

CITY OF SOUTH PERTH

DRAFT LOCAL HOUSING STRATEGY

October 2011



Contents

Draft

STRATEGY		
1	Introduction	1
2	Objectives	2
3	Local Housing Strategy Map	3
4	Activity Centres and Urban Corridors	4
4.1	Density	4
4.1.1	Canning Highway	4
4.1.2	Manning Road	5
4.2	Special Control Area Provisions	7
4.2.1	Housing Affordability	7
4.2.2	Capped Car Parking	10
4.2.3	Adaptable Housing	11
4.2.4	Accessible Housing	12
5	Specific Locations	13
5.1	Eastern Activity Centre	13
5.2	Manning Neighbourhood Centre	15
5.3	Karawara	16
5.4	Gwenyfred Road	18
6	Whole of Scheme	20
6.1	Dual Density Codings	20
6.2	Diverse Housing	20
6.3	Sustainable Built Form	22
6.4	Community Facilities	23
6.5	Heritage	25
7	Actions Summary	27
BACKGROUND		
8	State and Regional Planning Context	32
8.1	Directions 2031 and Beyond (WAPC)	32
8.2	Draft Central Metropolitan Perth Sub-Regional Strategy (WAPC)	34
8.3	Draft Capital City Planning Framework (WAPC)	34
8.4	Statement of Planning Policy 3 - Urban Growth and Settlement (WAPC)	35
8.5	State Planning Policy 4.2 - Activity Centres for Perth and Peel (WAPC)	35

Contents

Draft

8.6	Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development (WAPC)	36
8.7	Liveable Neighbourhoods (WAPC)	36
8.8	Affordable Housing Strategy 2010-2020: Opening Doors to Affordable Housing (Department of Housing)	36
9	Local Planning Context	38
9.1	Sustainability	38
9.2	Corporate Documents	38
9.2.1	Our Vision Ahead	39
9.2.2	Strategic Plan 2010-2015	40
9.3	Planning Documents	40
9.3.1	City of South Perth Town Planning Scheme No. 6	40
9.3.2	South Perth Station Precinct Plan	41
9.3.3	Canning Bridge Precinct Vision	42
9.3.4	Waterford Triangle Urban Design Study	42
9.3.5	Manning Community Facility Study	43
9.3.6	Draft Bentley Technology Precinct Structure Plan	43
9.3.7	Curtin Town Development Plan	43
10	Local Profile	45
10.1	Development of South Perth	45
10.2	Demographic Analysis (2006 Census)	49
11	Key Issues	57
11.1	Highway Commercial Zone	57
11.1.1	Density	57
11.1.2	Plot Ratio	58
11.1.3	Setbacks	58
11.2	Dual Density Codings	59
11.3	Car Parking Requirements	60
11.4	Affordable Housing	61
11.5	Adaptable and Accessible Housing	63
11.6	Diverse Housing	64
11.7	Sustainable Design	65
11.7.1	Adaptive Reuse	65
12	Glossary	67

Part I - Strategy Draft

1 INTRODUCTION

The City of South Perth Local Housing Strategy has been developed from the community aspirations identified through *Our Vision Ahead*, and the direction of the *City of South Perth Strategic Plan 2010-2015*. The Local Housing Strategy also acknowledges the Western Australian Planning Commission's *Directions 2031 and Beyond*, and delivers opportunities for development and redevelopment of residential land within the City aligned with this document's strategic direction.

The Local Housing Strategy guides future residential development in the City through informing a review of Town Planning Scheme No. 6 (TPS6).

TPS6 was gazetted on 29 April 2003 and has been amended a number of times. TPS6 is coming to the end of its life as an appropriate statutory planning document, and the progression of significant precinct studies such as the South Perth Station Precinct Plan and the Canning Bridge Precinct Vision will continue to require significant amendments to TPS6.

Along with the Local Commercial Strategy, Public Open Space Strategy and State of Sustainability Report, the Local Housing Strategy will form a significant element of the wider Local Planning Strategy - the primary strategic planning document for the City of South Perth over the next decade.



Part I - Strategy Draft

2 OBJECTIVES

The Local Housing Strategy will **encourage**, **facilitate** and **emphasise** housing development through the following objectives:

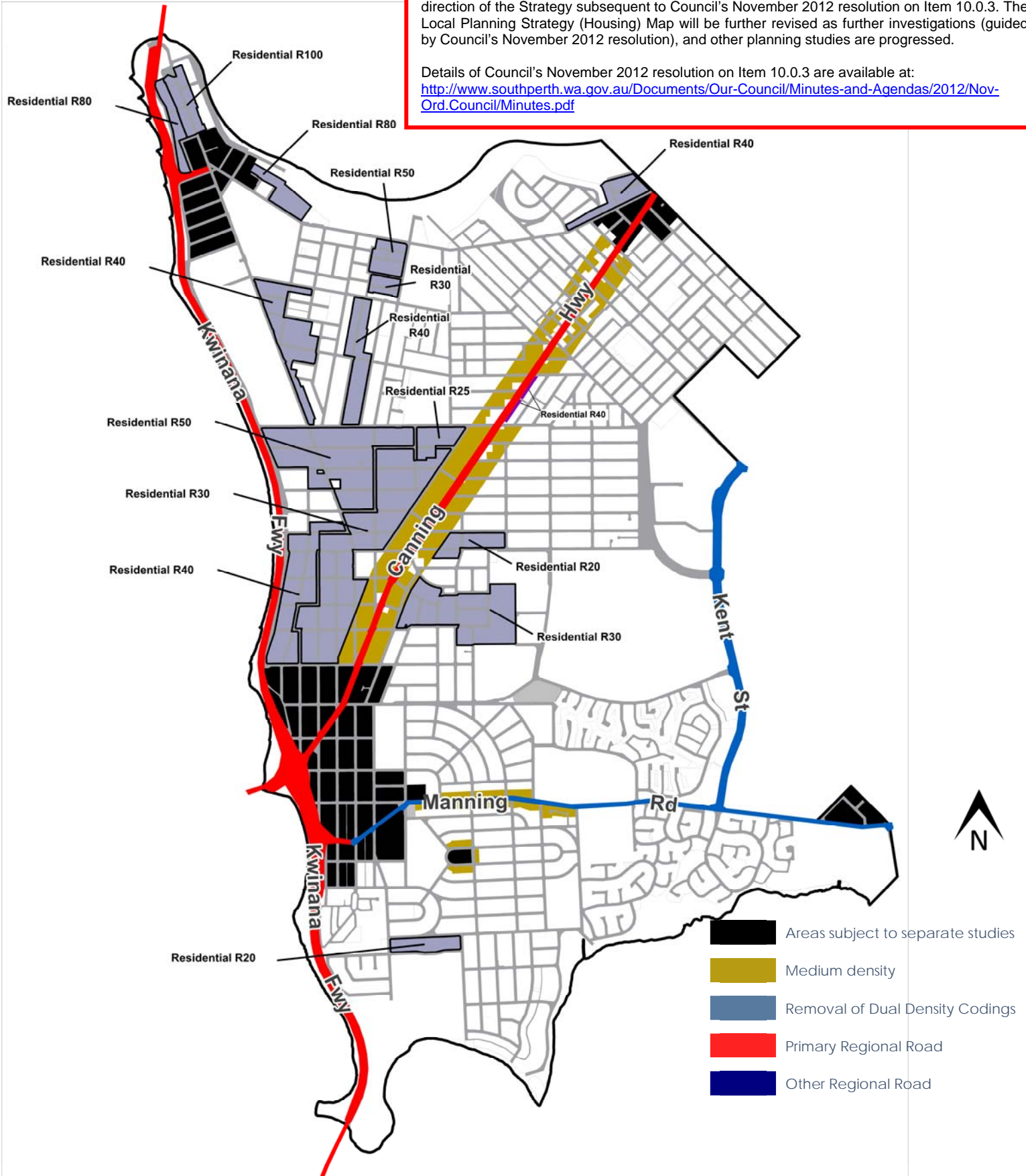
- To **encourage** innovative and sustainable housing options across the local government area;
- To **encourage** efficient and responsive housing in the context of the local government area through development, redevelopment and infill;
- To **facilitate** development of a comprehensive variety of housing to address the social and economic needs of the greater Perth metropolitan region;
- To **facilitate** the growth of mixed use development across the local government area;
- To **emphasise** the importance of development which contributes to the vitality, amenity and safety of the public realm; and
- To **emphasise** efficiency and effectiveness of existing and new community services and commercial facilities.



Part I - Strategy Draft

NOTE: This Local Planning Strategy (Housing) Map has been developed to illustrate the direction of the Strategy subsequent to Council's November 2012 resolution on Item 10.0.3. The Local Planning Strategy (Housing) Map will be further revised as further investigations (guided by Council's November 2012 resolution), and other planning studies are progressed.

Details of Council's November 2012 resolution on Item 10.0.3 are available at:
<http://www.southperth.wa.gov.au/Documents/Our-Council/Minutes-and-Agendas/2012/Nov-Ord.Council/Minutes.pdf>



Part I - Strategy

Draft

4 ACTIVITY CENTRES AND URBAN CORRIDORS

Development of South Perth Station Precinct and Canning Bridge Precinct is to be prescribed by the respective Precinct Studies and Scheme Amendments.

Through the Local Planning Strategy and Town Planning Scheme Review processes the City will emphasise development of activity centres in strategic locations, interconnected with medium density strips along transport arteries forming urban corridors, in accordance with *Directions 2031 and Beyond*, *State Planning Policy 4.2 - Activity Centres for Perth and Peel*, and the *Draft Capital City Planning Framework*.

The focus for activity centre development within the City will be areas which are serviced by high-frequency public transport, and have existing non-residential land uses with capacity for further development. Activity centres will also be separated from each other by appropriate distances and a step down in land use intensity. *State Planning Policy 4.2 - Activity Centres for Perth and Peel* identifies South Perth Peninsula and Canning Bridge as District Centres, and Curtin/Bentley as a Specialised Centre within the City.

4.1 DENSITY

Density within activity centres and urban corridors is to reflect a mixed-use urban environment, and will provide an appropriate transition from new high density to existing low density. The stepping of density is the preferred mechanism to ensure appropriately scaled transitions between redevelopment and existing areas.

Density stepping should result in defined density patterns around activity centres, and avoid blocks of varying density which lack cohesion and flow. Density will continue for an appropriate distance to enable development of streetscapes which illustrate a legible flow from high density to low density. Density stepping should also be considerate of topographic features and the location of major transport arteries, namely along ridges and falls in gradient beyond.

4.1.1 Canning Highway

Canning Highway is a Primary Regional Road which traverses the City, and is intersected by key local roads for its whole length. Canning Highway also generally follows a ridge through the City. Historically many commercial land uses have been located along Canning Highway. There are also a considerable number of residential developments - both historic and new - along Canning Highway, representing a mixed use streetscape. As a result built form and density along Canning Highway does not reflect a consistent

Part I - Strategy

Draft

pattern of development. The Primary Regional Road reservation has been in place over not only Canning Highway, but also considerable amounts of private land, since the introduction of the Metropolitan Region Scheme in 1963. This Primary Regional Road reservation has been the subject of review by the Department of Transport in 2011.

The difference between high densities along Canning Highway and the adjoining low density residential areas is a problem which has been acknowledged by the City previously. The most appropriate solution identified is an intermediate density coding which would act as a transition between high and low densities.

Density coding along the length of Canning Highway will be revised to reflect development intensity encouraged through *Directions 2031 and Beyond* and the *Draft Capital City Planning Framework*. To achieve this, a medium density flank should exist for the length of Canning Highway, to provide a suitable transition between the high density Highway Commercial zoning (and the ridge) and low density residential development in the adjoining suburbs. The suggested medium density flank will extend for 100 metres either side of the Primary Regional Road Reservation.

In addition to the medium density flank along the length of Canning Highway, upper-medium to high density should be investigated for key intersections along Canning Highway, namely the following:

- Barker Avenue/Thelma Street/Canning Highway;
- South Terrace/Canning Highway; and
- Douglas Avenue/Canning Highway.

These intersections have been identified within the *Draft Capital City Planning Framework* for Urban intensity development.

Comparatively higher density at these intersections would serve to provide definition through built form and visual framing of the public space. Significant built form would also act as a wayfinding mechanism, and establish an informal hierarchy amongst the key intersections and those at less-significant roads. The retention and further encouragement of commercial land uses at ground level in these developments shall be investigated through the Local Planning Strategy.

4.1.2 Manning Road

Manning Road is an Other Regional Road under the Metropolitan Region Scheme, and is flanked by predominantly single house development at a density coding of R20. Most extant development has direct vehicular access

Part I - Strategy

Draft

from Manning Road, with few opportunities for secondary street access. The local roads of Pether Road and Downey Drive create street blocks of an approximate 100 metre depth on the north and south of Manning Road.

The *Draft Capital City Planning Framework* describes a flank of Medium-intensity residential development for the length of Manning Road. Additionally the *Draft Public Transport for Perth in 2031* includes Manning Road as an alternative transport linkage between Canning Bridge and Curtin University. Medium density flanking Manning Road also provides streetscape continuity east of the Canning Bridge Precinct boundary. The *Canning Bridge Precinct Vision* prescribes medium density development along the portion of Manning Road within the Precinct area.

It is appropriate to introduce medium density along Manning Road as far east as Elderfield Road (incorporating 198 residential zoned lots); however it is not considered effective to continue this density increase further east into Karawara and Waterford. The lots in Karawara within 100 metres of Manning Road have a medium density coding in Town Planning Scheme No. 6. The building stock in Waterford within a similar distance from Manning Road largely consists of single houses, which are unlikely to be extensively redeveloped in the coming decades.

A flank of medium density coding, and associated development provisions, within 100 metres of Manning Road between Ley Street and Elderfield Road would encourage redevelopment of the single house lots. Development provisions will typically encourage lot amalgamation and facilitate removal of direct vehicular access from Manning Road, with new development utilising Pether Road and Downey Drive for vehicular access. Development provisions should also guide consistent built form and consider appropriate concessions to encourage pedestrian amenity and public transport patronage.

The medium density flank along Manning Road will be approximately 200 metres from the Manning Community Facility redevelopment, which will see relocation of the Manning Library and enhancement of community facilities. Medium density codings should also be investigated surrounding the Manning Community Facility, as detailed in 'Specific Locations' of this Strategy. Additionally the *Waterford Triangle Urban Design Study* continues medium density development along the northern side of Manning Road east of Conlon Street, rising to high density 150 metres north of Manning Road.

Where lots have a density coding equal to or greater than the proposed medium density flank coding under Town Planning Scheme 6, their density coding will not change.

Part I - Strategy Draft

ACTION 4.1A:

Investigate and progress medium density coding increases for all Residential zoned lots within 100 metres of Canning Highway and Manning Road through a Town Planning Scheme Review.

ACTION 4.1B:

Investigate and progress the application of comparatively greater densities at key intersections, combined with ground level commercial land uses, through the Local Planning Strategy.

ACTION 4.1C:

Investigate and prepare specific development provisions for the Manning Road medium density flank relating to lot amalgamation, built form and vehicular access, to be progressed through a Town Planning Scheme Review.

4.2 SPECIAL CONTROL AREA PROVISIONS

Both South Perth Station Precinct and Canning Bridge Precinct will be incorporated as Special Control Areas within the City's Town Planning Scheme. It is strongly envisaged that any other identified planning precincts and areas of major redevelopment will also be classified as Special Control Areas.

Special Control Areas provide the ability to introduce specific requirements or provisions to achieve defined planning outcomes identified through respective precinct studies.

4.2.1 Housing Affordability

Special Control Areas introduced into the City's planning framework are well suited to the delivery of affordable housing units due to their transport, service and amenity connections. It is further anticipated that subdivision and development in Special Control Areas will attract monetary contributions from developers toward the cost of upgrading infrastructure and community assets.

Part I - Strategy

Draft

It is considered that developer contributions are an appropriate mechanism to utilise in the coordination of affordable housing delivery across all Special Control Areas. Development contributions would typically be required as a condition of any subdivision or development approval not of a minor nature.

It is proposed to allow development contributions to become optional upon grant of subdivision or development approval, dependant on the delivery of a specified number of affordable units by the developer.

Development Contribution Plans would be completed in accordance with *State Planning Policy 3.6 - Development Contributions for Infrastructure* and adopted into the City's Town Planning Scheme. The financial contribution element would form 'Option A'. Selection of Option A by developers would not require delivery of affordable housing units.

