



South Perth Station Precinct Plan

January 2011



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Executive summary

The City of South Perth (the City or CoSP) and the Western Australian Planning Commission (WAPC) commissioned this study to develop a framework to guide development in the Precinct 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. The study has involved investigation of development/redevelopment opportunities and the development of a South Perth Station Precinct Plan which includes development controls and performance criteria. A study has been conducted of the current characteristics of the precinct in terms of heritage, streetscapes and demographics, as well as of applicable policy documents and previous studies. The study has also been informed by a stakeholder engagement program that included government agencies, key stakeholders and members of the public.

A number of requirements have influenced the development of the precinct plan:

- Redevelopment of the precinct should encourage patronage of the proposed train station; namely, destination uses such as office and commercial development within the 800-metre walkable catchment and improved access to the City's community facilities, heritage and visitor attractions such as the Perth Zoo.
- The redevelopment of the precinct should be viable and feasible and optimise the potential for private sector investment and long-term sustainability of the City of South Perth community. This means the precinct plan must: support high levels of employment self-sufficiency; provide for a mix of housing, including affordable accommodation; recommend traffic and parking management strategies; and promote a safe and attractive public realm.

Overall, the precinct plan facilitates more compact and 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 apartment form) and a variety of associated daily activities, including convenience retail, cafés and specialist shops.

The primary transit node within the precinct is the proposed rail station. Two different station design concepts have been developed for this study; one by the PTA and an alternative by the consultant team. The PTA station design is for an unmanned station with a partially covered island platform, a pedestrian overpass above the Kwinana Freeway and a station entry building at the north-western corner of Richardson Park. The alternative design developed by the consultant team consists of a substantial building on the corner of Richardson Park which could be developed for a major office, community or civic purpose. Implementation and feasibility of the alternative station design requires further investigation but challenges initially appear to be surmountable.

The main access to the station is along Richardson Street, which has been earmarked as a linear parkway. The linear parkway will be characterised through a strong landscape framework that integrates permanent shade and shelter within the built form at street level and large species trees in the central median to create a distinctive sense of place. Other primary and secondary streets are provided with a special character within the landscape strategy for the precinct to reinforce the street hierarchy and supports wayfinding and orientation.

To take full advantage of the station it is suggested that an on-road bicycle route be provided to the station and road crossings be improved, and that footpath intersections on roads between Melville Parade and Labouchere Road be upgraded to improve access to the station.

On and off street parking could also be managed through the introduction of more ticketed or metered parking, varied time restrictions, resident permits and dedicated parking for certain uses (such as the Perth Zoo). There is also opportunity to create parking space beneath Richardson Park and Windsor Park as a result of the station building program.

Sewer capacity would need to be increased to cater for more intense development. Existing water supply and telecommunications have the capacity to be increased whereas further investigation is required to determine what (if any) upgrades might be required for the stormwater drainage.

The following table outlines the ultimate potential scale of the proposed development in the precinct under the precinct plan in terms of the commercial floor space, workers, dwellings and residents.

	Scott St / Richardson St	Mends St	Railway Station	Totals
Total Land Area (m ²)	69,797	29,143	4,840	103,780
Indicative Commercial Plot Ratio	1.0	1.5	1.5	
Indicative Commercial Floor Area (m ²)	69,797	43,715	7,260	120,772
Estimated Employment	2,478	1,552	258	4,288
Indicative Residential Floor Area	69,797	43,715	5,220	118,732
Indicative Dwelling Numbers	558	350	42	950
Estimated Residential Population	1,005	629	75	1,710

This level of development 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 boardings per day.

The proposed floor space, worker and resident numbers are thought to be viable given the projected increase in the overall metropolitan area's population and the levels of commercial activity resulting from this population growth. This is especially relevant given the precinct's close proximity to the Perth central business district (CBD) as it should be well positioned to provide spill over commercial premises as the central area reaches full capacity.

It is estimated that the South Perth LGA currently accounts for 2.5 per cent of all metropolitan area office space and simply to maintain this level of activity would require almost 60,000 m² of additional floor space by 2031. This does not include provision for any other types of commercial activity. A range of scenarios has been investigated to look at the area of commercial floor space that would be required in the LGA if South Perth had an increased proportion of the total metropolitan floor space, as would be expected given the location. These scenarios indicate there should be demand for an additional 115,000-160,000 m² in the area and this development would provide a central focus to cater for this level of demand.

The precinct plan opposite illustrates the potential development in the precinct.

Key elements of the precinct plan

- 1 Main station access way with pedestrian and cycle emphasis
- 2 Consider opportunities for cafes, retail, kiosks along station access routes at street level
- 3 Opportunities for small/medium office accommodation
- 4 Location for future train station
- 5 Opportunities for main office, community, civic facility adjacent to train station
- 6 Design solution requires additional analysis and design
- 7 Heritage emphasis

Landscape character areas

Plane tree avenue: Mil Point Rd and Mends St

Linear Park: Richardson St

Freeway Interface: grouped native species with Norfolk Island pines at junctions on Melville Pde.

Secondary Streets: Stone, Bowman, Lyall, Hardy and Charles Sts.



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1. Introduction

1.1 The consultant team

This study, known as the South Perth Station Precinct Study, has been undertaken by Syme Marmion and Company in conjunction with EPCAD Pty Ltd, MacKay Urban Design, Worley Parsons and Phillip McAllister Architects (hereafter referred to as “the consultant team”). The consultant team has been contracted by the City of South Perth (the City or CoSP) as part of a joint project with the Department for Planning (DoP) and the Western Australian Planning Commission (WAPC).

1.2 Background

1.2.1 Rail planning

The *South Perth Station Concept Design Report* was commissioned by Perth Urban Rail Development as part of the planning for the Perth–Mandurah rail project in 2002. The report states:

Given the amount of infrastructure work required for the provision of a South Perth rail station, the low user numbers estimated for this station provide a bleak justification for this development in the short term. This is tempered by the long-term vision of South Perth as an increasingly dense, commercial centre. If the picture of substantial growth/change can be presented as an inevitable and real phenomenon for the precinct – then there is a justification for setting up the infrastructure that is proposed in order to meet this need in the long term.

The *Proposed South Perth Rail Station Precinct Analysis Report* prepared by the Department for Planning and Infrastructure in 2004 concludes that the proximity to the Perth CBD, Swan River foreshore, Perth Zoo and other activity locations offers a great opportunity for attracting a substantial number of commuter and recreational train patronage, and:

It is considered, therefore, the proposed rail station will function as more than just a transit access point, as it will serve a variety of land use activities within the

South Perth area and create opportunity for land use intensification. The responsible Local Authority (City of South Perth), therefore, should strengthen its planning strategies to focus on more compact and mixed use developments within the station precinct, where a variety of daily activities are closely integrated.

At present, the Government agrees with the principle of providing a railway station at South Perth; however, funding for construction of a station has not been committed and will depend upon a business case for the station being accepted by the Government in the context of other demands upon the budget.

To date, the Public Transport Authority is planning for and has designed a simple station that is generally a stand-alone structure that is not staffed and does not include park and ride or bus transfer facilities.

There is also opportunity to plan for the provision of a station, within the location shown in Figure 1, that is physically more integrated with surrounding redevelopment, and perhaps incorporate development over and/or immediately adjacent to the station.

This precinct plan assumes the following:

- a railway station will be provided at some time in the future, either stand-alone or a more integrated model; and
- no park and ride facilities will be provided.



1.2.2 Metropolitan Context

Directions 2031 Spatial Framework for Perth and Peel (WAPC 2009) has a target distribution of 47 per cent of all new dwellings to be located in existing urban areas within the Perth and Peel regions, and 53 per cent to be located in the outer fringe areas. The City of South Perth falls within the Central sub-region. The Central sub-region local governments are best positioned to accommodate the majority of these required dwellings, for a number of reasons, namely:

- short commuting times to major employment and recreation areas;
- presence of numerous activity centres;
- could result in better utilisation of public facilities; and
- increased market appeal.

The prominence of this sub-region is reflected in the targets set in *Directions 2031* for an additional:

- 29 per cent growth in population to 910,000 - equivalent to 205,000 new people;
- 121,000 new dwellings;
- 147,000 new jobs; and
- 127,000 people living in the area who contribute to the labour force.

The challenge for the City is to decide where to locate new dwelling development in the time frame to the year 2031. Preference will be given to areas identified as activity centres (including transit oriented developments associated with the southern suburbs rail line), and activity corridors.

The Mends Street commercial centre is designated within the ‘South Perth District Centre’ under the SPP *Activity Centres for Perth and Peel* (WAPC 2009).

The maps shown in Figure 2 show the coverage of the *Directions 2031* and the sub-regions identified for planning purposes. The red circles represent the designated activity centres and the blue circles represent the designated specialised strategic centres in the Central sub-region.



