy coverage over private land, and slightly better coverage in streets.

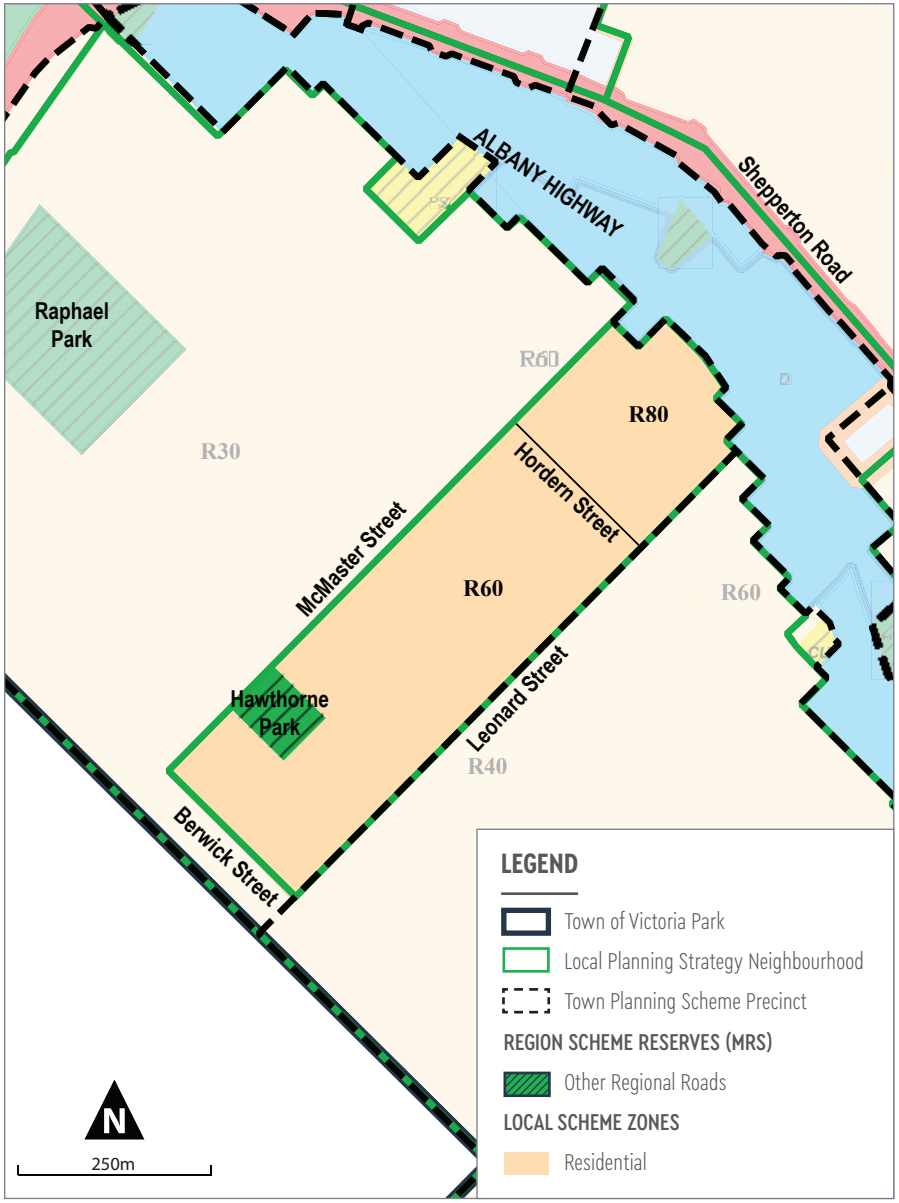


Figure 21.3 – TPS No.1 Zoning









The cluster of low and medium-rise apartments in this neighbourhood, makes a significant contribution to housing diversity and affordability for the Town, and provides for a diverse community.

OPPORTUNITIES AND CHALLENGES

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Maintain Affordable Housing Supply

Dwellings in this neighbourhood contribute almost exclusively to the supply of affordable housing in the Town. While much of the building stock is aging and will become suitable for redevelopment in the longer-term, the Town does not support widespread redevelopment in the short to medium-term (eg. next 10–15 years), given the importance of maintaining housing diversity.

Appendices

LOCAL PLANNING STRATEGY

NOVEMBER 2021



LOCAL PLANNING STRATEGY

APPENDIX 1
Glossary of Terms



LOCAL PLANNING STRATEGY

APPENDIX 2

Town of Victoria Park Local Profile

LOCAL PLANNING STRATEGY

APPENDIX 3

Planning Strategy Responses to State Planning Policies

LOCAL PLANNING STRATEGY

APPENDIX 4

Town of Victoria Park Draft Activity Centre Strategy (Planwest, 2017)

LOCAL PLANNING STRATEGY

APPENDIX 5

Analysis of Housing Consumption and opportunities (.id, 2016)