'Option B' would refer to the delivery of affordable housing units to a minimum amount of 15 percent of all units in a development of 10 or more units. Additionally a density bonus of one standard unit for every one affordable unit will be granted. Selection of Option B would exempt developers from providing a monetary sum in accordance with the Development Contribution Plan for that Special Control Area.

In the South Perth Station Special Control Area it is estimated this mechanism would lead to the delivery of approximately 200 affordable housing units, roughly 15 percent of the total unit numbers. In other Special Control Areas it will be important to ensure that a 15 percent affordable housing target is met. A target of 15 percent affordable units is consistent with the Department of Housing's *Affordable Housing Strategy 2010-2020*.

The affordable housing unit delivery mechanism is summarised in Figure 4.2.1. It is intended that the additional density bonus would result in Option B presenting as more commercially attractive to developers, and therefore lead to greater certainty in the delivery of affordable units.

Part I - Strategy

Draft

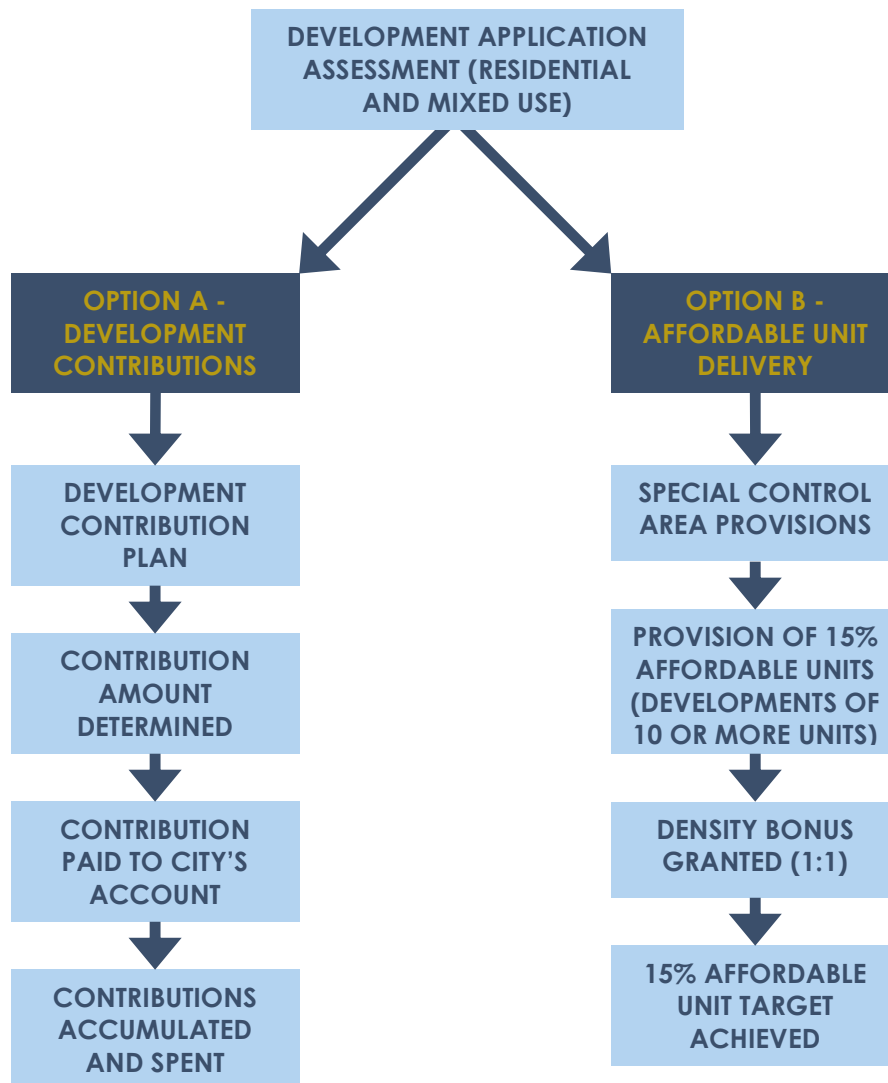


Figure 4.2.1 - Affordable Housing Unit Delivery Mechanism

The City will not retain ownership of affordable housing stock delivered under this mechanism. Instead, dialogue shall be initiated with the Department of Housing and other not-for-profit housing providers to purchase the affordable units at construction cost from the developer, and maintain them as affordable units for a fixed time period. It is suggested that - for the purpose of consistency - this time period be the same as the operative time period for the relevant Development Contribution Plan. The sale of affordable units to the Department of Housing, and their on-sale to consumers under a shared-equity arrangement, as well as not for profit housing providers ensures the affordability of those units is managed appropriately into the future.

Part I - Strategy

Draft

It will be necessary to initiate planning controls which serve to maintain the occupancy restriction of affordable units delivered under this approach. It is important to guarantee a constant proportion of affordable rental housing in activity centres, in order to ensure persons who are not able to purchase a dwelling can still reside in the locality. Redevelopment Authorities currently utilise Restrictive Covenants to ensure affordable units which are sold at market rates are leased to persons who benefit from low-cost housing. Restrictive Covenants are also useful in maintaining ongoing affordability of shared-equity dwellings on-sold by the Department of Housing.

Restrictive covenants can be applied as a condition of planning approval, and are able to be operative for a given time period - as identified above. Additionally, Strata Management Statements can contain appropriate By-laws to ensure delivery and maintenance of affordable units in new developments. Strata Management Statements are also a conditional requirement of planning approval for multi-unit developments. It is considered that Restrictive Covenants and relevant text in Strata Management Statements represent the best mechanism to ensure affordable units are delivered and maintained as long term affordable rental housing.

ACTION 4.2A:

Progress a Local Planning Policy to ensure all Special Control Areas deliver affordable units through appropriate mechanisms in coordination with a Town Planning Scheme Review.

4.2.2 Capped Car Parking

It is appropriate for activity centres that are serviced by high frequency public transport to have more stringent regulations limiting the number of car parking bays provided in residential developments. The 2010 R-Codes prescribe reduced minimum car parking for developments within set distances from high frequency public transport, however there is no regulation to cap car parking bays provided in new buildings.

Minimum car parking requirements do not discourage surplus car parking provision in new developments. Surplus parking results in wasted space, and discourages public transport patronage - specifically in activity centres. The provision of a 'compliant' number of parking bays, and in many cases a greater number, also results in increased construction cost - particularly in multiple dwelling developments with a communal below-grade or at-grade car park - which is passed on to purchasers. This in turn affects general affordability of individual developments and the precinct at large.

Part I - Strategy

Draft

While it is not suggested to cap car parking requirements across the whole Scheme area, it is considered appropriate to regulate on-site car parking provided in activity centres, due to their connections with high frequency public transport. This is consistent with *State Planning Policy 4.2 - Activity Centres for Perth and Peel*. Special Control Area planning provisions provide the best mechanism to introduce capped car parking, which in turn can relate specifically to individual Special Control Areas, dependant on their individual characteristics. It is not considered suitable to stipulate blanket capped car parking for all Special Control Areas - rather specific ratios will be investigated and determined dependant on the nature, size and transport connections present in each Special Control Area.

ACTION 4.2B:

Progress Scheme provisions related to capped car parking within Special Control Areas, with specific ratios to be determined for each Special Control Area, through the Local Planning Strategy.

4.2.3 Adaptable Housing

Consideration and encouragement should be given to adaptable buildings - where the use of tenancies or units can be altered over time to meet market and social demands. 'Convertible units' are able to be easily adapted between residential and non-residential uses through thoughtful architectural design and removable internal divisions. Convertible buildings are a key component of the urban form of locations such as Perth and Fremantle, where former commercial warehouses and offices have been converted for residential use.

Adaptable housing - due to the broad ways to achieve adaptability - is not easy to deliver under the City's current planning framework. As adaptable units have the capability of being converted between residential and non-residential uses, controls such as plot ratio and car parking should remain the same for all land uses. This will mean that the planning controls do not need to be considered upon changing the use of an adaptable unit, which will streamline the approval process and ensure the ongoing success of adaptable buildings.

Adaptable housing should be investigated further with respect to non-residential land uses and planning controls. Special Control Areas are appropriate locations to establish comparable plot ratio and car parking controls for all uses, thereby facilitating delivery of adaptable units.

Part I - Strategy

Draft

4.2.4 Accessible Housing

It is considered that Special Control Area provisions within the Town Planning Scheme are the best mechanism to guarantee accessible housing delivery in areas which provide the greatest benefit for physically impaired persons. It is not considered necessary, equitable or sustainable to require accessibility to be built in to every residential development within the City. Similarly, it is not considered appropriate to specify particular elements of accessibility to be included in new developments.

The City should require a percentage of units in developments above a certain yield to comply with the Australian Standards requirements for accessible housing - AS4299. This has the effect of building a percentage of accessibility into redevelopment areas, but not to an extent which would result in wide-scale increases in construction cost. This method of requiring adaptable and accessible housing is considered to be the best mechanism to ensure long-term housing sustainability within activity centres in the City.

For the purposes of consistency it is considered appropriate to require accessibility to be built into 15 percent of dwellings in developments of 10 or more units - the same requirement as affordable housing. In general, accessible units should be located at or close to the ground level, and in close proximity to lifts, building entrances and escape routes. Accessibility should reflect the provisions of AS4299, and can be guaranteed through the imposition of conditions of planning approval.

ACTION 4.2C:

Investigate the application of specific planning controls to encourage housing adaptability in Special Control Areas through the Local Planning Strategy.

ACTION 4.2D:

Progress a Local planning Policy related to requiring accessible housing within Special Control Areas in coordination with a Town Planning Scheme Review.

Part I - Strategy

Draft

5 SPECIFIC LOCATIONS

5.1 EASTERN ACTIVITY CENTRE

The area surrounding the intersection of Canning Highway and Berwick Street is ideally positioned for development as an activity centre, where significant development would provide a gateway to the City. The *Draft Capital City Planning Framework* identifies this location for development of Urban and Higher Intensity Residential development. Detailed investigation into developing an Activity Centre Structure Plan for this area, with appropriate density and mixed land uses, will also complement the Canning Bridge Precinct at the opposite end of Canning Highway. The centre is bounded by Mill Point Road, the Municipal boundary with the Town of Victoria Park, Second Avenue and Hovia Terrace. There are 195 lots within the centre, with nine of these lots subject to a non-residential use and/or zone.

The Eastern Activity Centre area is characterised by commercial development generally comprising fast food, office and service station uses, as well as single storey single houses and low-rise grouped dwelling developments. The Canning Highway Road Reservation features prominently over lots adjacent to the Primary Regional Road, and its long presence in the Metropolitan Region Scheme has resulted in many of the houses fronting Canning Highway falling into various states of disrepair and being retained by owners as rental properties. A number of the properties on the south eastern side of Canning Highway are State government owned.

It is not considered appropriate to apply a blanket mixed use zoning across the centre. Rather the lots bounded by Mill Point Road, Canning Highway and Way Road, as well as those fronting Canning Highway between Lansdowne Road and the Municipal boundary will have a non-residential zone with a high density coding. This will retain the general commercial streetscape along Canning Highway, as well as facilitate further mixed use development along the Highway and within the Mill Point Road/Way Road street block.

It is considered that by ensuring the Mill Point Road/Way Road street block has a non-residential zoning, there will be sufficient opportunity - through the amalgamation of individual lots - to facilitate appropriate development in terms of height, scale and separation from residential zones in the surrounding locality. Residential units will still be required in new developments; however they will largely take the form of multiple dwellings in mixed use buildings, rather than extant single houses on green title lots. This position is further supported by the *Draft Capital City Planning Framework*.

Part I - Strategy

Draft

The requirement to deliver residential units as part of any redevelopment of the street block is intended to ensure ongoing after-hours activation and human presence. Key sites identified in the Figure 5.1 will have special design requirements to express their prominence in the urban landscape. This plan will be further developed into an Activity Centre Structure Plan in line with *State Planning Policy 4.2 - Activity Centres for Perth and Peel*.

The remainder of the centre will retain its residential zone, with an upper-medium density coding. This will provide sufficient human presence to support the commercial components of the activity centre, as well as maximise patronage of the public transport routes operating along Mill Point Road and Canning Highway to the Causeway Bus Interchange.

It should be noted that any detailed planning for an activity centre in this locality should be undertaken in cooperation with the Town of Victoria Park, to ensure consistency and flow in land use and built form across the Municipal boundary, an outcome which is facilitated by the *Draft Capital City Planning Framework*.



Figure 5.1 - Eastern Activity Centre Plan

Part I - Strategy Draft

ACTION 5.1:

Commence detailed planning for the Eastern Activity Centre in cooperation with the Town of Victoria Park, through the Local Planning Strategy.



5.2 MANNING NEIGHBOURHOOD CENTRE

Although a comprehensive investigation of community and retail land uses, the Manning Community Facility Study does not look at the density and development of the surrounding residential land. Currently the shops fronting Welwyn Avenue serve the function of a Neighbourhood Centre under *State Planning Policy 4.2 - Activity Centres for Perth and Peel*, and the consolidation and redevelopment of community facilities under the Manning Community Facility Study will emphasise this functionality.

Part I - Strategy

Draft

Currently the residential density of the land surrounding the Manning Community Facility is R20. It is considered that potential for further infill development exists in this location, which would complement redevelopment of the Community Facility. It is considered that a medium density coding is appropriate for the land bounded by Jarman Avenue, Duckett Drive, Griffin Crescent, Marsh Avenue and Manning Road (as an extension of the medium density coding flanking Manning Road).

Further specific development provisions should be developed with respect to achieving an attractive streetscape in the medium density area. The requirement for minimum frontage widths - or other similar mechanisms - to discourage battleaxe subdivisions should be investigated.

ACTION 5.2:

Progress a density increase to the residential zoned lots bounded by Jarman Avenue, Duckett Drive, Griffin Crescent, Marsh Avenue and Manning Road, to a medium density, through a Town Planning Scheme Review.

5.3 KARAWARA

The suburb of Karawara was developed in the 1970s following Radburn principles of urban design. This created separate residential lots fronting public open space corridors, with vehicular and service access from cul-de-sacs at the rear. The system was intended to provide barrier-free pedestrian access throughout the suburb, with vehicular movements separated from pedestrian activity.

Development over the following thirty years resulted in the public open space corridors largely being enclosed with solid fencing to the residential properties, and poor orientation of dwellings, offering minimal casual surveillance of the public open space. Limited development of the public open space corridors as areas for active community recreation contributed to these large public spaces suffering in terms of functionality, preservation and safety.

Ongoing studies have been undertaken which seek to address some of the issues associated with the design and development of Karawara. It is largely considered that the public open space corridors are an excellent community asset - due to their size and direct access from many residential lots - important elements which should be preserved. Investigations have been undertaken with regards to activation and use of the public open space corridors, as well as potential closure of some access points to redirect pedestrian traffic through other parts of the corridors.

Part I - Strategy

Draft

It is considered that the four public squares central to the public open space corridors (see Figure 5.2) are ideal for activation through community uses and facilities, such as community gardens and play and exercise equipment. While development of these spaces in this manner would provide more appropriate use of the land than currently, residential development surrounding these spaces should further complement the community spaces through built form, opportunities for casual surveillance and a revision of fencing requirements to the public open space.



Figure 5.2 - Karawara Plan

The most effective mechanism to deliver density and built form surrounding the public squares is the City's Town Planning Scheme. Appropriate provisions within the Scheme can facilitate lot amalgamation, building scale and height, setbacks and visual permeability. Lot amalgamation is particularly important to ensure consistent development across the public square frontages, good vehicular access outcomes from the relatively narrow street boundaries, and a consistent approach to fencing.

A medium residential density coding is sufficient to ensure appropriately scaled built form is provided. This medium density coding will permit grouped and multiple dwelling development in buildings which effectively wrap around the public squares, and are able to share common facilities such as car parking and vehicular access.

Part I - Strategy

Draft

Framing the public squares is an important consideration for increased density. By encouraging height, built form can be used to provide definition to the public squares, creating a legible transition from private to public space. Height also creates good opportunities for casual surveillance of the public squares, which is missing from the current built form. Specific planning controls should serve to permit height along the public square boundaries, and maintain an appropriate interface with adjacent low density development.

To ensure consistency in development times and outcomes, Design Guidelines should be investigated as to the most appropriate document to facilitate actual development of the lots. Design Guidelines should prescribe specific objectives for new development, including external appearance and neighbourhood amenity. Development incentives such as additional site coverage and reduced setbacks - in return for lot amalgamation - should also be investigated to ensure lots are not developed in isolation, therefore achieving consistent built form.