Figure 1: Station location and 800 metre (nominal) walkable catchment

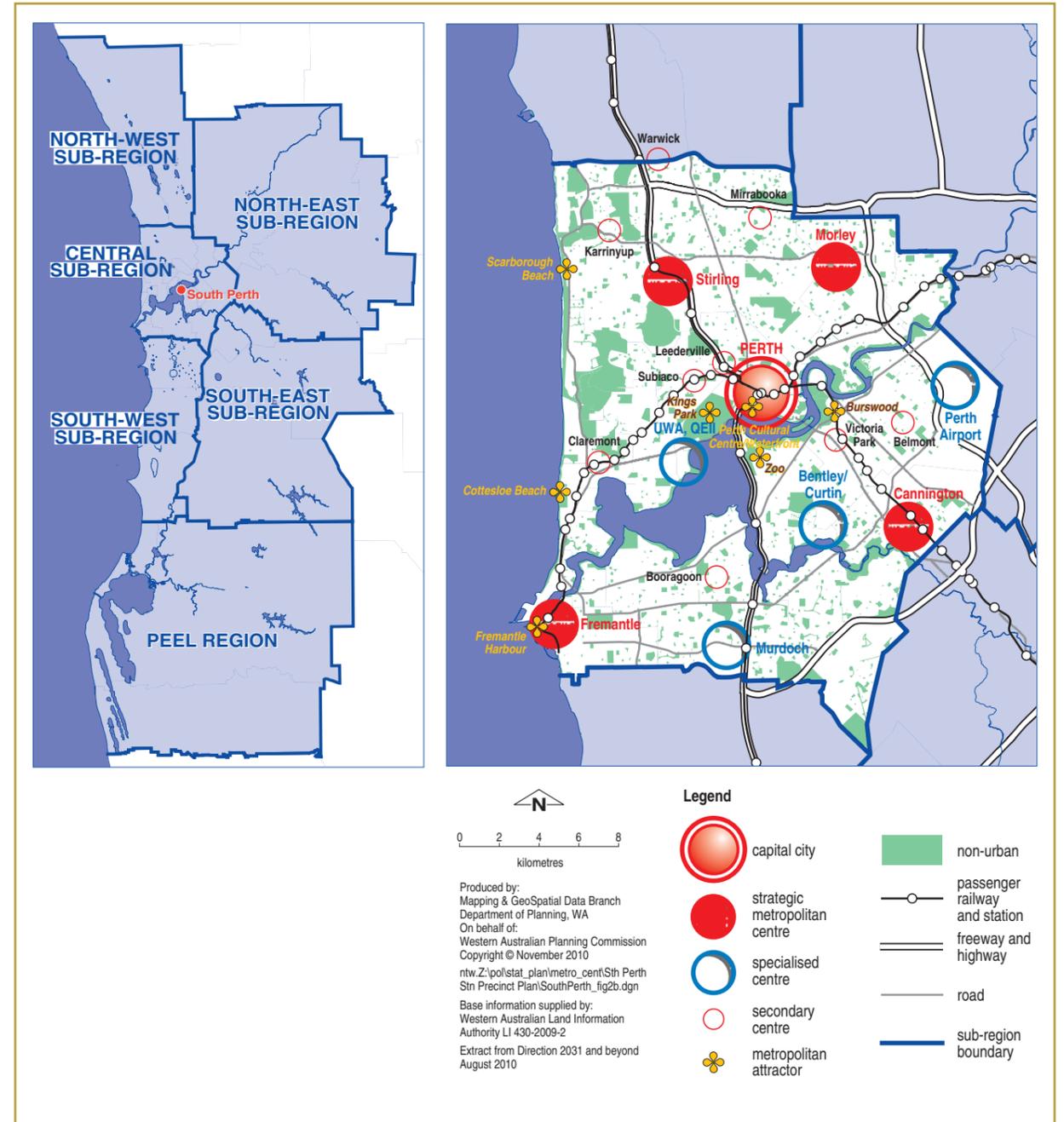


Figure 2: Directions 2031 planning context

A comprehensive background study has been conducted to inform this precinct plan and development controls for the South Perth station precinct. The study included a review of previous planning studies, stakeholder consultation, and an assessment of the precinct's regional context, heritage, public realm, street characteristics and redevelopment potential, as well as an analysis of traffic, parking and infrastructure services.

Important findings and outcomes in terms of regional context were:

- The precinct and the immediate area are not sufficiently developed to provide destination land uses and are not intensely developed enough to provide the target rail boardings per day. The City is expecting only marginal population growth to the year 2031. The City has a relatively low employment self-sufficiency ratio of 56 per cent and self-containment ratio of 16 per cent, compared to the self- containment ratios of Subiaco of 23.1 per cent and Leederville of 25.3 per cent respectively (Australian Bureau of Statistics 2006). An additional 34,250 m² of office space will be required by 2031 for the City to maintain its current percentage of total metropolitan floor space. An additional 2,300 m² retail space and 16,000 m² entertainment and community facilities could be supported by the 2031 population forecast.
- Mends Street has historically been the centre for commercial development in the precinct.



- The precinct is characterised by leafy streets and a sense of heritage. More particularly, in the general vicinity of Mends Street a number of sites have a high level of heritage significance as evidenced by their inclusion on the City's Municipal Heritage Inventory, and in some instances on the State Register of Heritage Places.
- Perth Zoo is expected to expand but is constrained by limited enclosure and research space and parking facilities.
- Parking and traffic volumes are issues of concern to community members.
- Previous studies (identified in section 1.8 of this report and summarised under separate cover in the background report that supports the precinct plan) by the former Department for Planning and Infrastructure concluded that the City should strengthen its planning strategies to focus on more compact and mixed use developments within the station precinct in order to optimise rail patronage.
- Many of the lots in the precinct have medium to high redevelopment potential.
- The precinct is relatively well served by public transport (buses and ferry).



- It is suggested that an on-road bicycle route be provided to the station, that pedestrian road crossings be improved and that footpath intersections on roads between Melville Parade and Labouchere Road be upgraded to improve access to the station.
- To manage parking it is recommended that measures such as reciprocal parking rights, ticketed or metered parking and resident permits be introduced.
- It is anticipated that the sewer capacity provided by the State Government will need to be increased if more intense development is to be accommodated.
- It is not envisaged that there would be any issues in terms of infrastructure services that could not be overcome if constructing a station building within and over the Kwinana Freeway reserve, except for the Serpentine water main.
- Two different station design concepts have been developed for this study; one by the PTA and an alternative by the consultant team. The PTA's concept is for a station only. The consultant team's concept is more expansive and proposes a mixed-use building incorporating a station.



Four different options for the implementation of the precinct plan have been discussed with officers from the CoSP and DoP. The options are to:

- implement this project as part of a full review of the City of South Perth Town Planning Scheme No 6 (TPS6);
- prepare a scheme amendment affecting only those aspects and provisions of the scheme that relate to the train station precinct in the vicinity of Judd Street, Richardson Street and Mends Street;
- prepare a scheme amendment to delete reference to the statutory provisions relating to this precinct and insert a clause that enables development applications to be assessed against this precinct plan, adopted as a local planning policy under the provisions of TPS6; or
- in respect of non-residential development only, to the extent of the discretionary power conferred by clause 7.8 of TPS6, provide guidelines for more intensive development in the station precinct by way of a local planning strategy for the City of South Perth. This would be an interim measure until a suitable local planning policy was in place under any of the options above.

This precinct plan and the development guidelines and controls document should be read in conjunction with the South Perth Station Precinct Background Report.



1.3 Application

This precinct plan and development controls for the South Perth station precinct, provide design guidelines and development standards within the boundary of the precinct. The precinct boundary is shown in Figure 3. If incorporated into TPS6, the design guidance, development controls and performance criteria supersede the controls contained in the existing TPS6. This plan contains development guidance for an

inner city location and therefore reflects the standards of part 7.3 of the Residential Design Codes (State Planning Policy 3.1, Variation 1, WAPC 2008). Implementation of these controls would require an amendment to TPS6.

For a more detailed view of the precinct boundaries refer to the Height Plan (Figure 12) and the Station Precinct Concept Models (Figures 12.1-12.4).



Figure 3: South Perth station precinct boundary

1.4 Precinct plan vision

The vision of the South Perth Station Precinct Plan is as follows:

A vibrant attractive business location featuring a rich choice of employment, public transport options, pedestrian friendly tree-lined streets and also including reminders of South Perth's heritage.

The following principles seek to achieve this vision:

- Redevelopment and renewal opportunities should facilitate:
 - An appropriate scale and height in order to deliver a vibrant and robust urban environment.
 - A dynamic mix of office, retail and other non-residential land uses, providing an attractive employment centre that is supported by residential development and public transport.
 - A limited level of additional residential development to provide passive surveillance and to support the local services and street level activity.
 - An active and enhanced public domain that highlights the scenic qualities of the precinct and its unique heritage character.
 - An active and pedestrian-friendly environment that creates a unique and identifiable sense of place.
 - A memorable network of public and private spaces that contributes to a rich urban fabric and provides a community focus.

1.5 Precinct plan objectives

Development within the South Perth station precinct should reflect the following objectives of the precinct plan:

- Create a destination for transit patrons by encouraging office and business development and additional visitor attractions.
- Provide a significant increase in the potential for development in the precinct.
- Establish origin and destination land uses that maximise the benefit of the rail service, including a strong presence of offices and business/commercial services with supporting residential uses intermixed.
- Encourage a fine grain of specialty and convenience retail in appropriate locations that meet the needs of the local residential and business community, particularly along Mends Street and near the proposed station, in the district centre planning context.
- Establish residential dwellings in developments that provide an appropriate proportion of office and/or other non-residential floor space.
- Create lively street frontages and a dynamic public realm by locating shops, restaurants and other non-residential uses at ground floor levels.
- Extension of public transport network through the provision of the proposed South Perth train station.
- Encourage walking as the primary means of travel through the precinct by improving pedestrian amenity within the public street network.
- Allow taller and larger buildings in locations where river views can be maximised.
- Enhance the leafy urban environment through the use of appropriate tree planting in the public and private realm.

- Enhance the public domain by framing public streets and parks with active building frontages to create a sense of enclosure and place.
- Enhance the cultural and built form heritage of the precinct with complementary new development.
- Integrate best practice sustainability technologies in planning, design and development of the new urban fabric of the precinct.
- Facilitate private sector contributions towards the long-term sustainability of the precinct, its economic infrastructure and the public realm.

1.6 Development partnerships

To ensure the successful implementation of the precinct plan it will be necessary for the State Government, the City of South Perth, the private sector and the community to collaborate. This collaboration may include the formation of formal partnerships and/or alliances. This will be particularly relevant to the development of the South Perth train station and associated developments. On this basis, it is important to recognise the benefits of the precinct planning process including:

- orderly planning to ensure a sensible, appropriate and equitable outcome between stakeholders;
- maximising economic, social and environmental benefits to the community, developers and public authorities;
- a foundation upon which a future development contribution plan can be based to identify potential for cost-sharing arrangements to minimise the cost burden to the City for new infrastructure;
- reducing overheads to ensure a greater level of project viability and ongoing operation and maintenance; and
- cooperation between adjoining landowners to create more viable amalgamated development sites producing superior built outcomes.

1.7 South Perth station precinct key sites

Key sites within the South Perth station precinct include:

- The proposed station site within the Kwinana Freeway reserve at the western end of Richardson Street.
- Mends Street – the precinct's commercial centre which also serves as the main connector to the Swan River foreshore and the ferry service to the Perth CBD.
- The heritage area around the intersection of Mends Street and Mill Point Road.
- Perth Zoo and transit links to other Perth tourism attractions.
- The civic triangle site (owned by the City of South Perth) bounded by Mends Street, Mill Point Road and Labouchere Road.
- The Swan River foreshore as a gathering place, tourist attraction, environmental haven and boarding point for the ferry service.
- Windsor Park.
- Richardson Park.
- Richardson Street - expected to be a main connector between the proposed station and bus connection/stops on Labouchere Road, and the principal pedestrian route from the station to the Perth Zoo.
- Royal Perth Golf Course (public realm and open space context to the precinct).

1.8 Planning context

A number of State Government planning policies have influenced the objectives and specific requirements of the design guidelines in this precinct plan.