ACTION 5.3:

Investigate and develop specific planning controls for Karawara in coordination with activation strategies for the public squares, and progress the planning controls through the Local Planning Strategy.

5.4 GWENYFRED ROAD

The land bounded by Gwentyfred Road, Mackie Street, the municipal boundary and George Street has a residential zoning with a density coding of R15 under Town planning Scheme No. 6. Inconsistently, the residential zone to the northwest has a density coding of R60, and the residential zone to the southeast has a density coding of R40 under Town Planning Scheme No. 6. Additionally the adjoining residential lots within the Town of Victoria Park have a density coding of R30 under the Town's Town Planning Scheme 1.

It is considered that a density coding of R15 represents an inconsistency in density along the northwest-southeast axis of Gwentyfred Road, as well as an inadequate step between the medium density codings in the Town of Victoria Park and the low density codings of the remainder of Kensington. Additionally the *Draft Capital City Planning Framework* identifies Medium-intensity residential development flanking Berwick Street for a depth that also includes lots within the City of South Perth municipal boundary.

Part I - Strategy Draft

It is therefore considered appropriate to increase the density of the street blocks in this location from R15 to a medium density coding comparable with surrounding residential densities in the Scheme area and within the Town of Victoria Park. Density increases would only apply to the 40 residential zoned lots within the following street blocks:

- Gwentyfred Road, Second Avenue, municipal boundary and Mackie Street;
- Gwentyfred Road, Mackie Street, municipal boundary and Courthope Street;
- Gwentyfred Road, Courthope Street, municipal boundary and King George Street;
- Gwentyfred Road, King George Street, municipal boundary and Susan Street; and
- Gwentyfred Road, Susan Street, municipal boundary and George Street.

It is not intended to change the density codings of the lots zoned R60 and R40 under Town Planning Scheme No. 6.

ACTION 5.4:

Progress a density increase to the residential zoned lots bounded by Gwentyfred Road, Second Avenue, the municipal boundary and George Street, to a medium density, through the Town Planning Scheme Review.



Part I - Strategy Draft

6 WHOLE OF SCHEME

6.1 DUAL DENSITY CODINGS

The imposition of dual density codings over locations already developed to a higher coding intentionally resulted in the general reduction of development potential for sites which had not been subdivided at that time. Consequently an inconsistent built environment has been maintained through challenging Performance Criteria and the inability of some isolated low-density lots to achieve a higher development yield. This has further resulted in inequity amongst landowners as to development potential over their properties.

Additionally, the difficulties of conforming with the restrictive Performance Criteria present constant administrative and interpretive issues for both developers and City officers.

The majority of lots within dual density coded areas are generally developed to the higher density of the split codings under Town Planning Scheme No. 6, or greater. As a result it is intended to discontinue all dual density codings, and replace them with the higher density of the dual codings. No dual density coded lots will remain in the Scheme area. This more simplistic approach to density will potentially yield approximately 450 new dwellings across various parts of the Scheme area.

The removal of dual density codings from the City's planning framework will also result in the fourteen Precincts becoming redundant. Under TPS6 the only defining element of the Precincts is the dual density codings. In order to eliminate superfluous planning controls, the fourteen Precincts will be discontinued in the City's Town Planning Scheme.

Where a dual density coding falls over a lot subject to rezoning or increase in residential density otherwise described in this Local Housing Strategy, the other action will take precedence.

ACTION 6.1:

Progress deletion of all dual density codings and the fourteen Precincts and replace the dual density codings with a residential density equal to the higher of the dual code in the Town Planning Scheme Review.

6.2 DIVERSE HOUSING

The 2010 R-Codes restrict secondary dwellings - referred to as ancillary accommodation - to being occupied by family members of people residing

Part I - Strategy

Draft

in the main house on the subject property. While this has provided limited additional accommodation opportunities in the past, it is increasingly being seen as restrictive to dwelling diversity, and a planning control which is hard to administer. Furthermore it is argued that the amenity impact of unrelated people living in the secondary dwelling and the main house is generally negligible.

It is considered timely to revise the occupancy requirement for ancillary accommodation, with a view to permitting secondary dwellings in lieu of situations where ancillary accommodation would be permissible. Specifically this would relate to lots of a sufficient size (consistent with the R-Codes requirement for ancillary accommodation) which do not have subdivision potential. The permissibility of secondary dwellings would apply on all residential zoned land throughout the Scheme area.

Secondary dwellings would be limited in floorspace, be required to physically appear subservient to the main house on the site through location and form, and generally require one additional car parking bay. There should be no impact to site cover however, provided the secondary dwelling is not located in front of the main house and is set back in accordance with the R-Codes requirements. Investigation into the suitability of site cover variations for secondary dwellings should be undertaken.

The *Central Metropolitan Sub-Regional Strategy* briefly identifies the possibility of reviewing ancillary accommodation requirements through the strategic planning framework, and a number of local governments have separately reviewed their planning framework to address the occupancy restriction present in the 2010 R-Codes for secondary dwellings. Similar provisions with regards to site cover feature in these amendments; however some form of occupancy restriction is maintained - to ensure that the landowner remains resident on the property, either in the main house or the secondary dwelling. It is not considered necessary to restrict occupancy of one of the dwellings in this situation, as this would place a restriction upon the accommodation which is not seen to have an impact on amenity.

Similarly the *Draft R-Codes Review* is re-evaluating the need for occupancy controls over secondary dwellings. The *Draft R-Codes Review* retains permissible site cover restrictions currently in place for ancillary accommodation. Should this element of the *Draft R-Codes Review* proceed it is suggested that a Local Planning Policy would be the most appropriate mechanism to vary site cover provision with respect to secondary dwellings.

Part I - Strategy

Draft

ACTION 16.2:

Review site cover with respect to secondary dwellings and incorporate the permissibility of secondary dwellings into the City's planning framework through the Town Planning Scheme Review.

6.3 SUSTAINABLE BUILT FORM

Built form sustainability is a fundamental element of contemporary planning practice. Since 2008 the City has been guided by its *Local Planning Policy P350.1 - Sustainable Design*. However this Policy only serves to advise developers and the City on sustainable design practices and encourage sustainability in developments. Additionally the City's *Building a Sustainable House* brochure provides information and recommendations on achieving sustainable outcomes in new and existing developments. The brochure however does not have a statutory basis and is targeted at interested developers and landowners. It is considered that a more comprehensive approach would be effective in achieving sustainable built form across the City.

It is not considered appropriate to mandate specific features which contribute to sustainable design, as this would add additional cost to every development and may limit the architectural form or use of the development contrary to the landowners' intentions. Instead it is considered that development incentives - which permit minor variations to the Acceptable Development criteria in return for sustainable design elements - provide the best opportunity to introduce built form sustainability into all new building stock, as well as through additions and alterations to existing buildings.

Since 2008 the R-Codes have encouraged sustainability elements to a basic extent by permitting solar collectors as of right. This provision is supported by the City as it allows solar collectors to be positioned in an optimal location, and their visible placement contributes to public education and awareness of sustainable energy generation. While this is acceptable in ensuring the efficiency of the devices, alternative power generation sources such as small domestic wind turbines have been excluded from discussion. Domestic-scaled wind turbines are gaining popularity in light of increasing energy prices and greater awareness on wind-generated power. The City's planning framework should encourage and facilitate the adoption of wind-generated power, and other emerging technologies suitable for residential use.

In July 2011 the City adopted its *Local Planning Policy P351.14 Cygnia Cove Residential Design Guidelines*. This Policy features reduced street setbacks

Part I - Strategy

Draft

and open space, but mandates rainwater tanks and Photovoltaic systems for general electricity, water heating or both. It is considered appropriate to review the effectiveness of these incentives prior to consideration of similar controls in the general planning framework. Policy P351.14 should have been exposed to sufficient application within the planning process by this time.

Additionally the adaptive reuse of existing buildings should be encouraged, to both maintain existing buildings as far as practicable, as well as reduce waste material associated with demolition and removal of materials. Adaptive reuse includes changing the use of a building, however it specifically relates to adapting a building to be suitable for a use for which it was not originally constructed. Further to development incentives for the inclusion of sustainability elements, appropriate concessions should be investigated for application where part or all of existing buildings can be retained and used creatively in new developments.

It is considered that the best mechanism to prescribe development incentives for sustainability outcomes is a Local Planning Policy, specifically a review of Policy P350.1. It is important to acknowledge in any Policy review that while sustainability is broadly encouraged, specific controls need to be directed to ensuring sustainable built form is realised to a certain extent in new or redeveloped buildings. Furthermore, alternative energy generation such as small domestic wind turbines should be investigated and appropriate mechanisms introduced to facilitate their introduction to the urban landscape whilst maintaining safety and amenity.

ACTION 6.3:

Review Policy P350.1 with the objective to include specific development incentives for sustainable design and built form elements, and adaptive reuse of buildings as part of the Local Planning Strategy.

6.4 COMMUNITY FACILITIES

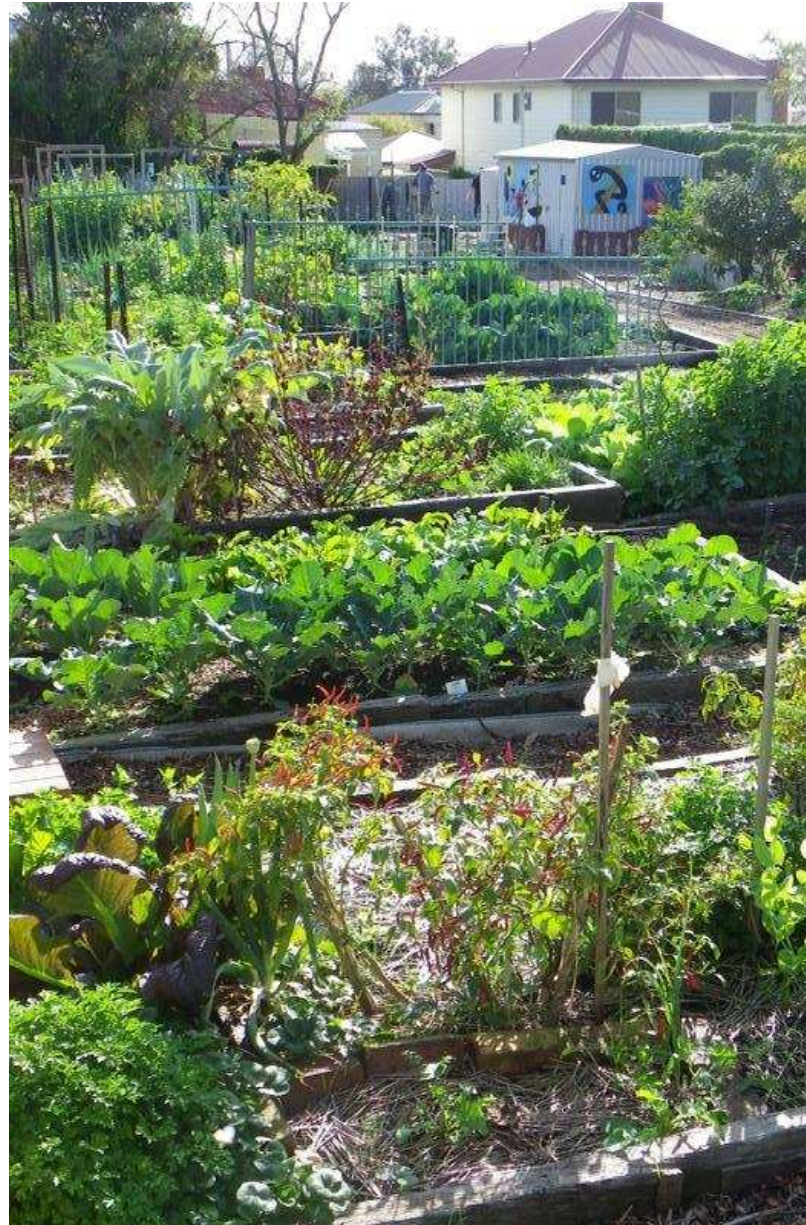
Planning and development of appropriate community facilities to complement existing and new residential development contributes to a sense of place amongst residents. Additionally well-planned community facilities provide varied recreation opportunities in the local area which in turn allows for social interaction and place activation.

Part I - Strategy

Draft

Community facilities which have a close relationship to surrounding residential development include community gardens, engaging public art and multi-purpose facilities which have frequent use such as open amphitheatres. Appropriate community facilities are accessible to the whole community, enable interaction between community members, and promote a sense of ownership of the facility in the community.

While it is acknowledged that larger community halls are vital to providing multi-use venues which may be booked for various occasions, the community facilities which are utilised on a daily basis - and the ones which can be developed by the community itself - are the smaller localised facilities which provide diverse opportunities for recreation and interaction. Research has indicated that well-planned and located community facilities, particularly those incorporating public open space, have physical and mental health benefits for residents, particularly if they are located close to medium and high density residential development.



Although it is not within the scope of this Strategy to conduct detailed investigation into facilitating community facilities in specific areas, it is important to coordinate various facilities with additional residential development and intensity. Residential development and community facilities have a cyclic relationship, and appropriate opportunities for neighbourhood recreation are fundamental to successful communities.

In the forthcoming Local Planning Strategy it will be important to consider the relationship between residential development and community facilities, and

Part I - Strategy

Draft

the encouragement of coordinated development of the two. Planning of community facilities should fundamentally involve the local community, and their establishment and development should be undertaken with a view to minimising City involvement in the longer term - to establish community ownership and operation of the facility. The proposed City of South Perth Community Garden at Neil McDougall Park should serve as an example in the development and establishment of a facility appropriate to its surrounding community. Similarly redevelopment of the Karawara public squares as detailed in this Strategy will provide a benchmark for considered residential and community development.

ACTION 6.4:

Encourage the coordinated development and establishment of diverse community facilities to complement new development and redevelopment through the Local Planning Strategy.

6.5 HERITAGE

The continuing importance of heritage places within the City should be emphasised in its planning framework. Town Planning Scheme No. 6 prescribes controls for development of heritage places and adjoining properties. Additionally, there are 64 places of heritage significance listed in the 2000 Municipal Heritage Inventory.

Increased densities investigated within this Local Housing Strategy will also apply to heritage places, however development of the place will still continue to be informed by the Management Categories within the Municipal Heritage Inventory.

In order to provide greater simplicity and flexibility within the City's Town Planning Scheme, the accommodation of heritage controls within a Local Planning Policy should be investigated. The subsequent document should discuss the interface between the heritage place and new development on the site or on adjacent sites. Specifically, importance should be placed on the tangible distinction between existing development and new development - with the encouragement of contemporary aesthetics.

Mechanisms which facilitate ownership and ongoing maintenance of heritage places should also be investigated, including the incorporation of sustainability elements into their built form.

Part I - Strategy Draft

ACTION 6.5:

Investigate and develop a Local Planning Policy for heritage places, which facilitates ownership and maintenance of places of cultural heritage significance, in coordination with a Town Planning Scheme Review.