- The *State Planning Strategy* (WAPC 1997) sets out a long-term vision for Western Australia to assist strategic decision-making and provide a set of principles by which coordinated, sustainable development will be implemented.
- State Planning Policy 1 *State Planning Framework Policy* (WAPC 2006) describes the considerations that influence good decision-making in land use planning and development.
- State Planning Policy 3 *Urban Growth and Settlement* (WAPC 2006) aims at facilitating sustainable patterns of urban growth and settlement by setting out the requirements of sustainable settlements and communities and the broad policy in accommodating growth and change. The framework relies heavily on local planning strategies and local planning schemes for implementing SPP3.
- The *State Sustainability Strategy* (Government of Western Australia 2003) is designed to provide background to the concept of sustainability as well as to establish illustrative actions for sustainability in Western Australia. Goal 4 in particular has influenced

the design guidelines. This goal aims at planning and providing settlements that reduce the ecological footprint while at the same time enhance the quality of life.

- *Directions 2031* as described in section 1.2.2 of this report is designed to realise the integration of land use and transport networks within established and new areas by creating activity centres along activity corridors. These would focus on daily activity needs including small scale employment, shopping and services, and medium to higher density housing all placed within walking distance of the public transport stop at the centre.
- Development Control Policy 1.6 *Planning to Support Transit Use and Transit Oriented Development* (WAPC 2006) aims at promoting and facilitating the use of public transport by encouraging balanced public transport use along transit corridors by ensuring the optimal use of land and creating places that are destinations as well as points of departure.
- State Planning Policy *Activity Centres for Perth and Peel* (WAPC 2009) is consistent with *Directions 2031* and introduces measures to promote growth of centres of all scales. A key objective is to guide and consolidate future employment (non-industrial) located near the public transport system. There is an emphasis on flexibility and reduced emphasis on retail and commercial floor space guidelines.
- *Designing out Crime Planning Guidelines* (WAPC 2006) aim at preventing crime through the application of a range of design principles to an area or site to minimise the potential for that site to facilitate and support criminal behaviour. This precinct plan addresses a number of these guidelines through its encouragement of active streets and mixed land uses.



1.9 Stakeholder consultation

The precinct plan design guidelines have also been influenced by comments that have emerged through the consultation process. Advice has been sought from government agencies, landowners and other members of the public.

Government agencies involved in the delivery of infrastructure and development approval process were invited to a workshop that was held on 18 December 2008. Conclusions from this meeting were that there seemed to be no insurmountable problems from an infrastructure point of view. There was general encouragement to test the height options and to see how high the development could feasibly go, although further overshadowing impact studies should be carried out.

During the course of the project the consultants have also met with the following organisations:

- Swan River Trust
- Main Roads WA (MRWA)
- Perth Zoo Board
- South Perth Cricket Club
- Royal Perth Golf Club
- South Perth Lawn Bowls Club
- Wesley South Perth Hockey Club.



The following are some of the issues raised by these organisations:

- More people in the area surrounding the station could make Milyu Reserve an attraction/destination which could have a negative impact – important to not make it too accessible.
- Access to a mixed use station building in the freeway median for fire emergency services could be an issue and needs to be resolved.
- MRWA may require a traffic impact assessment to determine the impact of the potential traffic generation when/if the mixed use station development plans are more detailed.
- The South Perth Cricket Club has security issues with the current location and secluded car park – not unusual for the clubhouse to be broken into three to four times a year.
- The cricket playing field needs a 3.0-3.5 metre safety boundary.
- The Royal Perth Golf Club has constant demand for parking from Monday to Saturday.
- Potential problem with an increased number of pedestrians crossing the golf course to access the station.



- The golf club does not want a fence along Melville Parade but suggests fencing the three remaining sides of the golf course and making arrangements for signs along Melville Parade informing people that there is no access through the golf course.
- South Perth Lawn Bowls Club owned parking potentially taken up by “park and riders”.
- Parking for Wesley South Perth Hockey Club members taken up by Zoo visitors on busy days.

The community has been engaged through two workshops where the participants have been given the opportunity to ask questions, raise concerns and submit written feedback to the consultants. The first workshop was held on 2 and 3 February 2009 for key stakeholders such as landowners, community groups and government agencies. The second workshop was in the form of a public forum held on 6 April 2009 for landowners, community groups and members of the public.



1.10 Richardson Park

Generally, the primary objective of transit oriented development is to use land closest to transit facilities for uses that would benefit most from proximity to the transit facility and/or provide the highest potential use of the public transport services available.

The land occupied by Richardson Park will be immediately adjacent to the station entry and its current use is inconsistent with some of the objectives of transit oriented development. However, these objectives need to be balanced against the community benefit arising from continuation of the current use of the park.

Therefore, before alternative uses can be considered, there is a need to identify the opportunities for relocation of the current uses of Richardson Park; namely, the cricket and hockey clubs and the open space needs and desires of the community surrounding Richardson Park. There is also a need to identify whether a substantial redevelopment of Richardson Park would measurably add to the achievement of transit oriented development objectives as measured, for example, by train patronage.

Investigation of these issues is complex and beyond the scope of this precinct planning study. However, given the significance and potential of that land area, a separate study could be considered to investigate:

- the opportunities for relocation of the current uses of Richardson Park, being the cricket and hockey clubs;
- the open space needs and desires of the community surrounding Richardson Park;
- the land use and development opportunities of the land currently comprising Richardson Park; and
- the extent to which significant development of the park would add to transit oriented development outcomes.



2. Access and parking

2.1 Transit oriented development

The entire precinct is within approximately 800 metres of the planned train station. The precinct plan aims to incorporate the key elements of a transit oriented development in the context of South Perth with characteristics including:

- integrated public transit system;
- reduced dependency on cars;
- medium to high residential density;
- mixed uses that include destinations and activities which are visited frequently;
- safe, secure streets and public places; and
- active street frontages.

The existing grid pattern street system works well and provides a flexible framework for redevelopment. No new routes are proposed.

2.2 Balanced access movement strategy

Access to the precinct by all modes of transport will be encouraged. Access by sustainable transport such as walking, cycling and public transport will be favoured and, in order to achieve this, the actions set out below will be taken to reduce the existing dominance of access by private motor vehicle.

Relevant standards will be applied in a flexible and innovative manner that not only promotes sustainability objectives but also results in a more user-friendly network.

Any development proposals should refer to the WAPC *Transport Assessment Guidelines for Developments 2006*, Volume 1 General Guidelines, Volume 2 Structure Plans, Volume 3 Subdivisions and Volume 4 Individual Developments and the corresponding checklist for applications.

2.3 Walking and cycling

Walking and cycling links throughout the precinct are to be enhanced to be safer and more attractive to use. These improvements will include, but not be limited to:

- 50 km/h zones for Mill Point Road and Labouchere Road within the precinct.
- Allocation of on-road bicycle routes to the proposed South Perth station – 1.2 metres on local streets zones and 1.5 metres on heavily trafficked streets.
- Improved road crossings to provide access to the proposed South Perth station (in particular Labouchere Road) with a 2-metre wide median or refuge as a minimum, and 5-6 metres preferred for pedestrian safety purposes.
- Upgraded intersections on roads between Melville Parade and Labouchere Road to cater for increased pedestrian and cycling flows and universal access, particularly on the southern and northern sides of Richardson Street.

2.4 Bus access to the railway station

The PTA has stated that the new South Perth station has not been designed to be a bus-train transfer interchange station. A significant amount of redevelopment is planned within the sub-region at Canning Bridge, Bentley Technology Park, Curtin University and Victoria Park/Causeway. The DoP, PTA and the City prefer that the Canning Bridge station be the transfer point between buses going to and from these redeveloped locations and the rail services. Therefore, improvement of the Canning Bridge transfer station to cater for these buses is being investigated.

There is a prospect that the Canning Bridge transfer station may not be able to cater for all of the future bus movements. Therefore, it is necessary to reserve the possibility of a bus transfer interchange at the proposed South Perth station. If a transfer is needed, then a minimum of three bus stands would need to be provided at the station, located as close as practical to the station entry (such as on the western side of Melville Parade adjacent to the station entrance).

There are further implications for the road network surrounding the station if buses are to be linked. Buses are likely to approach the station from the south (via Labouchere Road and Richardson Street). When returning south from the station, buses would need to turn right onto Labouchere Road. During peak times, this movement may require traffic signals to avoid delays. Figure 4 shows the current signal arrangement. Alternatively, traffic signals could be located at the intersection of Hardy Street and Labouchere Road. These signals would replace the existing pelican signals situated between Hardy Street and Charles Street. Figure 5 shows this option.

The proposed new option provides the opportunity for southbound traffic on Labouchere Road to turn right into the precinct. An alternative option intersection between Lyall/Hardy Streets and Labouchere Road has been dismissed as it would be less optimal for pedestrians.

If demand for bus journeys between the Bentley Technology Park and South Perth station warrants, priority for buses on Labouchere Road may be required. This issue requires further



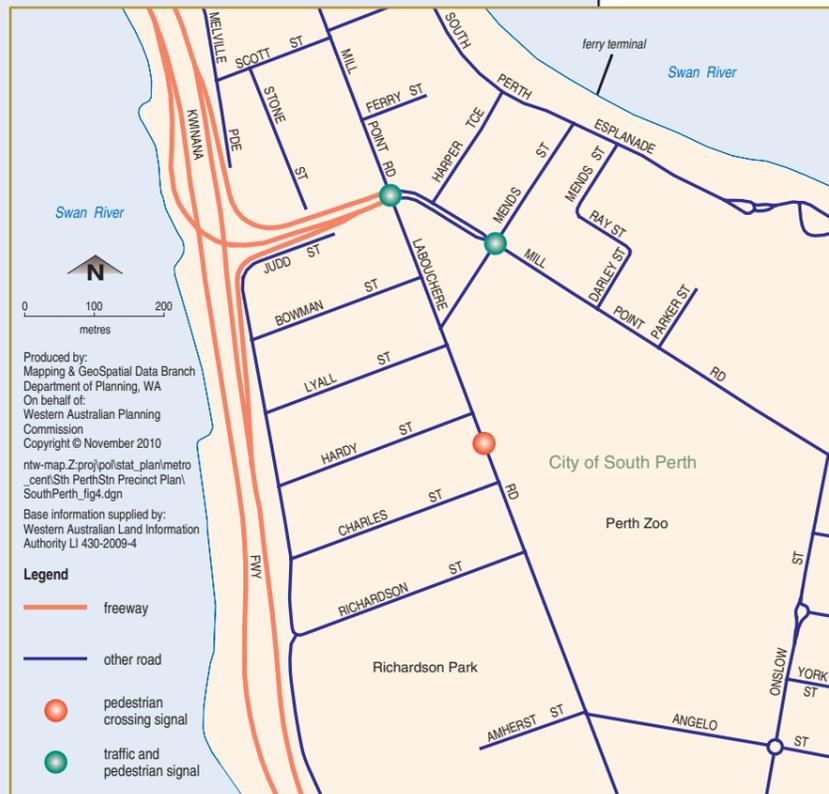


Figure 4:
Current intersection

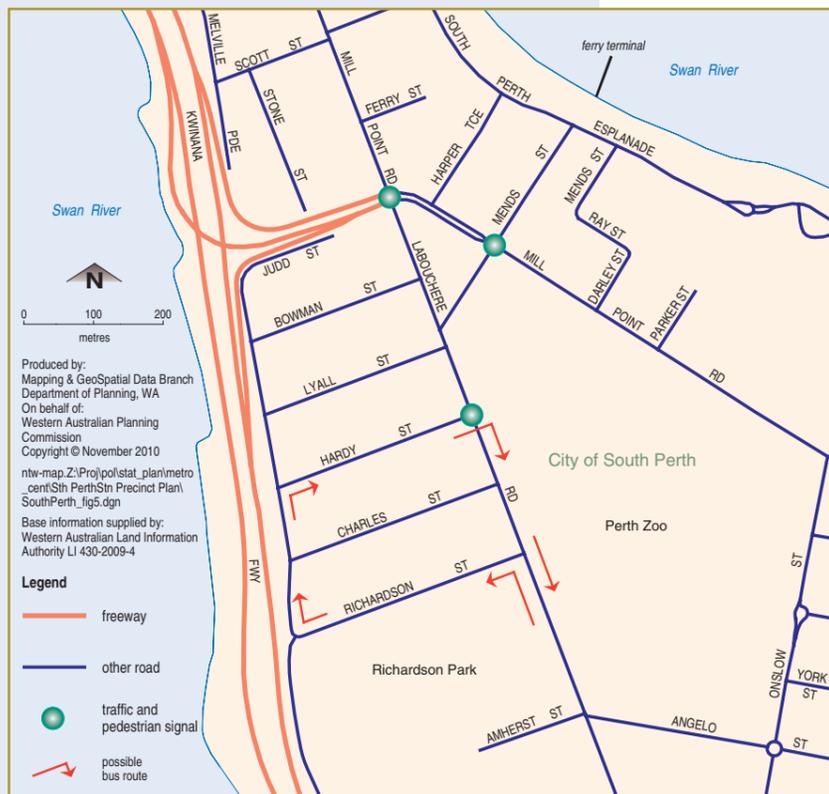
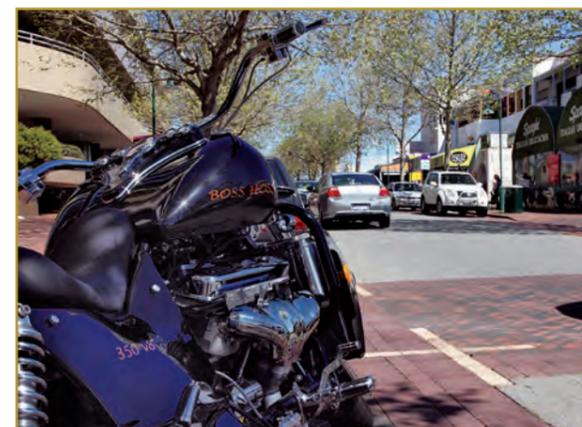


Figure 5:
Proposed intersection
at Hardy and Labouchere
Road

investigation preferably led by the DoP in conjunction with the Department of Transport (DoT) and the PTA. As previously noted, however, City officers do not support the proposition that the proposed South Perth station be used as a bus interchange to cover for any possible shortcomings at the Canning Bridge station.

The precinct bounded by Richardson Street, Melville Parade, Bowman Street and Labouchere Road will require assessment by a traffic engineer to determine the future form of the road system to improve traffic flow, bus connectivity and road safety within the cell, accommodate the needs of pedestrians and cyclists, and to facilitate the greening up of the road reservations. Such treatments could include, but not be limited to:

- a two-way or one-way road system;
- restricting access at Labouchere Road to left in/left out for the minor road connections, being Bowman Street, Lyall Street and Charles Street;
- severing Melville Parade to create a U-type of traffic flow pattern to Labouchere Road;
- centralised or verge landscape and lighting treatments; and
- details of the preferred treatment to crossovers to adjacent properties.



2.5 Street hierarchy and traffic management

Both Labouchere Road and Mill Point Road are classified as local distributor roads and are the responsibility of the City to construct, preserve and maintain. Both the listed distributor roads have a regulated speed limit of 60 km/h. With future development and more concentrated pedestrians spaces there may be a strong justification for reverting to the default urban speed limit of 50 km/h. All other streets within the precinct (with the exception of Angelo Street, another local distributor road) are designated as local streets with the default urban speed limit of 50 km/h. In the opinion of the consultant team the signals at Labouchere Road, Mill Point Road and the freeway on-ramp require extensive works to provide a more pedestrian-friendly outer precinct and to facilitate safer and more efficient movement through the intersection. A diamond turn movement in association with the existing right turn from the freeway off-ramp for south bound traffic would benefit all north bound motorists in Mill Point Road travelling beyond the off-ramp and in particular buses serving the Old Mill heritage precinct. Other than reconfiguring the intersections onto Labouchere Road as described above and the possible defining of the precinct entry points with alternative paving materials, the need for other traffic works appears to be minimal.



2.6 Street reserves

As an alternative to single access crossovers, there is the opportunity for the sharing of crossovers between new developments. This shared situation would assist in reducing the overall amount of hardstand within the road verge and provide greater opportunities for street tree planting and on-street parking.

Street lighting would be integrated into the streetscape design and would complement the paving and general tree planting in the street. Energy efficient and sustainable lighting should be incorporated in the street upgrade. Compact fluorescent lighting or LED lighting are the recommended light sources for any upgrade.

There is a strong argument to be made for a fully covered walkway from the station through to Labouchere Road by way of a continuous arbour or other means of canopied shelter wherever possible. The location of this facility and the way it links to the station will be subject to the ultimate station design but the preference would be along the north side of Richardson Street adjacent to a development frontage. Everything that can be incorporated into the street place to enhance the pedestrian experience should be promoted and/or facilitated. Where structural elements need to be located within the street to support the canopy, then the design will need to take account of below ground services and the need to service and/or upgrade the load bearing capacity of the services. At corner blocks that already have a standard truncation, building on the boundary would not pose an issue and zero setbacks could be accommodated. Where there is no truncation the corner setback provisions as defined in TPS6 would be applied.

2.7 Car parking

It is not intended that dedicated park and ride facilities for rail users be provided or facilitated in this precinct. Nevertheless, a railway station in South Perth will generate demand for park and ride even if the station development does not include dedicated parking for this purpose. This will place pressure on street and private parking. On and off-street public parking will need to be managed more effectively across the precinct to ensure that the different users are catered for.

The total number of parking bays provided in the precinct will directly relate to the number of vehicle trips attracted to the precinct. The total volume of car parking provided within the precinct is to be used to regulate and not overly promote travel demand to the precinct by private vehicles.

A comprehensive parking strategy for the precinct will be implemented by the City (studies conducted for the City by Uloth in 2008) to balance the needs of local businesses and residents with those of people seeking to access the station. Reciprocal parking rights between different land uses within the precinct will help maximise the efficient use of parking space. Adjacent land uses with complementary parking demand profiles will be encouraged to share parking in order to avoid both uses having to provide parking individually. This would maximise use of the resource and provide developers with more opportunity to develop active land uses on their sites.

The strategy is likely to:

1. Regulate the total volume of car parking to manage travel demand to the precinct by private vehicles.
2. Facilitate reciprocal parking where:
 - existing car parking has complementary parking demand profiles, or is underutilised and for which demand is unlikely to increase in the foreseeable future; or
 - proposed land uses can be demonstrated to have compatible periods of peak demand.

3. Apply time restrictions and ticketing/metering to all on-street parking.
4. Provide for parking permits excluding residents from on-street parking fees and time restrictions. Residents would need to apply to council for the permits, with a maximum of one permit to be issued per residential dwelling in the precinct.
5. Provide disincentives to rail users opting to park and ride.

Revenue collected from parking fees could then be made available for improvements to transport infrastructure within the precinct (public transport services/infrastructure, cycling and walking infrastructure). Maximum parking ratios will not be prescribed and applied in advance of the station construction.

Time restrictions and parking fees

Existing time restrictions and parking fees shall be continued. As the precinct develops the supply and use of public car parking will be managed more closely, particularly following establishment of the station (which will potentially result in some demand for park and ride).

All on-street parking will have time restrictions applied and be ticketed/metered in the long term. Revenue collected from parking fees should then be made available for improvements to transport infrastructure within the precinct (public transport services/infrastructure, cycling and walking infrastructure).

Residents' permits

Parking permits excluding residents from on-street parking fees and time restrictions can be used. Residents would need to apply to council for the permits, with a maximum of one permit to be issued per residential dwelling in the precinct.





Figure 6: South Perth station precinct movement plan





3. Guidelines - the urban design framework

3.1 Desired land use and urban form – overview

Transit oriented developments are characterised by a mixture of uses and activities that create vibrant, diverse centres in which people work and live. The South Perth station precinct is well placed to achieve this. It has the potential to become a significant employment centre with close links to the Perth CBD and all stations on the rail system.

Additional residential and supporting retail and commercial development will be assessed on a merit basis according to the criteria in Tables 1 and 2 at the end of this section. A large scale office, civic and community purpose building is proposed at the station. Figure 7 outlines the proposed scale of the development within the precinct under an ultimate build out scenario.

This level of development 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 patron demand in the order of 2,500 boardings per day.

The proposed floor space, worker and resident numbers are thought to be viable given the projected increase in the overall metropolitan area population and the levels of commercial activity resulting from this population growth. This is especially relevant given the precinct’s close proximity to the CBD, as it should be well positioned to provide spill over commercial premises as the central area reaches full capacity.