Part I - Strategy Draft

7 ACTIONS SUMMARY

NUMBER	PROVISION	ACTION	VEHICLE
4.1A	Density (Activity Centres and Urban Corridors)	Investigate and progress medium density coding increases for all Residential zoned lots within 100 metres of Canning Highway and Manning Road through a Town Planning Scheme Review.	Town Planning Scheme Review
4.1B	Density (Activity Centres and Urban Corridors)	Investigate and progress the application of comparatively greater densities at key intersections, combined with ground level commercial land uses, through the Local Planning Strategy.	Local Planning Strategy
4.1C	Density (Activity Centres and Urban Corridors)	Investigate and prepare specific development provisions for the Manning Road medium density flank relating to lot amalgamation, built form and vehicular access, to be progressed through a Town Planning Scheme Review.	Town Planning Scheme Review
4.2A	Housing Affordability (Special Control Areas)	Progress a Local Planning Policy to ensure all Special Control Areas deliver affordable units through appropriate mechanisms in coordination with a Town Planning Scheme Review.	Town Planning Scheme Review
4.2B	Maximum Car Parking (Special Control Areas)	Progress Scheme provisions related to capped car parking within Special Control Areas, with specific ratios to be determined for each Special Control Area, through the Local Planning Strategy.	Local Planning Strategy

Part I - Strategy

Draft

NUMBER	PROVISION	ACTION	VEHICLE
4.2C	Adaptable and Accessible Housing (Special Control Areas)	Investigate the application of specific planning controls to encourage housing adaptability in Special Control Areas through the Local Planning Strategy.	Local Planning Strategy
4.2D	Adaptable and Accessible Housing (Special Control Areas)	Progress a Local planning Policy related to requiring accessible housing within Special Control Areas in coordination with a Town Planning Scheme Review.	Town Planning Scheme Review
5.1	Eastern Activity Centre (Specific Locations)	Commence detailed planning for the Eastern Activity Centre in cooperation with the Town of Victoria Park, through the Local Planning Strategy.	Local Planning Strategy
5.2	Manning Neighbourhood Centre (Specific Locations)	Progress a density increase to the residential zoned lots bounded by Jarman Avenue, Duckett Drive, Griffin Crescent, Marsh Avenue and Manning Road, to a medium density, through a Town Planning Scheme Review.	Town Planning Scheme Review
5.3	Karawara (Specific Locations)	Investigate and develop specific planning controls for Karawara in coordination with activation strategies for the public squares, and progress the planning controls through the Local Planning Strategy.	Local Planning Strategy

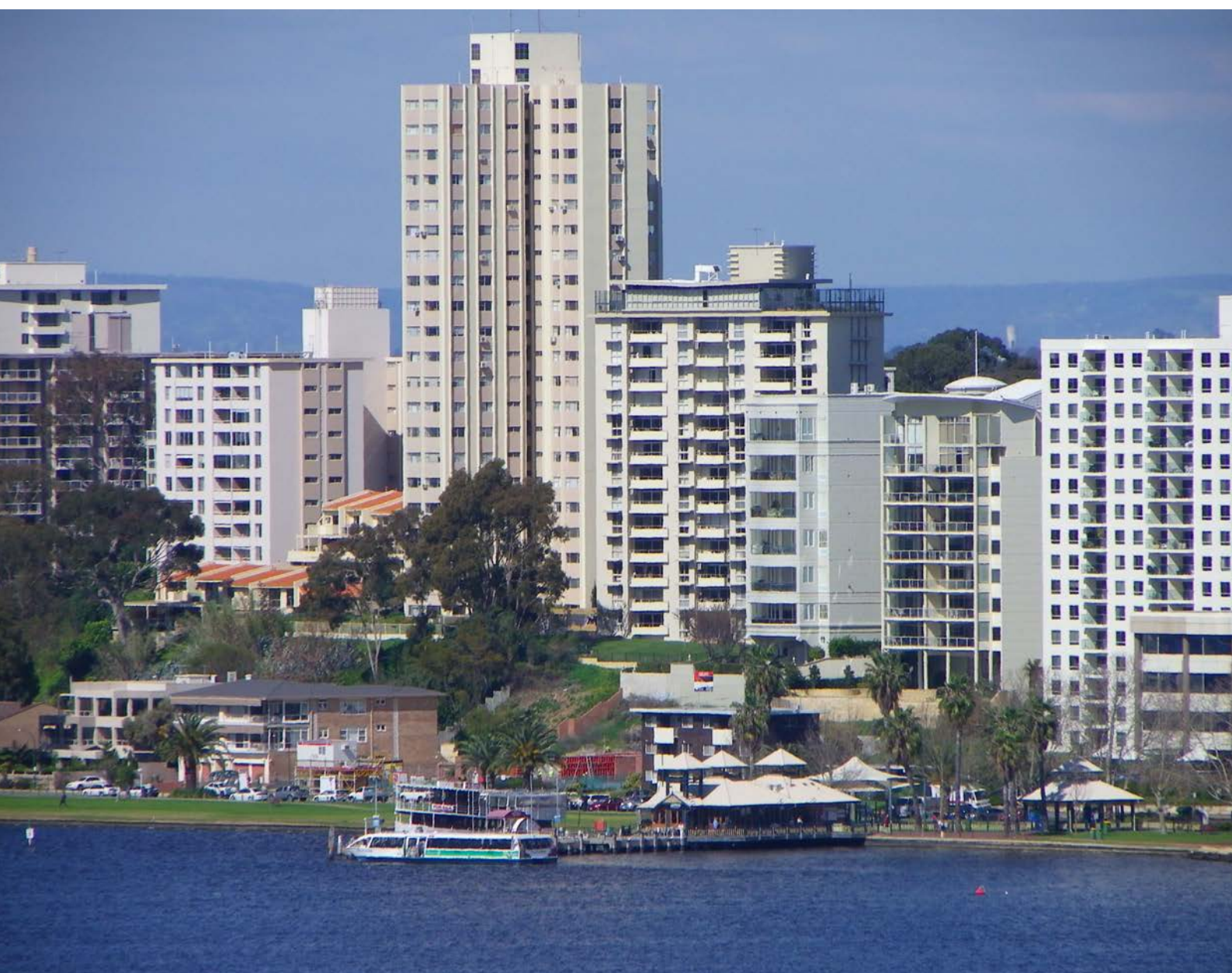
Part I - Strategy

Draft

NUMBER	PROVISION	ACTION	VEHICLE
5.4	Gwenyfred Road (Specific Locations)	Progress a density increase to the residential zoned lots bounded by Gwenyfred Road, Second Avenue, the municipal boundary and George Street, to a medium density, through the Town Planning Scheme Review.	Town Planning Scheme Review
6.1	Dual Density Codings (Whole of Scheme)	Review site cover with respect to secondary dwellings and incorporate the permissibility of secondary dwellings into the City's planning framework through a Town Planning Scheme Review	Town Planning Scheme Review
6.2	Diverse Housing (Whole of Scheme)	Review site cover with respect to secondary dwellings and incorporate the permissibility of secondary dwellings into the City's planning framework through the Town Planning Scheme Review.	Town Planning Scheme Review
6.3	Sustainable Built Form (Whole of Scheme)	Review Policy P350.1 with the objective to include specific development incentives for sustainable design and built form elements, and adaptive reuse of buildings as part of the Local Planning Strategy.	Local Planning Strategy
6.4	Community Facilities (Whole of Scheme)	Encourage the coordinated development and establishment of diverse community facilities to complement new development and redevelopment through the Local Planning Strategy.	Local Planning Strategy

Part I - Strategy Draft

NUMBER	PROVISION	ACTION	VEHICLE
6.5	Heritage (Whole of Scheme)	Investigate and develop a Local Planning Policy for heritage places, which facilitates ownership and maintenance of places of cultural heritage significance, in coordination with a Town Planning Scheme Review	Town Planning Scheme Review



Part 2 - Background Draft

8 STATE AND REGIONAL PLANNING CONTEXT

8.1 DIRECTIONS 2031 AND BEYOND (WAPC)

Directions 2031 and Beyond provides a high level strategic framework for the metropolitan Perth and Peel region, guiding the planning and delivery of housing, infrastructure and services necessary to cater for a forecast population increase to 2.2 million people by 2031.

The vision of *Directions 2031 and Beyond* is:

“By 2031, Perth and Peel people will have created a world class liveable city: green, vibrant, more compact and accessible with a unique sense of place.”

The vision is supported by five strategic themes and objectives:

Liveable, Prosperous, Accessible, Sustainable, Responsible

Directions 2031 and Beyond identifies a hierarchy of activity centres where employment, services and infrastructure will be focused. Activity centres will be serviced by interconnected transport links. Density increases around activity centres will account for a large part of population growth, and supply a critical mass of people to support the ongoing development of the activity centres.

Directions 2031 and Beyond intends for medium density development to largely be accommodated along existing transport linkages throughout Perth. These urban corridors will link activity centres and be serviced by sustained public transport.

The hierarchy of activity centres within the City of South Perth include Bentley/Curtin (Specialised Centre), Perth Zoo, (Metropolitan Attractor), and South Perth Peninsula (District Centre). Key transport linkages through the City are identified as the Kwinana Freeway, Canning Highway, and the high

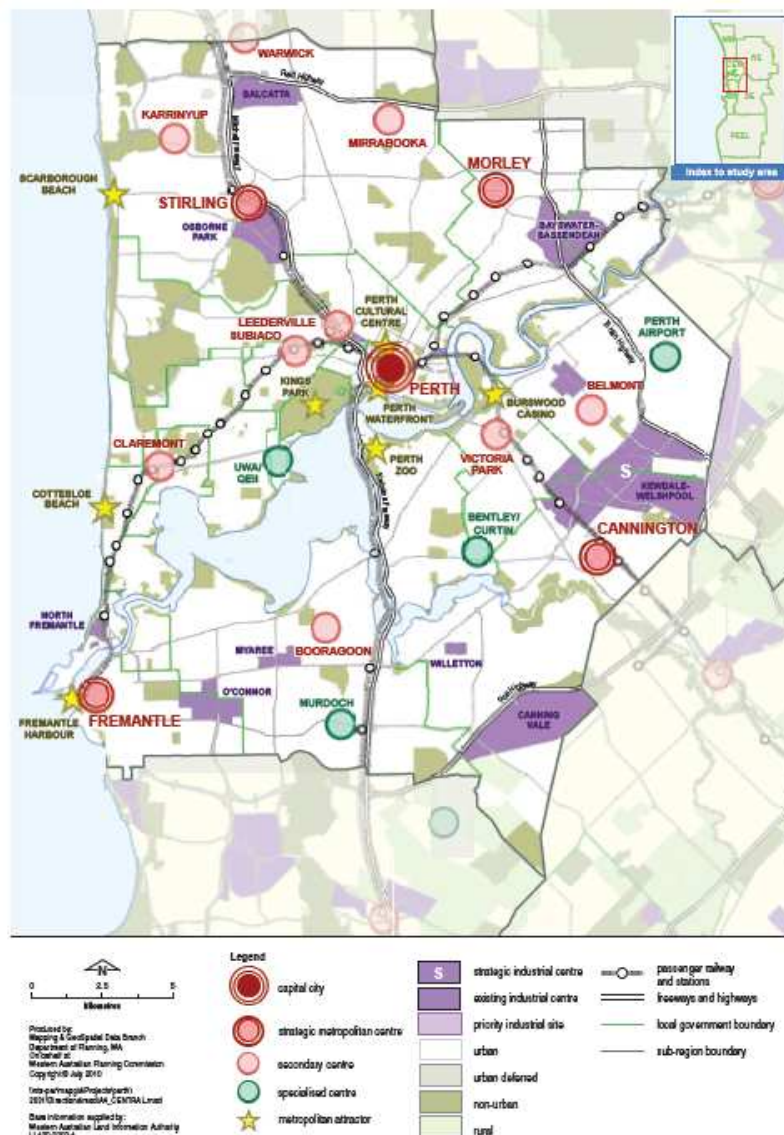
Part 2 - Background

Draft

frequency bus routes running along Labouchere Road and between the South Perth peninsula and Curtin University. Links between Canning Bridge and Curtin University are particularly important.

Directions 2031 and Beyond also proposes a target of 328,000 additional dwellings within the Perth and Peel region by 2031. Of this number, 154,000 dwellings are to be accommodated in infill areas. This represents a 50 percent improvement on current infill residential development trends.

Directions 2031 and Beyond separates the Perth and Peel region into 6 subregions, following existing local government boundaries. The City of South Perth falls within the Central Metropolitan Sub-Region (see below). The Central Metropolitan and Outer Metropolitan Perth and Peel subregions will be guided further to achieving the objectives of *Directions 2031 and Beyond* by Sub-Regional Strategies.



Part 2 - Background Draft

8.2 DRAFT CENTRAL METROPOLITAN PERTH SUB-REGIONAL STRATEGY (WAPC)

The *Draft Central Metropolitan Perth Sub-Regional Strategy* identifies eight strategic priorities to deliver the outcomes of *Directions 2031 and Beyond*. The strategic priorities are based on the strategic themes and objectives of *Directions 2031 and Beyond*.

The *Draft Central Metropolitan Perth Sub-Regional Strategy* also specifies individual dwelling and employment targets for each local government within the central metropolitan subregion. The subregion itself has a target of 121,000 additional dwellings by 2031, with the City of South Perth contributing 6,000 additional dwellings - or 4 percent to this target. This represents a 30 percent increase in the existing number of dwellings within the City.

Notably, the *Draft Central Metropolitan Perth Sub-Regional Strategy* also investigates ways to reduce barriers to housing affordability, as well as facilitate movement through the subregion with effective emphasis on the development of urban corridors - areas accommodating medium to high density residential development along high-frequency bus routes. There are a number of existing urban corridors within the City of South Perth, as well as a proposed urban corridor connecting Canning Bridge to Curtin University.

8.3 DRAFT CAPITAL CITY PLANNING FRAMEWORK (WAPC)

The *Draft Capital City Planning Framework* concentrates on an area 12 kilometres by 12 kilometres in size, with the Perth Central Area at its centre. It is intended to provide detailed spatial planning on the delivery of *Directions 2031 and Beyond* and the *Draft Central Metropolitan Perth Sub-Regional Strategy* in the inner metropolitan area. The *Draft Capital City Planning Framework* ensures an interconnected approach to land use and built form planning which Local Governments will apply through planning strategies and Town Planning Schemes.

The *Draft Capital City Planning Framework* sets out its spatial proposals in eleven Key Concepts related broadly to urban setting and characteristics, growth and transport patterns, liveability connections to the city centre. All of the Key Concepts are relevant to the City of South Perth, particularly in terms of the City's relationship with the Perth central area and surrounding Local Governments. The *Draft Capital City Planning Framework* further describes density and built form typologies which would typically characterise hierarchies of development intensity connecting activity centres with the Perth central area.

The *Draft Capital City Planning Framework* encompasses the City of South Perth as far south as the Manning Road southbound freeway ramp, including the Canning Bridge Precinct.

Part 2 - Background Draft

8.4 STATEMENT OF PLANNING POLICY 3 - URBAN GROWTH AND SETTLEMENT (WAPC)

Statement of Planning Policy 3 - Urban Growth and Settlement (SPP 3) provides a guide for the development of existing and future urban areas with specific focus on urban sustainability, residential density and land use mix. SPP 3 encourages residential density and particular service provision in areas that are serviced by public transport and, like Development Control Policy 1.6, supports the use of residential mass to realise the effectiveness and efficiency of public transport infrastructure and service provision in TOD precincts.

SPP 3 states that it is important to manage the growth of the Perth metropolitan region, and in a large part this will be undertaken by urban consolidation and infill in established inner areas of the region. SPP 3 cites the principles of *Liveable Neighbourhoods* to explain how the growth of metropolitan Perth can be managed in a way which maintains neighbourhood amenity and a sense of place.

Critically, SPP 3 also states that a positive planning framework should be established by local authorities, in order to facilitate this style of development. An intense focus on regulation and development control does not facilitate the development of robust mixed use precincts which are capable of adapting to changes in social needs and demands into the future.

8.5 STATE PLANNING POLICY 4.2: ACTIVITY CENTRES FOR PERTH AND PEEL (WAPC)

State Planning Policy 4.2 - Activity Centres for Perth and Peel (SPP 4.2) augments the objectives of *Directions 2031 and Beyond* in emphasising the importance of activity centres in directing the growth of metropolitan Perth. SPP 4.2 focuses residential density within or immediately adjacent to centres which have a commercial and/or transit focus, emphasising the walkable catchment of high and low order centres. Furthermore, SPP 4.2 recommends the use of planning controls to regulate built form and car parking to achieve the best amenity and walkability outcomes of activity centres.

SPP 4.2 states that strategies should optimise housing potential in walkable catchments and meet the density targets of *Directions 2031 and Beyond*. There is also importance placed on ensuring an activity centre has a sufficient amount of land to deliver an appropriate degree of land use diversity for the scale of the centre.

Part 2 - Background Draft

8.6 DEVELOPMENT CONTROL POLICY 1.6 - PLANNING TO SUPPORT TRANSIT USE AND TRANSIT ORIENTED DEVELOPMENT (WAPC)

Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development (DC 1.6) seeks to encourage and guide the development and ongoing success of public transport infrastructure through appropriate residential densities and land uses within and around transit oriented development (TOD) precincts. DC 1.6 focuses on the effectiveness of appropriate residential mass to activate and stimulate the growth of public transport infrastructure, as well as services located within the TOD precinct which benefit from human presence and activity.

DC 1.6 also describes the ability of good urban design to contribute the sense of place and local amenity of a TOD precinct. The principles and objectives of DC 1.6 have been investigated thoroughly with regards to current TOD precinct studies within the City of South Perth, and they will be applied to areas where TODs will enable better land use and density outcomes.

8.7 LIVEABLE NEIGHBOURHOODS (WAPC)

Liveable Neighbourhoods offers an alternative approach to conventionally planned development and encourages innovative, responsive and sustainable neighbourhoods that support employment opportunities and community development. Element 7 - Activity Centres and Employment complements *Directions 2031 and Beyond* and the various Policies above in emphasising the importance of well designed and diverse activity centres in providing accommodation, social and commercial opportunities for Perth's growing population.