It is estimated that South Perth LGA currently accounts for 2.5 per cent of all metropolitan area office space and simply to maintain this level of activity would require almost 60,000 m² of additional floor space by 2031. This does not include provision for any other types of commercial activity. A range of scenarios has been investigated to look at the area of commercial floor space that would be required in the LGA if South Perth had an increased proportion of the total metropolitan floor space, as would be expected given the location. These scenarios indicate there should be demand

	Scott St / Richardson St	Mends St	Railway Station	Totals
Total Land Area (m ²)	69,797	29,143	4,840	103,780
Indicative Commercial Plot Ratio	1.0	1.5	1.5	
Indicative Commercial Floor Area (m ²)	69,797	43,715	7,260	120,772
Estimated Employment	2,478	1,552	258	4,288
Indicative Residential Floor Area	69,797	43,715	5,220	118,732
Indicative Dwelling Numbers	558	350	42	950
Estimated Residential Population	1,005	629	75	1,710

Figure 7: Proposed scale of development

for an additional 115,000-160,000 m² in the area and this development would provide a central focus to cater for this level of demand.

The following section provides an overall interpretation of the design criteria and provides an image of the ultimate goal for built form of the precinct. General land use requirements are included in Table 1 Development controls. Performance criteria are given in Table 2.

At lower building levels, the built form for the precinct is generally aimed at establishing a perimeter block form of development where buildings are encouraged to be built from boundary to boundary to create a relatively contiguous street edge, with uses oriented towards the street.

At upper levels, the built form is encouraged to fragment into blocks and towers to provide visual interest and the opportunity for views, as well as opportunities for some sun and daylight penetration into the streetscape. Private and communal external spaces such as courtyards, pool enclosures, drying yards and other external spaces that are not intended for unrestricted public access, should be generally enclosed within the interior of the block.

Refer to the proposed Table 1 for development controls and the Height Plan (Figure 12 for building height restrictions).

To maximise the high-quality river views that are likely to provide an incentive for redevelopment, buildings along Melville Parade can be taller than adjacent blocks to the east to take advantage of the direct river aspect.

Buildings will physically contribute to public spaces such as streets and parks by:

- helping to define streets and public spaces with a clear and legible built edge; and
- creating street environments that are appropriate to the human scale as well as being comfortable, interesting and safe. Window and door openings will create eyes on the street for passive surveillance.

The busier and more open streets are designated as special design areas, including buildings situated on those streets will have a three to five-storey high podium abutting the street boundary to maintain an appropriate scale that reflects the greater significance of those streets. On other streets, the

podium height will be restricted to two to three storeys in order to maintain a more local and pedestrian scale to the street edge.

Nil street setbacks for buildings along a street, forming what is called a podium street wall, will enable the greatest possible interaction between land uses and the street, and potentially establish a relatively consistent alignment of buildings along the street boundary. However, relief may be provided to the street elevation to provide a useable forecourt, enable al fresco dining, or contribute to the leafy urban quality of the environment.

Above the podium of each building, additional storeys will be set back to improve solar access to the footpaths, to provide a degree of privacy to occupants, and to ensure the scale of buildings does not dominate public spaces.

Tree canopies will provide shade on the street level and create a pleasant pedestrian-friendly public realm. Tree planting and tree protection measures should be introduced by the City in advance of development as an integrated approach to streetscapes to create the setting for investment. Tree protection measures can be guards placed as permanent street furnishing and/or robust temporary measures taken for the construction period. Construction may require the movement or replacement of trees to enable the redevelopment of sites. Such measures need to be approved, as part of the development approval and satisfactory compliance will need to be checked by the City.



3.2 General land use - guidance

The development of the precinct aims at establishing South Perth as a vibrant inner city precinct, providing a diverse range of retailing, food and beverage outlets and other commercial activities for an increased number of residents and visitors alike. It will be an active and pedestrian-friendly environment that retains and enhances the unique heritage character of South Perth.

The precinct will provide active street fronts, pedestrian and vehicular connectivity, and an enhanced public domain that reflects the scenic qualities of the area, and the centre's importance as an inner city precinct. Mends Street will continue to be the commercial/retail spine of the precinct. The precinct will preserve and reinforce the definition of existing public open spaces, have strong pedestrian networks, and be environmentally sensitive.

Significant numbers of office uses will be encouraged to locate within the precinct to establish South Perth as a major business and employment centre, which is supported by residential development to potentially accommodate a portion of its work force within walking distance of that employment.

3.3 Sub-precincts desired character statements and land use requirements

Within the overall precinct, there are two sub-precincts with distinctive characters that need to be defined and differentiated from the broader precinct, shown in Figure 8. These sub-precincts are:

- the Mends Street sub-precinct; and
- the Scott-Richardson Streets sub-precinct.



Figure 8: Sub-precinct boundaries

3.3.1 Mends Street sub-precinct character statement and land use requirements

In this sub-precinct, small-scale commercial/retail uses are encouraged so as to retain Mends Street's traditional function as the main retail and lifestyle area in South Perth. Hotels, short-stay accommodation, restaurants and cafés, specialty retail, convenience retail, and a range of other commercial and residential accommodation are examples of suitable uses that would add to the vibrancy of the area.

Within this sub-precinct, the importance of interaction between buildings and the street at street level is very high and nil front setbacks should be encouraged except where there is a compelling reason to do otherwise.

Furthermore, the built form within this sub-precinct needs to accommodate and respect retained heritage structures (refer to Table 1 for Heritage). Therefore, the transition between old and new needs to be handled with architectural sensitivity.

There is a potential for landmark buildings at the Windsor Hotel site and the civic triangle (bounded by Labouchere Road, Mends Street and Mill Point Road) which could further enhance the precinct's role as the dominant activity centre in South Perth. Significant development on these sites will increase the worker and resident population within the centre and, hence, raise the level of human activity within the centre. Taller buildings on these two key sites would also provide a strong visual cue to the relative importance of the Mends Street sub-precinct in relation to the remainder of the precinct.

For the Mends Street sub-precinct, the general requirements for land use and development shall apply as specified in Table 1, together with the special requirements listed for the sub-precinct.

3.3.2 Scott-Richardson Streets sub-precinct character statement and land use requirements

The predominant use in this sub-precinct will be office and other similar business uses. However, the inclusion of residential apartments in addition to the commercial uses will enable the sub-precinct to maintain occupancy and a sense of community outside normal business hours. The mandatory activity component on the ground floor will create activity at street level with offices, some specialty retail, and cafés that provide a level of local amenity to the nearby residents and workers.

The local streets within this sub-precinct (Bowman, Lyall, Hardy and Charles Streets) will have a slightly quieter and leafier character than the streets that frame the sub-precinct (Melville Parade, Judd Street, Richardson Street and Labouchere Road) and, as such, there may be less pressure to establish a strong street edge with nil front setbacks.

A substantial increase in height and built form will be encouraged in this sub-precinct. Building heights of 12 storeys along Melville Parade will be permitted to create an impressive frontage to the precinct as seen from the Kwinana Freeway and to capitalise on the views of the Swan River. The array of taller buildings along Melville Parade, which wraps around to address Judd Street, will define a strong western and northern edge to the sub-precinct.

For the Scott-Richardson Streets sub-precinct, the general requirements for land use and development shall apply as specified in Table 1, together with the special requirements listed for the sub-precinct.

3.4 Landscape and public art

The streetscape will be the one public realm element that can emphasise the changing nature of the precinct. To provide a tangible change that supports and promotes the new urban character, the streets are the only opportunity to create an enhanced urban environment. The delivery of coordinated street furnishing, upgraded paving, defined parking and cohesive street tree planting will create a specific character for the precinct. The incorporation of public artworks in locations where they can be enjoyed, such as adjacent to seating or on street corners, can contribute to and enhance the overall character of the precinct. Public art strategies should consider the Swan River, train station, CBD, heritage buildings, Perth Zoo and the ferry as sources of inspirations.

3.4.1 General philosophy

The landscape strategy is illustrated in Figure 9. Streets in both sub-precincts should be developed as park streets. They should be distinctive in character as green park environments dominated by tree canopies. The streets will act as links and view corridors between the foreshore esplanade qualities and the Mends Street heritage heart of the precinct. The use of shade and shelter should create a unifying structure and a major component of the streetscape. The long-term aim will be to strengthen this with the landscape framework. A strong landscape structure at street level will permanently change the nature of streets.

Ground level detailing should also include quality durable paving. Street furnishing, signage and lighting should be precinct specific; that is, from a consistent and repeated palate of coloured materials and reinforce links to the Mends Street centre, rail station and walking routes to the foreshore. The location of street elements such as signs and lighting needs careful design to

present an environment that encourages ground floor uses and pedestrian access. The City anticipates that public art will be an integral element of the landscape and public realm structure, and intends to seek contributions from developers for this purpose. Art structures, installations and pieces of interpretation should be discussed in detail with the City and should be located within public areas as a preference to private land.

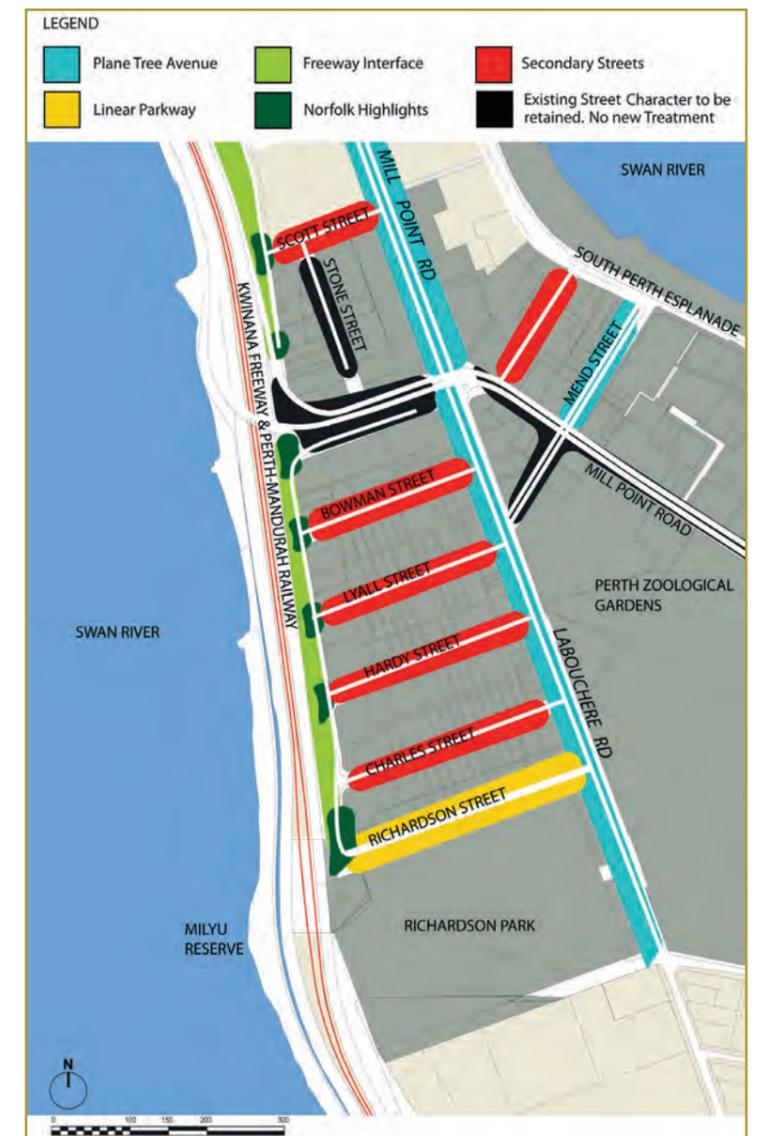


Figure 9: South Perth station precinct landscape strategy plan

3.4.2 Primary street characters

The primary streets are Labouchere Road, Richardson Street, Judd Street and Mends Street. The civic character of Mill Point Road is extended to Labouchere Road. This is achieved by planting of *Platanus acerifolia* to the western side at uniform distances. This species also continues the character established at Mends Street.