Element 7 specifically focuses on the built form and urban design aspects of activity centres, and provides a guide as to how a successful activity centre should be developed. Element 7 also explains how to effectively use land use mix and density to ensure activity centres are efficiently and effectively developed and maximised.

8.8 AFFORDABLE HOUSING STRATEGY 2010 - 2020: OPENING DOORS TO AFFORDABLE HOUSING (DEPARTMENT OF HOUSING)

The *Affordable Housing Strategy 2010-2020 - Opening Doors to Affordable Housing* (Affordable Housing Strategy) is a 10-year strategic document intended to address a lack of affordable housing opportunities for low to moderate income earners in Western Australia. The Affordable Housing Strategy signifies a new government direction in housing affordability focus from public rentals to stakeholder collaboration to increase the range of housing options and solutions available to those facing housing stress.

Part 2 - Background Draft

The Affordable Housing Strategy also places importance on developing mechanisms to facilitate greater private investment in affordable housing options, as well as the investigation of effective planning reforms.

The Affordable Housing Strategy focuses on allowing a greater diversity in dwelling stock to be made available to the housing market. Critically, the Affordable Housing Strategy also emphasises the importance of housing strategies in informing town planning schemes and facilitating the delivery of dwelling diversity in local areas. Voluntary incentives for developers who provide affordable housing options is briefly mentioned, however the nature and administration of such incentives is not outlined further.



Part 2 - Background Draft

9 LOCAL PLANNING CONTEXT

9.1 SUSTAINABILITY

The City demonstrated its commitment to sustainability by endorsing a Sustainability Strategy and Action Plan in December 2005. This strategy was based on the Western Australian *State Sustainability Strategy: Hope for the Future* (2003) and encompassed the sustainability elements of environment, social/community, development/economic and governance.

In March 2008, a high-level and organisation wide sustainability policy was adopted, to provide further guidance in the City's efforts toward sustainability.

The City's statement of intent on sustainability is:

The City has recognised that actively pursuing sustainability leads to enhancing the quality of life and the prosperity of the community. This is achieved through a process of careful planning and decision-making that aims to prevent any harmful local and global effects of its actions.

The strategies, processes and initiatives undertaken by the City to further its commitment in becoming a sustainable organisation and, to build capacity in its community, is testament to this commitment which applies across the whole organisation.

9.2 CORPORATE DOCUMENTS

The City of South Perth's vision describes the hopes and aspirations of the City.

“We belong to an engaged and cohesive community that is linked by vibrant local centres and shared spaces. We live and travel in ways that nurture our environment; and our housing and amenities meet the diverse needs of a changing society.”

Part 2 - Background Draft

The City's mission statement outlines the purpose and core business of the organisation.

“Working together to create a city for everyone.”

9.2.1 Our Vision Ahead

Extensive community visioning occurred from May 2008 to November 2009 to develop a future strategic direction for the City. The Our Vision Ahead consultation process was directly managed by the community through a Visioning Round Table, a community group of 20 members; 10 community groups, four state government departments and six businesses. All key demographic groups were represented at the Round Table.

Members of the group became the Vision Champions for the community, and held focus groups, encouraged community participation, providing a community perspective on issues and information.

Up to 1400 participants responded to the four Visioning questions through public workshops, focus groups, online surveys, survey hand-outs at City events, a community conference, and as part of the Visioning Round Table.

The nature and future supply of housing within the City featured throughout the visioning process. The community response included:

- The accommodation of a growing population was a key issue, including managing population growth and housing needs, as well as the provision of a range of affordable housing options;
- A review of the Town Planning Scheme, including encouragement of high quality housing design and the identification of density nodes, was necessary;
- The encouragement of sustainable housing through promotion of greenery around and above buildings, and energy-efficient urban design was of importance; and
- Ensuring imaginative and well integrated planning by facilitating the interaction between developments and public transport, as well as encouraging good built form outcomes in high density developments, should be actively pursued.

Part 2 - Background Draft

The accommodation of population growth was a key issue identified by 26 percent of participants in the Visioning process. Additionally 26 percent of participants also valued the sense of community within the City, and the same proportion saw this maintained in their 20 year vision for the City.

9.2.2 Strategic Plan 2010-2015

Outcomes of the visioning process were incorporated into the City's *Strategic Plan 2010-2015*. The *Strategic Plan 2010-2015* identifies ways in which the City will respond to the findings of *Our Vision Ahead*. The *Strategic Plan 2010-2015* identifies 6 strategic directions for the City to achieve this goal:

1. COMMUNITY

2. ENVIRONMENT

3. HOUSING AND LAND USES

4. PLACES

5. TRANSPORT AND INFRASTRUCTURE

6. GOVERNANCE

Strategic Direction 3 - Housing and Land Uses seeks to accommodate the needs of a diverse and growing population with a planned mix of housing types and non-residential land uses through the following steps:

- 3.1 Undertake a housing needs study and develop a new local housing strategy to meet changing community needs and demands.
- 3.2 Encourage and facilitate economic development.
- 3.3 Develop integrated local planning strategies to inform precinct plans, infrastructure, transport and service delivery.

The Local Housing Strategy is an outcome of Strategic Direction 3 and will be used to inform the City's wider Local Planning Strategy, in turn leading to a Town Planning Scheme review.

9.3 PLANNING DOCUMENTS

9.3.1 City of South Perth Town Planning Scheme No. 6

The City's Town Planning Scheme No. 6 (TPS6) was gazetted on 29 April 2003, and is over 8 years old. Development of TPS6 also included compilation of a Local Housing Strategy which, in 1998, was advertised to the community and stakeholders. Required changes to TPS6 were not reflected in the draft Local Housing Strategy, and the latter document was never adopted by council and has since become redundant.

Part 2 - Background

Draft

The review of TPS6 is a specific outcome of *Our Vision Ahead*. There are a number of elements of TPS6 which are outdated or impediments to achieving the goals of the *Strategic Plan 2010-2015*, as well as *Directions 2031 and Beyond*, and the Local Housing Strategy seeks to address these elements in the context of contemporary urban planning methodology.

9.3.2 South Perth Station Precinct Plan

The *South Perth Station Precinct Plan* is a framework to guide development in the area surrounding the planned South Perth railway station on the Perth/Mandurah line. The study area is within a radius of approximately 800 metres of the proposed location of the station within the Kwinana Freeway reserve, at the north-western corner of Richardson Park.

It is envisaged that the South Perth Station Precinct will contain approximately 950 dwellings and be home to an estimated 1,710 residents. This accounts for 15 percent of the City's dwelling target under *Directions 2031 and Beyond*. The Perth Zoo, identified as a Metropolitan Attractor in *Directions 2031 and Beyond*, is located in close proximity to the South Perth Station Precinct.

The study involved investigation of development and redevelopment opportunities and the development of the *South Perth Station Precinct Plan* which includes development controls and performance criteria.

The precinct plan facilitates compact, mixed use development that will be closely integrated with the South Perth station. More activity-intense development within the precinct plan area provides opportunities for a range of predominantly office-based land uses, some additional residential accommodation (mainly in Multiple Dwelling form) and a variety of associated activities, including convenience retail, cafés and specialist shops. The level of development proposed in the precinct plan would substantially increase the level of activity in the precinct and assist in achieving the critical mass of users necessary to support the provision of a railway station. Preliminary estimations suggest that with this level of development in the immediate 800-metre catchment area, the precinct could generate in the order of 2,500 rail boardings per day.

The *South Perth Station Precinct Plan* was adopted by the Council of the City of South Perth in August 2010, and by the Western Australian Planning Commission in September 2010. In May 2011 the Council initiated Amendment 25 to TPS6. Amendment 25 creates a Special Control Area for the South Perth Station Precinct and introduces specific Scheme provisions which only apply to this precinct.

Part 2 - Background

Draft

9.3.3 Canning Bridge Precinct Vision

Canning Bridge is a significant public transport node within the Perth metropolitan region. Due to its high level of public transport service Canning Bridge is identified in *State Planning Policy 4.2: Activity Centres for Perth and Peel* as a district town centre/activity centre where community services, higher density housing, employment and a range of mixed use activities are encouraged to accommodate some of Perth's expected growth over the next 20 years.

The *Canning Bridge Precinct Vision* broadly represents land within an 800m walkable catchment of the rail station and includes the existing centre on the west side of the river. The *Canning Bridge Precinct Vision* is a product of the City of Melville, City of South Perth and the Western Australian Planning Commission as a response to the provision of the Perth-Mandurah rail line and the rail station at Canning Bridge. The *Canning Bridge Precinct Vision* facilitates transit oriented development that will take advantage of the strategic location and prime regional access characteristics of the Canning Bridge locality.



The *Canning Bridge Precinct Vision* specifically investigates increased residential densities within an 800m walkable catchment around the rail station, as well as mixed uses in the vicinity of Canning Bridge and other strategic locations within the precinct. It is envisaged the Canning Bridge Precinct will yield approximately 1,800 dwellings. This accounts for 30 percent of the City's dwelling target under *Directions 2031*.

The *Canning Bridge Precinct Vision* was adopted in 2010 by the City of South Perth, City of Melville and the Western Australian Planning Commission.

Part 2 - Background

Draft

9.3.4 Waterford Triangle Urban Design Study

The *Waterford Triangle Urban Design Study* relates to the section of residential land bounded by Manning Road, Conlon Street and McKay Street at the eastern extremity of the suburb of Waterford. The Study was undertaken jointly by the City of South Perth and the Department of Commerce, and is intended as a guide to future development of mainly private land within the study area.

The *Waterford Triangle Urban Design Study* and associated Design Guidelines seek to guide residential density, built form, vehicle and pedestrian movements, and urban sustainability within the study area. The public open space at the centre of the study area - and surrounded by dwellings on all sides - is a major focal point of the Study. Strong emphasis is placed on activating the currently under-utilised space with community uses and ensuring adjoining development is aesthetically responsive to, and engages with, the open space.

9.3.5 Manning Community Facility Study

The *Manning Community Facility Study* focuses on land bounded by Welwyn Avenue, Bradshaw Crescent and Conochie Crescent in Manning. The study area is currently zoned Neighbourhood Commercial Centre under TPS6, and the *Manning Community Facility Study* proposes scenarios for reorganisation of the existing on-site community facilities and their accommodation within a multi-purpose facility. The Study investigates how to effectively integrate, into a cohesive precinct, a number of ageing stand-alone facilities that have deteriorated and are no longer well suited to the purposes for which they were originally created. Involving proposals to eliminate the Bradshaw Crescent 'loop' that separates the buildings and the parkland, the Study looks at the best way to integrate the facilities as well as considering important linkages with the adjacent shopping precinct, primary school, surrounding recreational areas, sporting clubs, senior citizens centre and transport nodes.

The *Manning Community Facility Study* specifically focuses on the community uses which would be appropriate for the village hub, as well as vehicle and pedestrian movements, built form and the scale of development in the context of surrounding dwellings. The preferred development option includes a limited residential component above the commercial areas; however the extent of elevated residential development is limited by the current 7 metre building height restriction under TPS6. The *Manning Community Facility Study* does not investigate increased densities for the residential lots surrounding the Neighbourhood Commercial Centre.

Part 2 - Background

Draft

9.3.6 Draft Bentley Technology Precinct Structure Plan

The *Draft Bentley Technology Precinct Structure Plan* was to propose "significant expansion of commercial, technology, education and residential land uses within the existing Bentley Technology Precinct, Curtin University and adjacent areas". Work on the Bentley Technology Precinct was discontinued from November 2009 as a new State government directed their focus on assisting Curtin University to develop an alternate scheme. Since this time a renewed effort has been placed on development of a structure plan for the Bentley Technology Precinct, driven by the Department of Planning.

The Department of Planning envisages having a draft structure plan prepared for public consultation in the middle of 2012. Ongoing dialogue between the Department of Planning and the City will ensue in the intervening time.

9.3.7 Curtin Town Development Plan

The *Curtin Town Development Plan* proposes extensive development of the University's Bentley campus to provide connected housing, commercial and additional educational uses, which in turn will facilitate the University's development into a Specialised Strategic Centre as identified in *Directions 2031 and Beyond*. The Development Plan provides "the environment for the attainment of the University's strategic objectives and access to economic opportunities offered by its inner metropolitan location. The principal aim of the plan is to provide a vital physical environment in which innovation, communication, interaction, research and learning will thrive."

Given Curtin University is located on Crown land within the Town of Victoria Park's local area boundary, the focus of this plan for the City of South Perth will be of integration between Curtin Town and the surrounding residential land within the suburbs of Como, Karawara, Kensington and Waterford. The residential density of these suburbs in the immediate vicinity of Curtin University, as well as transport connections through the area, should be considered with respect to the *Curtin Town Development Plan*.

Part 2 - Background Draft

10 LOCAL PROFILE

10.1 DEVELOPMENT OF SOUTH PERTH

The City of South Perth occupies a strategic location in close proximity to the Perth central area, and has been considered an inner-city local authority since the 1950s. The City is surrounded by the Swan River to the west and north, the Canning River to the south, and the City of Canning and Town of Victoria Park to the east. 23 percent of the City's land area is devoted to parks and gardens, many of which including the Sir James Mitchell Park reserve on the South Perth foreshore, are enjoyed by the greater Perth community.

South Perth Summarised

Population: 44,000 (2009)

Area: 19.9km²

Area of Parks and Gardens: 4.66km²

Suburbs: Como, Karawara, Kensington, Manning, Salter Point, South Perth and Waterford

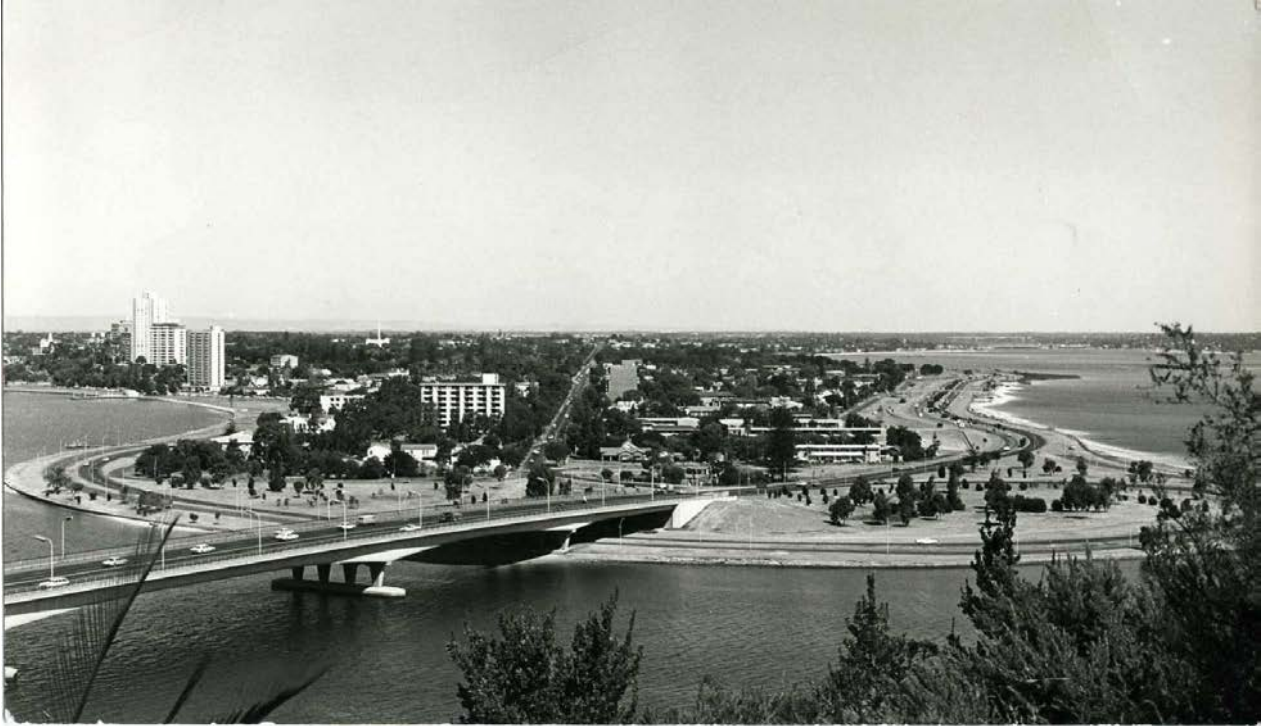
Length of Roads: 203km

Length of Pathway: 235km

The City originally formed part of the home of the Noongar People. Europeans first settled in 1829, and South Perth was gazetted as a Roads Board on 19 June 1892. Ten years later the Roads Board became a Municipality, before reverting back to its original status in 1922. South Perth was proclaimed a City on 1 July 1959, and has remained the City of South Perth since.