Richardson Street is identified as a linear parkway. Existing trees are to be retained wherever possible and new planting should reinforce the existing eclectic style. New planting should include a diverse species list of both native and exotic species including *Ficus hilli*, *Ficus rubignosa*, *Eucalyptus citriodora*, *Eucalyptus leucoxydon*, *Agonis flexuosa*, *Araucaria heterophylla* and *Erythrina indica*, which are used in South Perth currently.

Street furniture, shelters at transit stops, seating and light columns should be selected from a common suite of designed elements that portray civic stature.



3.4.3 Other street characters

Roads adjacent to the Kwinana Freeway should provide a level of buffering vegetation at low level. Grouped planting of low to medium height native species, to the western side of the roads against the freeway fence is proposed at this interface. These trees are to be managed to provide clear understorey views if necessary to facilitate any residents' concerns over lack of amenity.

The public realm species should include *Melaleuca lanceolata*, *Agonis flexuosa* and *Eucalyptus tottiana*.

Intersections and key views north of Richardson Road are to be framed with Norfolk Island pine trees. *Araucaria heterophylla* are to be planted singularly or in small groups at each corner of the road, or at crossing points where the species does not exist.



The secondary streets are not proposed to be developed as avenues but should have a more informal character. This will provide a character contrast with the plane tree avenues. It is therefore proposed that non-regimented planting of native or exotic street trees will allow variation. This informal planting regime will also provide the necessary flexibility to respond to crossover points into adjacent lots. Tree species are to be drawn from the surrounding urban environment where established trees in gardens often provide the dominant and thriving form in the street at present. This will ensure a consistent streetscape palate but applied in a mixed fashion as seen in the existing character. Public realm species should include *Agonis flexuosa*, *Eucalyptus citriodora*, *Jacaranda mimosifolia*, *Lophostemon confertus*, *Erythrina indica* and *Fraxinus raywood*.

No new landscape treatment is proposed along South Perth Esplanade and surrounding the heritage precinct, in order to preserve the area's visual permeability and persistent existing character.

The streetscape proposed has a soft verge with a path that can develop into a paved area as development demand and land use changes occur. Trees suggested will have a full broad canopy, be capable of providing shade in summer but allow light in during the winter. Solar access to these east-west streets becomes more important as density and height increases, and the use of diverse species including deciduous species reflects this. Streets must maximise the opportunity for natural daylight to filter through in the winter. The inclusion of deciduous trees for solar access also enables the uptake of nutrients from surface drainage and aids in managing nutrient load in the groundwater regime. Soft areas can be designed as nutrient sinks by directing drainage into recharge locations prior to full paving. After paving, the area will still have drainage through the tree pits. Figure 10 illustrates this concept.

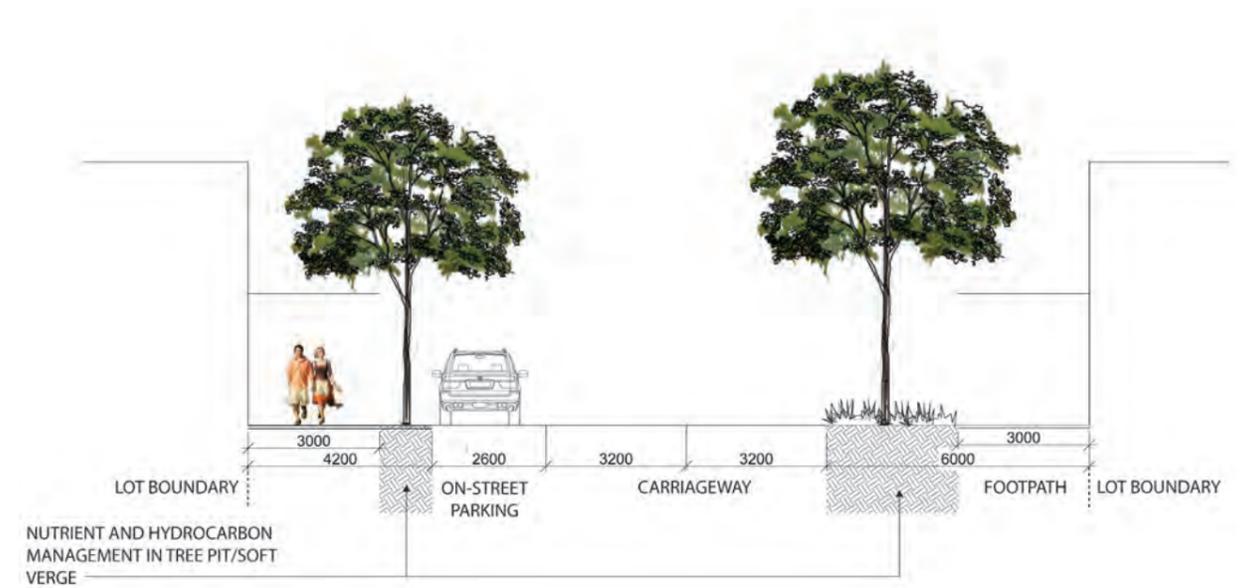


Figure 10: Sustainable drainage management system in typical road cross section

The images in Figure 11 below illustrate the scale of building height and setbacks and how trees provide shade and greenery to the streetscape.

These illustrations represent the desired characteristic of streets using Mill Point Road as the base character reference in the area. It can be seen from these illustrations that the scale and nature of the street tree planting should become the dominant street element when viewed as a pedestrian or vehicle occupant.



Figure 11: Scale comparison of building height, setbacks and street trees - indicative images

3.5 Energy and resource conservation

There is a growing awareness of the need to reduce energy use and conserve natural resources. Therefore, new developments in the South Perth station precinct will need to be more sustainable than they have been in the past – particularly given that the scale of buildings proposed is greater than those currently permitted and will, as a result, remain in place for a considerable number of years.

All new development should be designed to maximise solar passive design principles with regard to heating, cooling, ventilation and energy conservation. This can be achieved through the correct building orientation, allowing access to natural light and achieving the correct thermal performance of buildings and their materials.

A number of development control criteria have been included in Tables 1 and 2 which cover a range of elements such as thermal properties, building materials, daylight and ventilation.

3.6 Street setbacks and the public realm

The application of building setbacks has an important bearing on the quality and character of a street. Minimal setbacks instil a sense of urbanity in a street, whereas larger setbacks enable the potential creation of a green and leafy environment. The aesthetic and public realm vision for the South Perth station precinct is to create a leafy urban character. This implies that street setbacks will generally be minimal or nil, with the leafiness being derived from the planting of trees within the public domain.

In other words, the use of minimal or nil street setbacks will create a need for the establishment of a strong public realm to enhance urban character and the retention of the precinct's traditional street-based heritage character.

Given the aim to create a pedestrian-friendly environment, footpaths will be provided on both sides of all streets within the precinct. The width of footpaths will vary depending on the adjacent use. In commercial and shopping areas a footpath width of about three metres is desirable. Wider footpaths can be provided in areas in which alfresco dining is likely to be encouraged. The footpath width on other streets, such as Hardy Street, will be dependent on the verge and carriageway treatment given that the existing road reserve width will be retained. As part of this approach, the proposed verge could accommodate a simple pedestrian path and landscaped verge, or a wider footpath that forms a broad urban pavement.

Active ground floor uses with entrances directly off main streets are encouraged in promoting active streetscapes that are more appealing to pedestrians.

As a general principle, shared paths are not appropriate on urban streets due to conflicts between cyclists and high volumes of pedestrian traffic.

Cycle lanes should be provided on higher order roads and on streets where more cyclist traffic is expected, such as routes to major destinations. On-street cycle lanes are not always desirable on key public transport routes due to potential conflict with bus movements.

3.7 Designing out crime

An opportunity exists to improve the safety and security of the precinct by maximising visibility and surveillance of public places and spaces, increasing pedestrian activity, maximising connections and defining public and private spaces. In the design and development of the public realm, specific attention should be given to ensuring the access routes to the station are bordered by active areas, well lit and signposted. Ample weather protection should be provided to encourage activity in all weather conditions. Blank walls, recessed entrances and narrow bridges or laneways should be avoided. Materials should have high durability and be graffiti resistant whenever possible. Vegetation should be selected carefully to avoid obscuring sight lines and should be well maintained.

3.8 Building height and density

In order to achieve the vision for the precinct as an urban place, and to provide for the diversity and intensity of employment and residential uses that are required to create a dynamic and vibrant inner city atmosphere, a significant increase in potential height and density limits are contemplated. Figure 12 prescribes building height limits throughout the precinct. However, it should be noted that specific development applications will be assessed on a wide range of design elements in addition to height and density. In some cases, the nominated height may not be achievable due to other design constraints that need to be taken into consideration. In other cases, where a development site has frontage to a street within the special design area, the prescribed heights may be exceeded subject to satisfaction of the performance criteria in Table 2. The main height emphasis in the precinct will be along Melville Parade, Judd Street and part of Mill Point Road in order to establish a strong framework of built form along the precinct's front door and to address the regional movement corridor of the Kwinana Freeway and southern suburbs rail line.

Tall built elements of four to five storeys are to be set in podium form to ensure perception of a human scale development at the street level.

Figures 12.1 to 12.4 illustrate a simple, indicative, ultimate urban form model for the very long-term vision for the precinct.

Examples of the application of the development controls to standard lots within the precinct can be found within the background report.

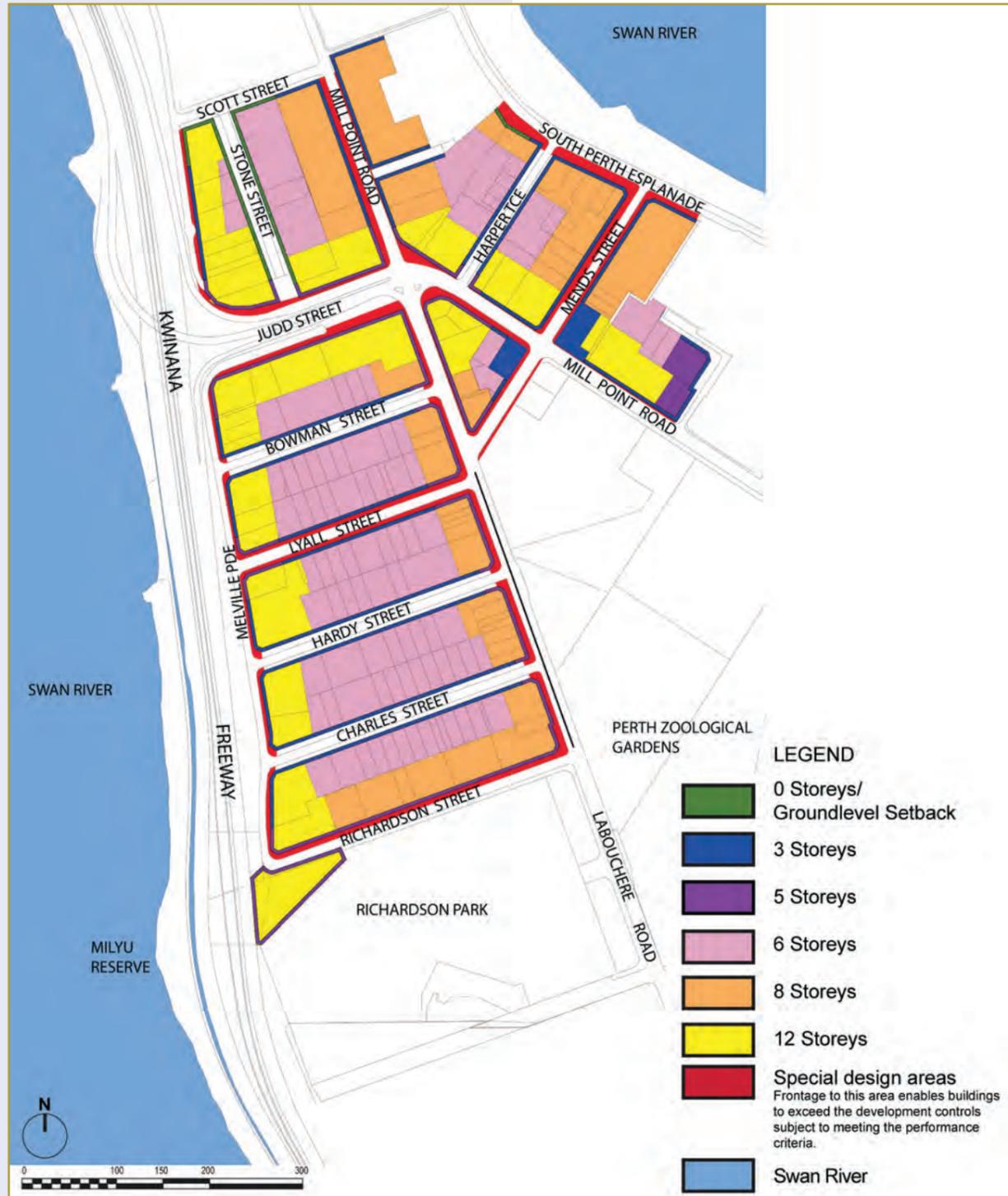


Figure 12: Height plan

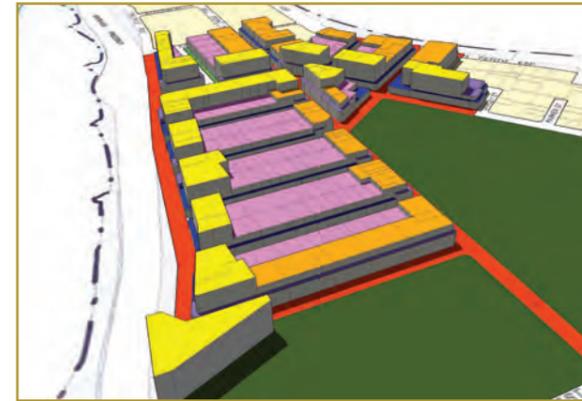


Figure 12.1: Height plan (view from the south-west)

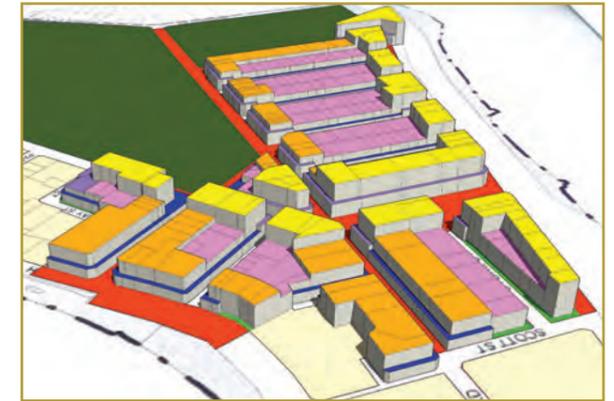


Figure 12.3: Height plan (view from the northeast)

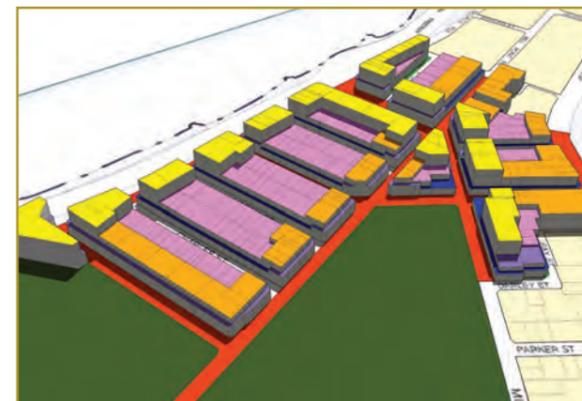


Figure 12.2: Height plan (view from the south-east)



Figure 12.4: Height plan (view from north-west)



Key elements of the precinct plan

- 1 Main station access way with pedestrian and cycle emphasis
- 2 Consider opportunities for cafes, retail, kiosks along station access routes at street level
- 3 Opportunities for small/medium office accommodation
- 4 Location for future train station
- 5 Opportunities for main office, community, civic facility adjacent to train station
- 6 Design solution requires additional analysis and design
- 7 Heritage emphasis

Landscape character areas

- Plane tree avenue: Mil Point Rd and Mends St
- Linear Park: Richardson St
- Freeway Interface: grouped native species with Norfolk Island pines at junctions on Melville Pde.
- Secondary Streets: Stone, Bowman, Lyall, Hardy and Charles Sts.

LEGEND

-  Green space
-  3 Storeys
-  5 Storeys
-  6 Storeys
-  8 Storeys
-  12 Storeys
-  **Special design areas**
Frontage to this area enables buildings to exceed the development controls subject to meeting the performance criteria.
-  Kwinana Freeway
-  Swan River
-  Rail Line



Figure 13: Composite precinct plan



4 Development Controls

The following controls as set out in Tables 1 and 2 apply throughout the precinct plan area unless otherwise stipulated. For any development within the precinct the focus is to be on achieving quality built-form outcomes, with a priority on increasing the sustainable employment base of the precinct.

The objectives of the development controls are to:

- promote a high proportion of commercial/office (*non-residential*) development;
- encourage a mix of uses with commercial uses on lower building levels and the potential to incorporate residential accommodation above as an alternative to an all-commercial building;
- encourage appropriate setbacks for public realm/streetscape purposes;
- enable a scale of development appropriate to an inner city location that is well-served by public transport;
- promote a sense of enclosure and continuity to the streetscape;
- encourage a high level of pedestrian amenity;
- provide an acceptable level of amenity for building occupants;
- discourage a reliance on car travel; and
- promote energy efficiency and sustainable design.

Table 1: Development controls

Element	Guidance	General Requirements	Additional Sub-precinct Development Requirements
1. Land use	In general, all new development should consist entirely of non-residential uses or, in the case of mixed-use development, provide a minimum requirement of non-residential floor space to ensure that the precinct consolidates its role as an employment destination. Non-residential uses should comprise office and daily needs retail, but should not be construed to mean bulk retail, supermarkets, showroom and wholesale. In the case of mixed-use development where any new dwellings are proposed, the design of residential dwellings should be appropriate to an inner city location and avoid the importation of suburban standards. In larger developments, the extent of residential development should be limited to ensure that any non-residential component remains a significant proportion of the development and does not become a token offering.	All development to have a non-residential component with a minimum plot ratio of 1.0. Minimum lot frontage 25 m. Showroom and bulk retail tenancies are not permitted. Retail tenancies may include convenience shopping and retail outlets. For residential uses, requirements of the R-1C coding of the Residential Design Codes will apply. Where the total plot ratio is 3.0 or less, the residential plot ratio area is not to exceed 50 per cent of the total plot ratio area of the development; and where the total plot ratio exceeds 3.0, the residential plot ratio is not to exceed 1.5, as specified for R-1C in the R-Codes.	The general requirements for land use shall apply except: No maximum floor space will apply to individual retail tenancies. For the Mends Street sub-precinct: Land uses with a higher intensity of visitation such as hotels, short-stay accommodation, restaurants and cafés, specialty and convenience retail are preferred uses and it is therefore strongly encouraged that these be incorporated into any new development in this sub-precinct. For the Scott-Richardson Streets sub-precinct: Office uses are preferred. Land uses such as convenience and specialty retail, restaurants and cafés are encouraged to be incorporated into new developments as supporting uses at the ground floor level. Supermarkets are not permitted.
2. Street walls (both maximum and minimum)	The street wall is defined as the portion of wall built on, or within 3 m of, the front boundary, which assists in defining the street space. The height of the street wall is an important contributory factor to the character and perceived scale of the street. If a street wall is too short, the street may be poorly defined and lack grandeur. If a street wall is too tall, pedestrians may find the nature of the street oppressive.	Street walls to streets comprising the special design area shall have a 3 storey minimum and 5 storey maximum height. For other streets, a 2 storey minimum and 3 storey maximum street wall height shall apply.	The general requirements for street walls shall apply except: A 2 storey minimum and 3 storey maximum street wall height shall apply to complement the scale of existing heritage buildings.
3. Building height and plot ratio	In general, the building height and scale requirements that define the allowable building envelope are defined by the height plan, except for sites with frontage to the special design area where height limits may be relaxed. Buildings are to form a relatively continuous street wall podium of 3-5 storeys for sites addressing the special design area and a 2-3 storey height on other streets. No maximum plot ratio will apply. Building height, scale and bulk will be controlled by the application of height limits and setbacks, either as per the development controls in Table 1 or as deemed appropriate to meet the performance criteria in Table 2.	Heights shall be limited as per Figure 12: Height Plan, but height limits for site addressing the special design area may be relaxed subject to meeting all of the performance criteria in Table 2.	For the Scott-Richardson Streets sub-precinct, the general requirements for building height shall apply. For the Mends Street sub-precinct, the general requirements for building height shall apply except: A 2 storey minimum and 3 storey maximum street wall height shall apply to podiums to complement the scale of existing heritage buildings.
4. Ground floor uses	The ground floors of buildings are the most important in engendering interaction between the public and private realms. As such, it is important to encourage non-residential uses at ground floor that are better suited to engendering interaction than residential uses.	No residential dwellings shall be permitted on the ground floor.	The general requirements for ground floor uses shall apply.