The post war development of South Perth opened up all the remaining undeveloped areas and turned what was then the South Perth Road Board into an entirely urban local authority. Substantial residential growth took place in the 1950s and 1960s aided by state government construction programs and improvements in access from the construction of roads and bridges, in particular the completion of the Narrows Bridge in 1959. Development of the eastern portion of South Perth, as well as the southern part of the municipality – generally Como, Manning and Salter Point – was in a large part instigated by the State Housing Commission through their rapid construction of rental and War Service housing. This provided the impetus for private dwelling construction in the new suburbs, where transport and service provision was already being developed. In 1955 a large area of land (now comprising the suburbs of Waterford, Manning and Salter Point) was transferred from the administration of the Canning Roads Board to the South Perth Roads Board.

Part 2 - Background Draft



Narrows Bridge, 1960

Development within the City was regulated by the Classification of Districts By-law 1936 from the date of its Gazettal. The By-law was the forerunner to contemporary Town Planning Schemes, and provided broad planning controls in residential and business districts. The Gazettal of Town Planning Scheme 1 (TPS1) on 6 July 1962 saw specific planning controls introduced to the City in a basic Town Planning Scheme format for the first time. However TPS1 only applied to the north-western portion of the City, bounded by Angelo Street, Leane Street, Mill Point Road and the Swan River, and the Classification of Districts By-law remained in operation for the balance of the City.

The driving force of a Town Planning Scheme which only applied to a section of the City was the influx of development in that locality as a result of the opening of the Narrows Bridge in 1959. New development consisted largely of apartment buildings – and the basic planning controls of the Classification of Districts By-law did not provide adequate regulation of built form. Concern arose amongst the community regarding the size and height of new apartment developments and their interface with adjoining – generally single house – developments. The plot ratio controls within the planning framework were effectively the sole built form control for new developments. Successive plot ratio restrictions were applied to developments, reducing the maximum plot ratio from 1.0 to 0.33, followed by 0.2 in all areas governed by the By-law.

Part 2 - Background Draft

This was followed by a total freeze on apartment building applications from 1966 onwards, until the formulation of Town Planning Scheme 2 (TPS2).



The gazettal of TPS2, the first whole of City planning control, on 11 February 1972 saw the introduction of more comprehensive planning controls, notably relating to plot ratios in various residential zones. TPS2 also saw the commencement of apartment building applications – albeit in a restricted form – for the first time in six years. Basic site requirements were introduced for residential developments, along with a general increase in plot ratios dependant on zones and the number of storeys within buildings. Apartment buildings were permitted in General Residential zones, and a new focus on medium density development was encouraged in other zones. A new focus on grouped dwellings sought to provide further development rights to landowners whilst retaining development of a lower density than the apartment buildings constructed during the past 15

years. Grouped dwelling developments were limited to a maximum of four dwellings per lot to provide a limit to densities across the City.

The first building height limits were introduced into the planning framework from 1975, as amendments to TPS2. A height limit of eight storeys applied to the Mill Point Ward , and two storeys across the remainder of the City. The establishment of an eight storey height limit for the South Perth peninsula was driven by Mill Point Ward Councillor who suggested eight storeys was an appropriate height given that was the approximate height of the pine tree adjacent to the Old Mill and the Narrows Bridge. The blanket two storeys reflected general built form across the remainder of the City.

Part 2 - Background

Draft

In the 1970s the City formulated a Guided Development Scheme – Town Planning Scheme 3 (TPS3) – to provide logical development controls for the long, sloping lots accessed off River Way. Guided Development Schemes are essentially the forerunner to contemporary Special Control Areas. TPS3 sought to regulate the subdivision of these lots, as well as introduce height limits to preserve views of the infill lots. TPS3 also required development contributions to the City to reimburse, in part, the costs of constructing Salter Point Parade. While TPS3 never progressed further than the draft phase, it led to the staged building height limits along between River Way and Salter Point Parade which are reflected in TPS6.

Town Planning Scheme 4 (TPS4) was drafted in response to a City-wide road rationalisation scheme. During the drafting phase it was considered that a new Town Planning Scheme was not the correct mechanism to deliver rationalisation of public roads, and therefore TPS4 was discontinued.

The development of Town Planning Scheme 5 (TPS5) was largely driven by a community attitudinal survey, which revealed distinct community values and attitudes to development in the City. This was the first large scale non-statutory consultation to advise a planning document in the City. The attitudinal survey indicated the community sought less intensive development across the City, and so TPS5 saw densities cut back in response to the community views, as well as a review of building height limits - and their conversion to metres - across the City. The new Residential Planning Codes - which had been gazetted on 30 January 1985 - were overlayed across the City in one residential zone, in a fashion which has remained an integral part of the planning framework.

TPS6 was developed through extensive community engagement in the form of separate resident committees for 14 precincts identified by BSD Consultants. These precincts sought to divide the City into areas which shared common built form, demographics and land uses. The community views expressed as part of the engagement indicated general desires for small increases in density and infill development, but not to a large extent. The split density codings which are in TPS6 were formulated as a result. The split codings - and their associated performance criteria - were specifically designed to make achieving the higher coding difficult, thereby leading to a trickle of infill development in those areas. By intentionally keeping density at the lower level, the dual density codings have resulted in a complicated regulatory mechanism, and their benefit to density and built form within the City is questionable.

Part 2 - Background Draft

10.2 DEMOGRAPHIC ANALYSIS (2006 CENSUS)

The City of South Perth is home to 43,908 people who occupy 15,462 dwellings. The City has enjoyed relatively steady population growth since 2001. Residents of the City comprise all age groups, but are predominantly between 25 and 54 years (see Figure 10.2A). The proportion of the population aged between 54 and 65 years is commensurate with that of the Perth Statistical Division. The City of South Perth has a slightly higher proportion of persons aged over 65 years than the Perth Statistical Division (13 percent as opposed to 12 percent). Additionally, the suburbs of Como, Karawara, Manning and South Perth have a high proportion of people aged between 20 and 34. Manning also has a large number of residents aged between 5 and 14 years as a proportion of its population (14 percent).

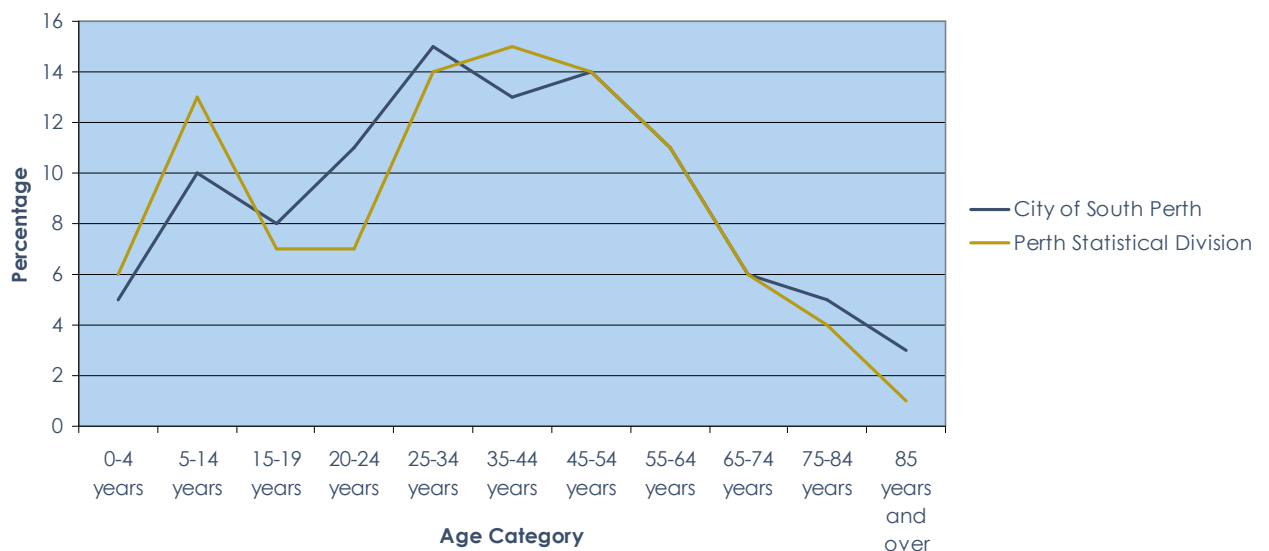


Figure 10.2A - City of South Perth Age Profile

The City of South Perth has a higher proportion of single person households (34 percent) compared to the Perth Statistical Division (see Figure 10.2B). The City of South Perth also has comparatively fewer households comprising three or more people than the Perth Statistical Division. Kensington and Waterford have the highest percentage of four person households as a proportion of their total households (19 per cent and 23 percent respectively). The suburbs with the highest percentage of households comprising six or more persons as a proportion of their total households are Karawara (4 percent) and Waterford (5 percent). This indicates that smaller households are an important demographic group within the City. Figure 10.2B also indicates that larger households, including families, are not as dominant in the population as

Part 2 - Background Draft

smaller households, suggesting that smaller housing stock is in greater demand than larger single houses.

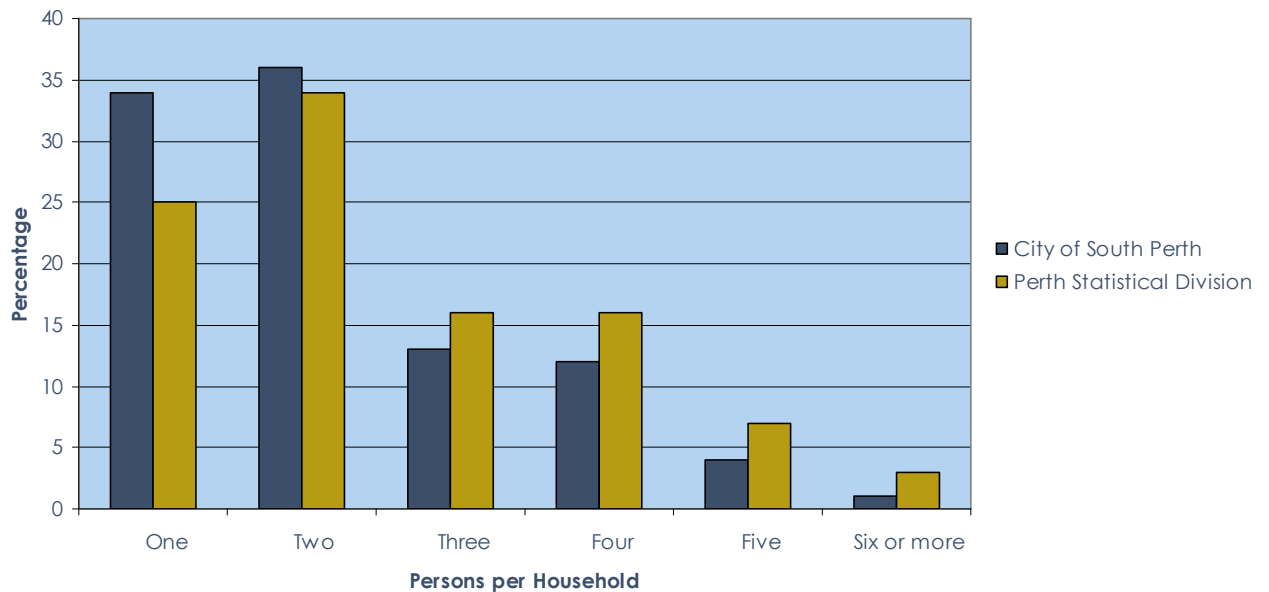


Figure 10.2B - Persons per household

The proportion of the City's population born overseas (see Figure 10.2C) is comparable to that of the wider Perth Statistical division (32 percent and 31 percent respectively). The suburbs of Karawara and Waterford had the largest proportion of their populations born overseas, with 54 percent and 50 percent respectively. These suburbs also had the highest proportion of larger households within the City. Notably, Karawara also has the highest proportion of recent arrivals from overseas in the City of South Perth, with 11 percent of its population having arrived within one year of the 2006 Census. The Australian Bureau of Statistics has identified similar percentages in other areas within close proximity to tertiary education institutions.

Part 2 - Background Draft

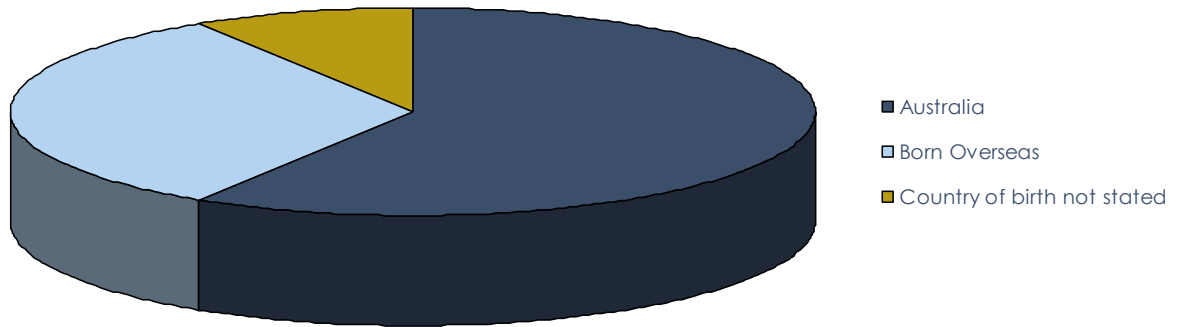


Figure 10.2C - Persons Born Overseas

Weekly family income within the City of South Perth is generally greater than \$2,000, and 14 per cent of families have a gross weekly income of \$3,000 or greater (see Figure 10.2D). By comparison, only 6 per cent of families across the Perth Statistical Division have a gross weekly income of \$3,000 or greater. Gross family income is more evenly distributed in the suburbs of Karawara and Manning, while Kensington, Salter Point and South Perth have disproportionately few families earning less than \$349 a week. The rate of unemployment within the City of South Perth is the same as that of the Perth Statistical Division (2 per cent). Karawara has the highest unemployment rate of all the City's suburbs, at 6 per cent. All other suburbs in the City have unemployment rates generally between 1 and 3 per cent.

Part 2 - Background Draft

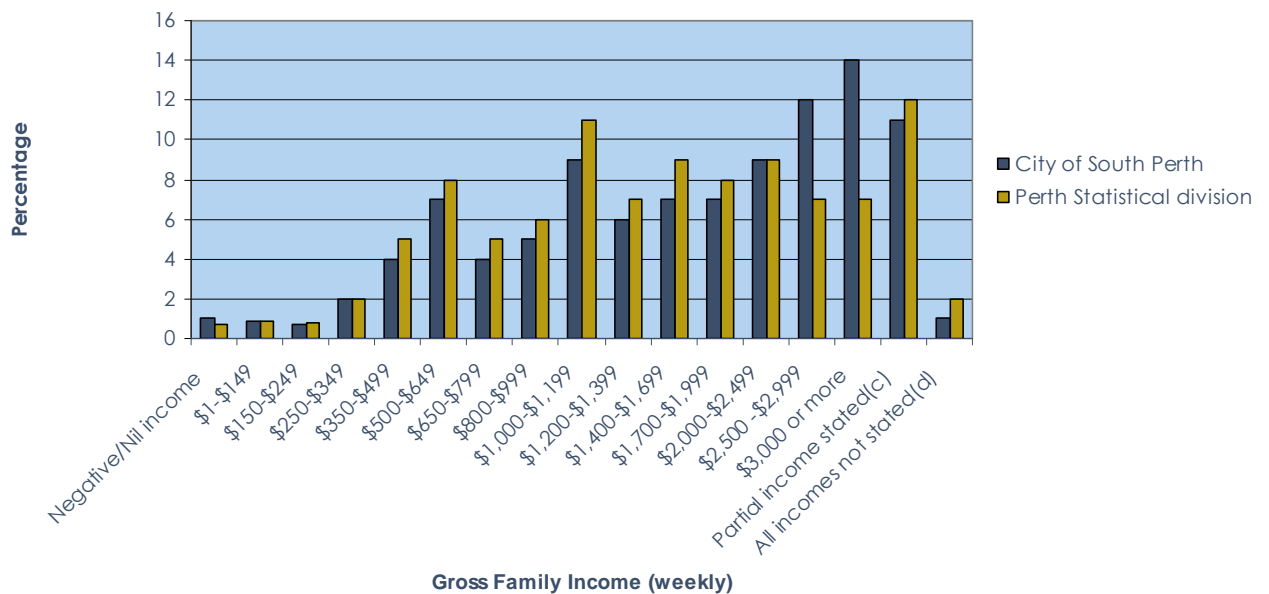


Figure 10.2D - Gross Family Income (Weekly)

Approximately half of the dwellings within the City of South Perth comprise separate houses. Of the remaining portion, 28 percent of dwellings comprise semi-detached houses, and the remainder units and apartments (see Figure 10.2E). By comparison, dwellings in the Perth Statistical division mainly comprise separate dwellings (78 percent), and only 9 percent units or apartments (see Figure 10.2F).

A higher proportion of apartment dwellings is indicative of the building boom during the 1960s, as well as the City's strategic location close to the Perth central area, Canning Bridge and the Causeway. Apartment development is particularly prevalent along Mill Point Road, where multiple dwellings have access to views and attract higher financial returns for developers compared to lower density dwellings.

Part 2 - Background Draft

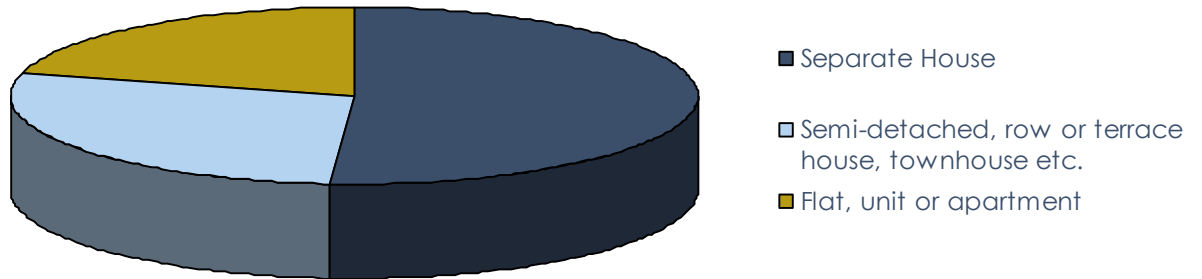


Figure 10.2E - City of South Perth Dwelling Composition

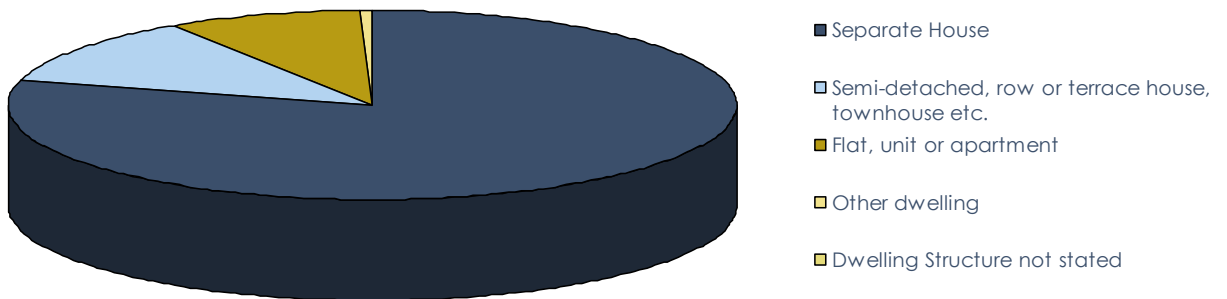


Figure 10.2F - Perth Statistical Division Dwelling Composition

Como has the highest proportion of grouped dwelling development on original single house lots, with grouped dwellings comprising nearly 50 percent of all housing stock. By comparison, Waterford has the lowest amount of grouped dwelling development as a proportion of the total dwelling stock, at 7 percent. The remainder of housing in Waterford solely comprises single dwelling development.

The proportion of home ownership in the City of South Perth is slightly less than that of the Perth Statistical Division, with 30 percent of dwellings fully owned (see Figure 10.2G). The level of home ownership in the City of South Perth may be attributed to many long-time residents having paid off their property. The relatively low proportion of dwellings being purchased is reflective of the

Part 2 - Background

Draft

inner-suburban nature of the City, where there have not been any large residential estate developments for the past 20 years. The number of new residential developments across – and particularly in the outer areas of - the Perth Statistical division would contribute to the comparatively high proportion of dwellings being purchased, in addition to dwelling purchases in established areas.

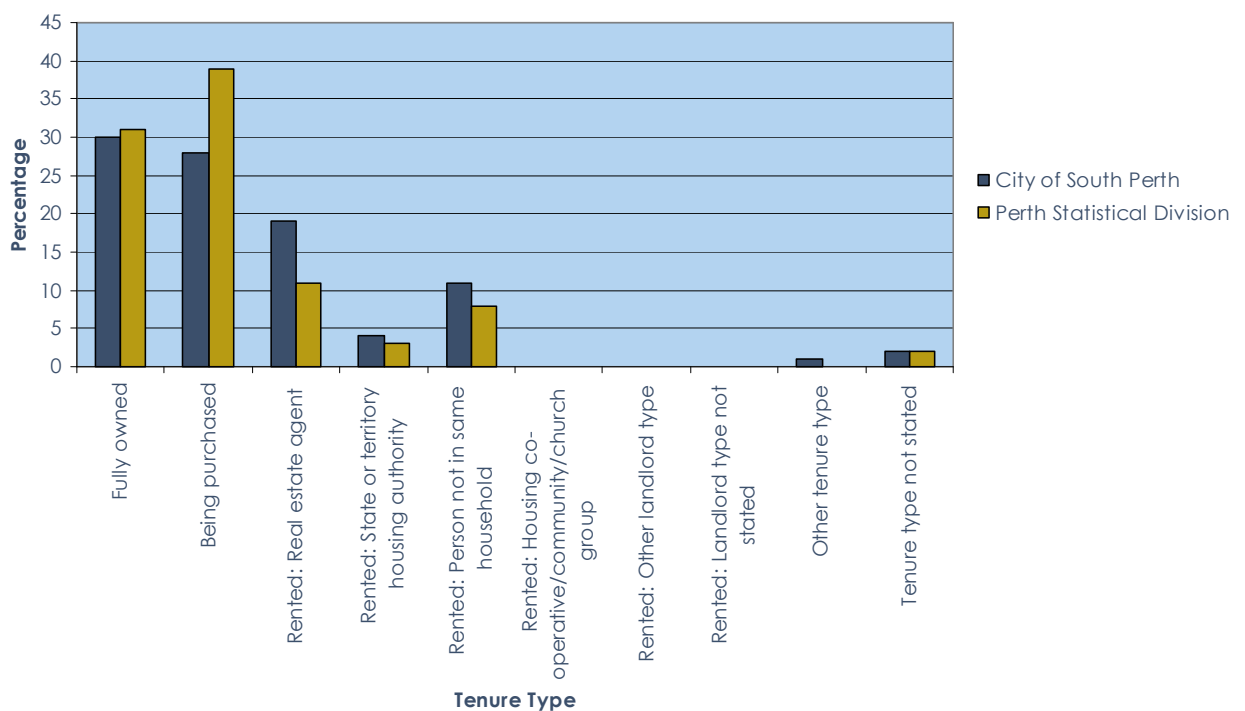


Figure 10.2G - Dwelling Tenure

37 percent of dwellings are being rented through various means within the City of South Perth, as opposed to 25 percent across the Perth Statistical Division. 19 percent of the City's rental properties are rented through a real estate agent. This is reflective of the number of multiple dwellings within the City, and their attractiveness (in addition to grouped and single dwellings) to property investors.

The City has a predominantly residential character, with approximately 90 percent of lots having a Residential zoning. Of this, the majority of residential zoned lots have a low density coding (R15 - R25) under TPS6 (see Figure 10.2H). The City's housing stock comprises a wide variety of dwelling types, with high density multiple dwelling developments predominately concentrated in the northwest portion of the City and along Mill Point Road.

Part 2 - Background Draft

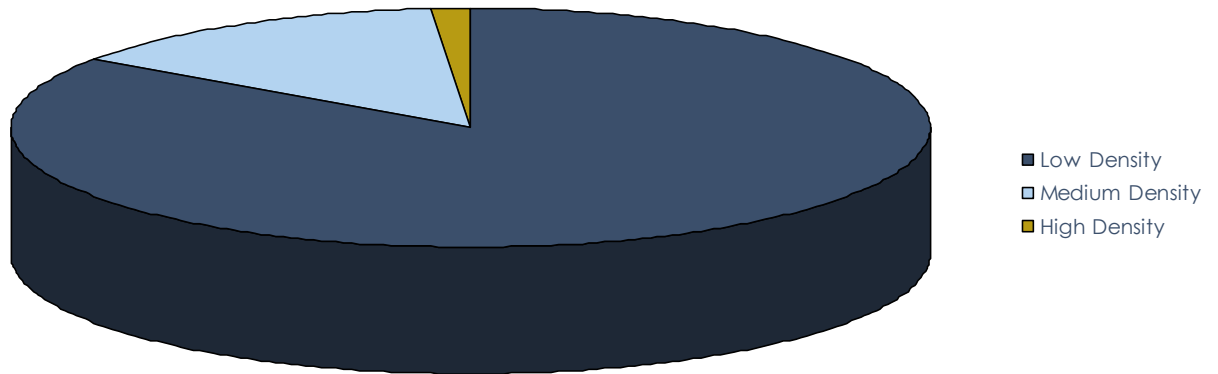


Figure 10.2H - Distribution of Lots by Density Type

The City of South Perth is essentially fully developed, with individual vacant lots remaining scattered throughout the local government area. Infill within the City generally consists of re-subdivision of existing single residential lots to yield one to three additional lots. The subdivision of land originally forming part of Clontarf Aboriginal College in Waterford is currently underway and is notable for being one of the last large-scale residential subdivisions within the City.

The majority of construction occurring consists of redevelopment of existing buildings, including additions or alterations. Figure 10.2I illustrates the pattern of building approvals issued by the City since 1996. Building approvals have generally declined since 1996; however there is a positive change in the number of building approvals issued for the first time since 2006-07.

Part 2 - Background Draft

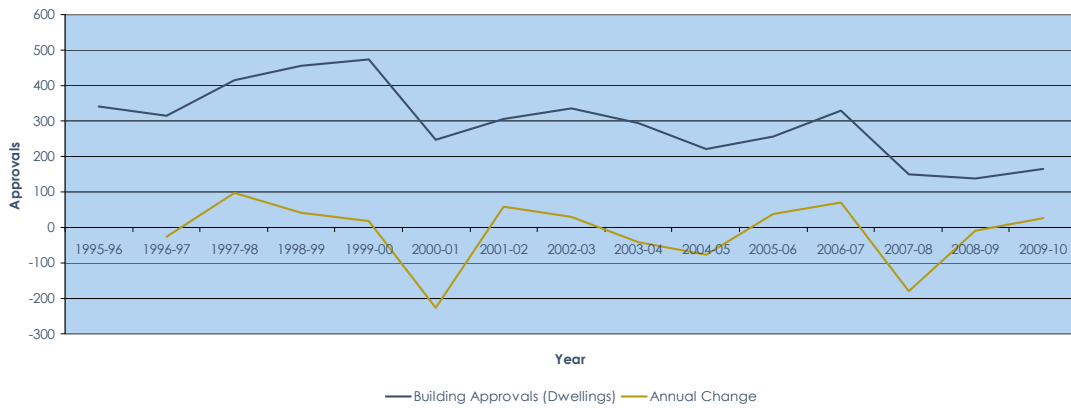


Figure 10.21 - Building Approvals 1996/97 - 2009-10

The City is traversed by key transport routes such as Canning Highway and Manning Road, and the Kwinana Freeway extends the full length of the western portion of the City. A number of distributor roads are also identified within each suburb. All of these networks provide transport corridors within the City, as well as to other destinations outside the City. Canning Highway, Manning Road and the Kwinana Freeway are particularly important as corridors through the City.



Part 2 - Background

Draft

11 KEY ISSUES

11.1 HIGHWAY COMMERCIAL ZONE

Canning Highway is a major transport corridor through the City. Accordingly, a number of lots fronting Canning Highway, as well as some fronting local roads adjacent to Canning Highway, are zoned Highway Commercial under TPS6.

The Highway Commercial zone attracts a number of provisions which were originally intended to provide a transition from the residential built form to a commercial built form.

11.1.1 Density

Under TPS6, all Highway Commercial zoned lots in the City have a residential density coding of R80 to guide dwelling development. It is considered that an R80 coding is sufficient to provide adequate residential yield within the Highway Commercial zone.

The majority of Residential zoned lots adjacent, or in close proximity to, the Highway Commercial lots have a density coding of between R15 and R25 under TPS6, with some areas of split codings and some R40 (see Figure 11.1.1). This has the effect of permitting a high density development directly next to a low density development.

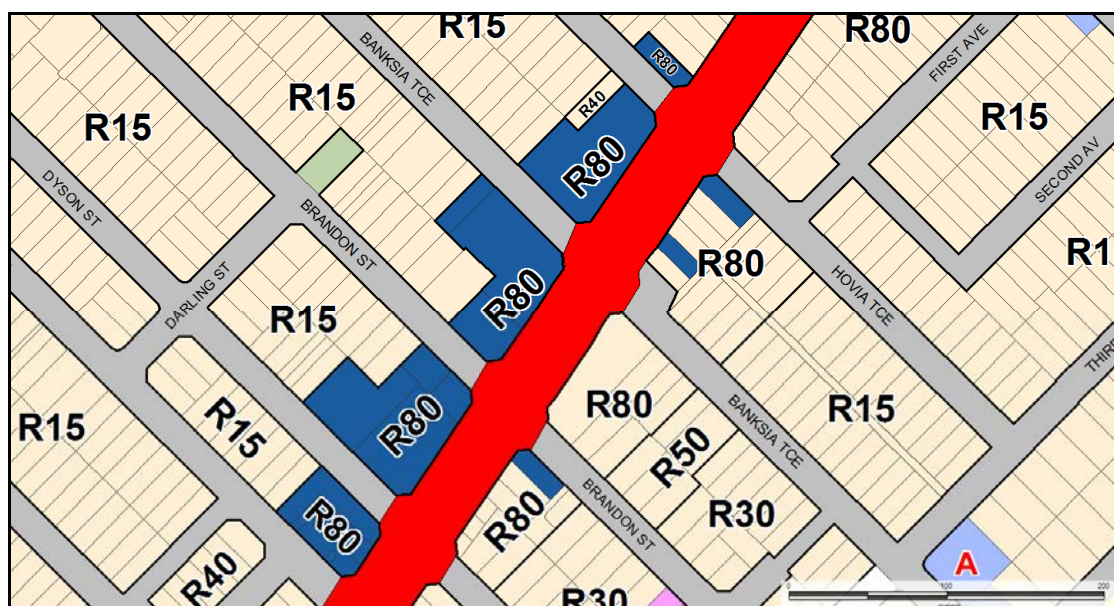


Figure 11.1.1 - Residential density along Canning Highway

Part 2 - Background

Draft

Contemporary planning practice shows that the best outcome is to establish a transition area of medium density between high and low density coded areas. This serves to allow a gradual reduction in building height, scale and density towards the lower density codes, and establishes a more cohesive and continuous streetscape. A medium density transition area also encourages buildings to be more responsive to adjoining development, and provides fewer inhibitions to the development on the higher coded lot.

It is considered that the introduction of a strip of medium density coding flanking Canning Highway would adequately address the gap between high and low density coded lots. Decision regarding the specific density coding of this area will be subject to detailed studies and community engagement. A distance of 100 metres provides an adequate amount of space which does not result in a 'token' medium density, as well as encompassing a large number of rear boundaries and/or local road centrelines.

11.1.2 Plot Ratio

Residential development in the Highway Commercial zone has a maximum plot ratio of 0.5 under TPS6. The R-Codes permit residential development in an R80 coded area to a plot ratio of 1.0. This provides a disincentive to mixed use developments - which are limited by plot ratio controls - compared to wholly residential developments. This also serves to indicate that a plot ratio of 1.0 is not out of character with an R80 density coded area.

Considering the intent of the Highway Commercial zone, and the location of all lots which are zoned Highway Commercial, the planning framework should provide greater encouragement and incentive for the development of commercial uses on these sites.

Since 2008 the City has supported residential plot ratios higher than the 0.5 limit for a number of developments. The continued support of residential components of developments in the Highway Commercial zone to a plot ratio of greater than 0.5 serves to dilute the operative planning framework and illustrate the ineffectiveness of particular built form provisions.

11.1.3 Setbacks

The R-Codes prescribes setbacks for residential development on high density coded lots. TPS6 provides separate setback provisions for mixed or other non-residential development on Highway Commercial lots.

For consistency within the planning framework, and for ease of administration, it is considered necessary to standardise the setback provisions for residential and non-residential development. Residential, non-residential and mixed use development is generally distinguished from those elevations which front a street or public accessway, and therefore it is not considered that different

Part 2 - Background

Draft

setbacks for different types of development within the same zone could have tangible amenity benefits for adjoining properties.

11.2 DUAL DENSITY CODINGS

Dual density codings provide a base coding (generally a low density) and a number of criteria which, upon satisfaction of a requisite number of criteria, could allow the achievement of a greater density code. The establishment of dual density codings arose from community views expressed in the development phase of TPS6.

Dual density code criteria are typically split into equal numbers of geographic/location criteria and design/built form criteria. The dual density code criteria under TPS6 differ with regards to individual precincts, and the number of requisite criteria differs with regards to the extent of densities able to be achieved. The dual density code criteria is intended to minimise the opportunities to realise a higher density, as well as require a good built form outcome where a higher density is achieved.

20 percent of residential lots within the City have a dual density code.

It is understood that the dual density codings in TPS6, and their requisite criteria, serve to limit development of medium and high densities where they may be permitted in the Residential zone, as well as limit the development potential of lots. The dual density codings also enable haphazard development in areas where some medium density prevails, however not to a sufficient extent to permit further medium development under the requisite criteria of TPS6. This results in little discernable density patterns in dual density coded areas, resulting in areas of 'spot densities'. The block bounded by Karoo, Onslow, Ridge and Hensman Streets, shown in Figure 11.2, has a density coding of R25/40 with a pocket of R40 in a Public Assembly zone on the corner of Karoo and Ridge Streets. Development largely consists of grouped and multiple dwellings, however four single houses exist in the block. These single house lots do not satisfy the requisite number of dual density code criteria and are not able to achieve an R40 density - despite being surrounded by development to a density of R40 and higher.

Part 2 - Background Draft



Figure 11.2 - Dual density codings in South Perth

An intent of density is to provide similar open space and built form outcomes to areas - not single residential lots - and therefore it is considered that dual density coded areas do not permit the application and realisation of good development outcomes.

As a result of these outcomes, and as part of the Local Housing Strategy, dual density codes will be discontinued in the City's planning framework. Aside from not fulfilling the intent of density provisions, they present an administration burden to landowners, developers and City officers. Given a large amount of existing development within dual density coded areas is of the higher density, it is recommended that the dual density codes be replaced with the higher density of the dual code.

11.3 CAR PARKING REQUIREMENTS

The R-Codes prescribes minimum car parking requirements for residential developments. Similarly TPS6 provides minimum car parking requirements for mixed developments and other non-residential developments, which vary according to land use and zone. As car parking requirements are set on a minimum number of bays provided, it is possible to oversupply on-site parking - which contributes to greater private vehicle usage.

The *South Perth Station Precinct Study* prescribes minimum car parking requirements, which will become maximum car parking requirements upon delivery of the South Perth Train Station.

Part 2 - Background Draft

Moving toward encouraging alternative transport options and reducing private vehicle usage, consideration should be paid to introduction of capped car parking requirements. This serves to encourage alternative transport modes as attractive options, as well as reducing the cost of vehicle ownership. The city of South Perth is ideally located to cater for capped car parking, with its location relative to the Perth central area and public transport service linkages.

Similarly, a general reduction in on-site parking contributes to vehicles parking on the street. On-street parking has proven to act as a good traffic calming method, with drivers consciously slowing down where cars are parked on the street.

A reduction in space required for car parking also serves to increase the amount of space which may be made accessible for landscaping and recreation purposes, also reducing costs of construction.

A car parking model which specifies both minimum and capped car parking provisions serves to require on-site car parking to an extent, however limit its provision so that the over-dedication of space to accommodating cars does not occur. This dual-requirement may pose administration burdens in the development application process however. The suitability of singular capped car parking requirements should be investigated.

11.4 AFFORDABLE HOUSING

Housing stress describes a situation where 30 percent or more of household income is spent on housing - either rental or mortgage payments. There are parts of the City where a significant portion of residents can be considered to be in housing stress, as illustrated by Figure 11.4.

Part 2 - Background Draft

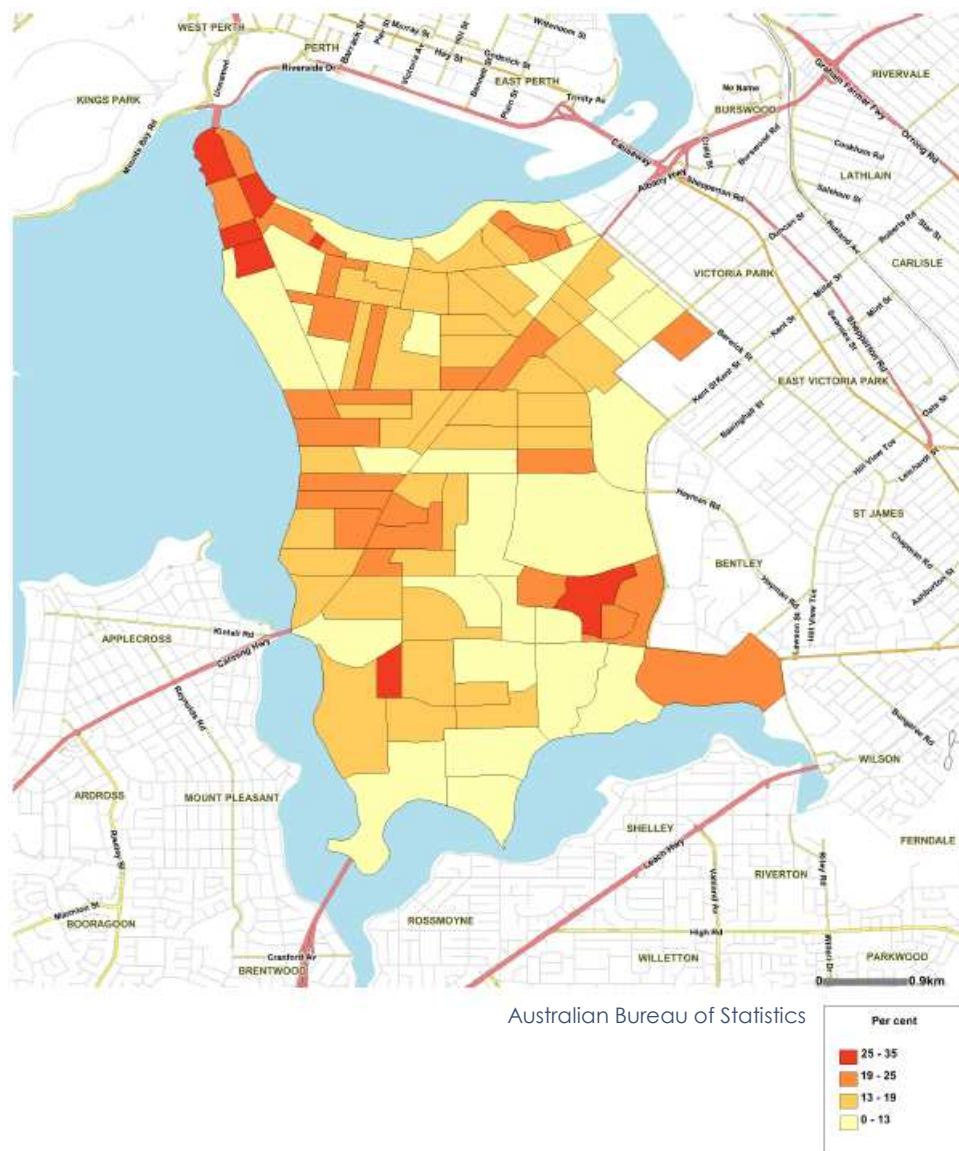


Figure 11.4 - Housing stress within the City

Housing affordability is an ongoing and ever-increasing concern for government and communities. As land values rise, accompanied by increasing raw material and fossil fuel prices and population growth, the cost of delivering housing units increases exponentially. This increase is typically not commensurate with annual wage increases.

For inner-city local governments, as well as those serviced by good public transport infrastructure, the availability of affordable housing is important to ensuring the area is accessible to low and moderate income earners, particularly key workers. From a local government perspective however -

Part 2 - Background

Draft

where land ownership is typically fragmented - the delivery of affordable housing units is hard to guarantee.

Typical mechanisms which other local authorities have considered include density bonuses for affordable unit provision, as well as cash-in-lieu programs which are then reinvested into either local authority affordable developments or housing providers which deliver the units themselves. While these initiatives may prove attractive to developers at a planning application stage, they do not necessarily result in the required number of affordable units being provided.

A method of ensuring delivery of affordable units is through a contractual obligation - in addition to the requirements of the planning framework - to construct units and maintain them as affordable dwellings for a set period of time. Redevelopment Authorities are able to utilise this model through contracts of sale from state-owned land. To be successful at a local government level however the authority would need to be party to the contract of sale, which would generally be achieved by being the selling landowner.

Given the position of local governments respective to land ownership, alternative mechanisms - perhaps a composite of those described above - should be investigated as a way of ensuring the delivery of affordable housing units in redevelopment areas.

11.5 ADAPTABLE AND ACCESSIBLE HOUSING

Approximately 20 percent of the Australian population is affected by a disability to some degree. The chance of having a disability increases with age, with 50 percent of people over the age of 60 being affected by a disability. The City should encourage the incorporation of universal design principles into residential developments, so that people with disabilities can live within the local area and to cater for other people who require high levels of accessibility such as seniors, carers, and people with small children. The City should also encourage dwellings which are designed to be accessible and adaptable to allow people who develop a disability to remain comfortably living in their home. These are particularly important issues as the Western Australian population is aging and the incidence of disability will continue to grow.

Designing buildings to be adaptable as population needs change over time also allows easier and more cost efficient adaptation of buildings for market demands, where buildings can be changed for different uses over time such as from residential to commercial. Providing adaptable and accessible buildings can therefore expand the potential market and value of buildings as well as contribute to sustainable built form.

Part 2 - Background

Draft

While the application of adaptable and accessible building techniques to every new development within the City may pose construction cost issues, adaptability and accessibility should be encouraged for new developments and accessibility at the very least required for developments incorporating a certain number of dwellings. EPRA's Development Policy 10 - Adaptable and Accessible Housing requires the incorporation of standards for 15% of dwellings in developments of 10 or more permanent dwellings. This means that housing accessibility will become prominent across the EPRA project areas, however not all dwellings are required to be accessible.

It is considered this model of ensuring ongoing dwelling adaptability and accessibility is a positive way of encouraging aging in place and accommodating people with disabilities in the City.

11.6 DIVERSE HOUSING

A key component of housing affordability is a diversity in dwelling stock and size, to cater for varied needs of residents. Residential development should not be segregated by housing type, nor should limitations be put on the ability to provide innovative solutions to housing need.

The R-Codes specifies development requirements for both ancillary accommodation and single bedroom dwellings. Under TPS6, the City has two additional Local Planning Policies which prescribe further details for these dwelling types. In order to simplify the City's planning framework, and ensure consistency between the R-Codes and City requirements for this dwelling type, these two policies should be reviewed or discontinued.

A number of local governments are investigating the occupancy requirements of ancillary accommodation, and whether the requirement of family occupancy serves a useful planning purpose. It is generally considered that if an ancillary accommodation unit was occupied by a person not a member of the family of the main household, there would be no tangible difference in amenity and land use impacts from a planning point of view.

Furthermore removal of the occupancy requirement for ancillary accommodation would allow landowners who are unable to subdivide to earn additional income from their property, as well as providing the opportunity for dwelling diversity within the City.

The permission of small secondary dwellings (in lieu of current ancillary accommodation provisions) would contribute to dwelling diversity within the City.

Part 2 - Background

Draft

11.7 SUSTAINABLE DESIGN

The City's Policy P350.1 'Sustainable Design' illustrates sustainability initiatives in dwelling design, including orientation, solar access, cross ventilation and selective use of building materials. Policy P350.1 however does not set out minimum development standards or prescribe requirements for any of its recommendations to flow through to actual built form. The current intent of P350.1 is to provide optional guidance to developers regarding sustainable built form throughout the City. This is an incorrect intent of an adopted Local Planning Policy.

For sustainability elements to be embraced by developers there needs to be development incentives provided in return. Concessions on built form elements such as site coverage, plot ratio and/or setbacks should be considered in return for the inclusion of elements such as green walls and roofs, greywater reuse systems, rainwater tanks and photovoltaic systems in new developments and redevelopments within the City. These concessions should also apply to additions and alterations to existing buildings, to encourage greater built form sustainability amongst the existing building stock.

11.7.1 Adaptive Reuse

It is fairly common practice to redevelop a residential site beginning with the demolition of any existing dwellings or structures on it. In the City of South Perth, many smaller homes from the early post-war period have been demolished and replaced with new development. The disposable nature of housing constructed from the 1950s onward poses ongoing sustainability questions.

The demolition and construction of buildings for a similar use on one site - over the course of a number of decades - results in large amounts of waste material, as well as additional carbon costs from the demolition process, transport of materials to and from the site, and the construction and occupation of the new development.

More efficient outcomes may be achieved through the adaptive reuse and extension of existing buildings to accommodate changing households and lifestyle choices. In those instances where an existing development may be adaptively reused, it is possible to save large amounts of time, cost and waste material. Furthermore the on-site recycling of materials collected from demolition of existing development, and their incorporation in new development, provides a tangible link to the former building or land use on the site into the future.

Under TPS6 however there are no specific incentives to reuse existing buildings in their entirety - or materials from demolition of the development - to make

Part 2 - Background Draft

this option considerably attractive to developers. Development incentives - such as site coverage or plot ratio bonuses - for adaptive reuse of existing buildings or on-site recycling of demolished buildings should be explored with a view to reducing carbon usage and waste resulting from ongoing redevelopment.



Part 2 - Background Draft

12 GLOSSARY

Activity Centre

State Planning Policy 4.2 - Activity Centres for Perth and Peel describes activity centres as community focal points, which include activities such as commercial, retail, higher-density housing, entertainment, tourism, civic/community, higher education, and medical services. Activity centres vary in size and diversity and are designed to be well-served by public transport.

Accessible Housing

Australian Standard AS 4299 (Adaptable Housing) is current best practice in the design of housing that can be adapted to provide access for the physically handicapped. The standard specifies dimensions for door, bathrooms and other features, making the home more accessible for disabled inhabitants. The Department of Housing has set adaptable housing target of 15% of dwellings.

Affordable Housing

Housing that is reasonably adequate in standard and location for households in lower or middle parts of the income scale and which does not cost so much that such a household is unlikely to be able to meet other basic living costs on a sustainable basis. It includes owner-occupied housing as well as rental housing owned by governments, non-profit organisations, corporations or individuals. Generally, housing is considered to be affordable if the cost of purchase or rental does not exceed 30% of the gross household income.

Ancillary Accommodation

Ancillary accommodation has the same definition as in *State Planning Policy 3.1 - Residential Design Codes*.

Grouped Dwelling

Grouped dwelling has the same definition as in *State Planning Policy 3.1 - Residential Design Codes*.

High Density

Residential densities greater than (and inclusive of) R80 as described by *State Planning Policy 3.1 - Residential Design Codes*.

High Frequency Public Transport

High frequency public transport refers to scheduled bus, train and light rail services which have an interval of no greater than 15 minutes at peak travel times.

Part 2 - Background Draft

Low Density

Residential densities between R2 and R25 as described by *State Planning Policy 3.1 - Residential Design Codes*.

Medium Density

Residential densities between R30 and R60 (inclusive) as described by *State Planning Policy 3.1 - Residential Design Codes*.

Multiple Dwelling

Multiple dwelling has the same definition as in *State Planning Policy 3.1 - Residential Design Codes*.

Single House

Single house has the same definition as in *State Planning Policy 3.1 - Residential Design Codes*.

Universal Design

Universal Design is defined by the Disability Services Commission of Western Australia as being the design of products and environments to be used by all people to the greatest extent possible without the need for adaptation or specialised design.

Urban Corridor

Urban corridors provide connections between activity centres adjoining suburban areas along high frequency public transport routes. *Directions 2031 and Beyond* identifies urban corridors as suitable to accommodate higher density medium rise residential development, however urban corridors are not intended to facilitate development of commercial strips.