Table 1: Development Controls (continued over page)

Table 1: Development controls (continued)

Element	Guidance	General Requirements	Additional Sub-precinct Development Requirements
5. Relationship to the street	<p>The street setbacks apply to both residential and non-residential components of buildings.</p> <p>Street setbacks of nil for podium level street walls are permitted.</p> <p>The extent of the nil street setbacks should be maximised to enable a high degree of continuity of the street edge.</p> <p>Ground floor commercial tenancies adjacent to the street should maximise the provision of clear shopfront glazing and provide a public entrance directly accessible from the street. The glazing is not to be covered with blinds, other window dressings or any other form of screening during business hours.</p> <p>Areas of wall at ground level adjacent to the street should be minimised.</p> <p>Deep and poorly illuminated recesses are to be avoided at ground level adjacent to pedestrian paths.</p> <p>Where cafés or restaurants are proposed, al fresco dining is encouraged. Where this activity is to occupy a portion of the street reserve, compliance with the City's local law relating to al fresco dining is required and a clear pedestrian path should be maintained in the street reserve.</p> <p>Street corners should be expressed in the architectural treatment of the podium street wall.</p>	<p>The street setback to podium levels regardless of use shall be zero for a minimum of 60 per cent of the street frontage.</p> <p>For storeys above podium levels, the minimum street setback shall be 4.5 m.</p> <p>Ground floor tenancies shall present a minimum of 75 per cent of the street frontage as glazing with a maximum sill height of 450 mm above floor level.</p> <p>Ground level walls with no openings and adjacent to the street must not exceed 15 m in length.</p> <p>Crossovers must be kept to the absolute minimum (typically 3 m wide) to accommodate two-way one-lane movement. Simultaneous entry and exits would be considered only where the crossover serviced a large parking area and where short term and high turnover characteristics prevailed.</p>	<p>For the Scott-Richardson Streets sub-precinct, the general requirements for building height shall apply.</p> <p>For the Mendis Street sub-precinct, the general requirements for a buildings relationship to the street shall apply, except: where there is a compelling reason to provide a street setback, such as the provision of a dedicated al fresco area or the creation of a public plaza;</p> <p>crossovers should measure a maximum width of 6 m each with a maximum of one per development site.</p>
6. Side and rear setbacks	<p>The general requirements for both side and rear setbacks apply to both residential and non-residential components of buildings.</p> <p>To ensure a high degree of continuity of the street edge, zero side and rear setbacks will be permitted.</p> <p>Setbacks at levels above the podium level are required to enable a reasonable degree of light and solar penetration between buildings to the street.</p> <p>The extent of the side and rear setbacks at levels above the podium should be determined by the existence of major or minor openings in the case of non-residential components of development, and the provisions of the R-Codes for residential components.</p>	<p>For the portion of the building 0-20 m from any street boundary, the following setbacks to side and rear boundaries will apply:</p> <p>zero minimum for the first three storeys (with no openings) for both residential and non-residential components;</p> <ul style="list-style-type: none"> three metres minimum for all other storeys for non-residential components; for residential development on 2nd and 3rd floors, the provision of openings and setbacks shall be as per the R-Codes; as per the R-Codes for all residential components above three storeys. For the portion of building more than 20 m from any street boundary, the following setbacks to side and rear boundaries will apply: zero minimum for the first 3 storeys (with no openings) for both residential and non-residential components; three metres minimum for all other storeys for non-residential components; as per R-Codes for all residential components. 	<p>The general requirements for both side and rear setbacks shall apply.</p>

Element	Guidance	General Requirements	Additional Sub-precinct Development Requirements
7. Visual privacy	<p>Clause 7.3.8 of the R-Codes provides little appropriate guidance on visual privacy in an urban context.</p> <p>The separation distances inherent in the R-Code setback requirements are deemed to provide a reasonable degree of visual privacy in the case of residential development.</p>	<p>A reasonable degree of visual privacy is deemed to be provided by the side and rear setback requirements in the table above, where the adjoining development is non-residential</p> <p>Where the adjoining development is residential, clause 6.8 of the R-Codes applies. Additional privacy treatments (screens etc.) shall be applied at the developer's discretion provided that such treatments do not encroach into the setback.</p>	<p>The general requirements for visual privacy shall apply.</p>
8. Overshadowing	<p>Overshadowing of adjacent lots shall be calculated as per the R-Codes, in the case of both residential and non-residential building components.</p>	<p>As per the provisions of the R-Codes (R-1C coding), overshadowing of adjoining lots by any development regardless of use shall not exceed 50 per cent at midday on 21 June.</p>	<p>The general requirements for overshadowing shall apply.</p>
9. Parking	<p>In an urban area with an excellent public bus service, planned rail station and a highly walkable environment, there is a strong rationale not to enforce the high levels of parking provisions associated with suburban environments. Therefore, minimum car parking provisions should be reduced, and, once the rail station is operating, the application of maximum car parking provisions should be considered.</p> <p>Reciprocal Parking</p> <p>Reciprocal parking can be considered where:</p> <ul style="list-style-type: none"> It is demonstrated that existing car parking is underutilised and demand is unlikely to increase in the foreseeable future; or Proposed land uses can be demonstrated to have compatible periods of peak demand. 	<p>The minimum provision of on-site car parking shall be:</p> <ul style="list-style-type: none"> 1 bay per dwelling plus 1 visitor bay per 6 dwellings 1 bay per 50 m² for non-residential floor space. 	<p>The general requirements for on-site parking shall apply.</p>
10. Canopies	<p>Where a building is constructed to the street boundary a canopy should be provided that extends sufficiently over the footpath to provide a reasonable degree of shade and shelter to pedestrians.</p>	<p>Where built to the street boundary, buildings shall incorporate a mandatory canopy over the footpath with a minimum projection depth of 2.5 m.</p>	<p>The general requirements for canopies shall apply.</p>

Table 1: Development Controls (continued over page)

Table 1: Development controls (continued)

Element	Guidance	General Requirements	Additional Sub-precinct Development Requirements
11. Resource efficiency	<p>In general, the following energy and resource conservation requirements are encouraged:</p> <ul style="list-style-type: none"> Particular attention should be given to the principles of passive solar design and energy efficient design. Construction materials should be chosen with regard to their embodied energy levels. Lightweight framed and insulated construction (low thermal mass) should be used externally, especially on exposed east and west façades. Any external masonry construction, particularly on east and west facing façades, should be insulated to minimise heat transfer. High thermal mass materials should be used for internal construction to retain internal ambient temperature. Shade and draught protection should be provided to all large window and door openings, particularly on the east and west façades. Ceiling insulation and ventilation should be provided. Double glazing should be considered for large areas of glass to limit heat loss and gain and possibly noise attenuation. Energy efficient services and appliances are to be considered as a preference. Outdoor living for domestic and commercial purposes should be designed and located to provide protection from the sun and strong winds. 	<p>Redevelopment proposals should comply with the City's policy P355.1 Sustainable Design. A minimum 5-star NatHERS rating or 5-star Green Star rating shall be achieved and demonstrated at the building licence stage.</p> <p>All buildings shall comply with the City of South Perth's policy on sustainable design and energy and resource conservation.</p> <p>A minimum of R2.0 insulation to roofs is mandatory; additional levels of insulation are encouraged.</p> <p>Materials should be of a matt colour that absorbs light and should not be reflective, to ensure materials avoid transferring heat to adjoining properties.</p>	<p>The general requirements for resource efficiency shall apply.</p>
12. Vehicle crossovers	<p>In an urban environment, the quality of the pedestrian experience takes precedence over the quality of a motorist's experience. A major component of improving the pedestrian experience is minimising the number of vehicle/pedestrian conflict points, such as vehicle crossovers, in order to create a safer and more attractive pedestrian environment.</p> <p>Proposals by adjacent owners to share crossovers will be strongly encouraged by the City of South Perth.</p>	<p>Only one vehicle crossover per lot per street will be permitted.</p> <p>Crossover must be kept to the absolute minimum (typically 3 m wide) to accommodate two-way one-lane movement. Simultaneous entry and exits would be considered only where the crossover serviced a large parking area and where short term and high turnover characteristics prevailed.</p>	<p>For the Scott-Richardson Streets sub-precinct, the general requirements for vehicle crossovers shall apply.</p> <p>For the Mends Street sub-precinct, the general requirements for vehicle crossovers shall apply except:</p> <p>where appropriate alternative vehicle access is available from a rear lane or other right of way, no vehicle crossover will be permitted; and</p> <p>where appropriate alternative vehicle access is available from another street, no vehicle access from Mends Street will be permitted.</p>
13. Landscape	<p>In general, landscaping in the setback area, if any, between buildings and the adjacent street boundaries should be consistent with the prevailing City of South Perth landscape policies.</p>	<p>Any landscaping works in or adjacent to the public realm shall require approval from the City of South Perth as part of a development approval.</p> <p>All landscaped areas shall incorporate water-sensitive design principles, minimise water consumption and maximise retention and re-use of water.</p>	<p>The general requirements for landscape shall apply.</p>
14. Heritage	<p>The precinct contains a number of places that are recognised for their heritage value. These are located in Mends Street, Mill Point Road and Labouchere Road, and listed in the State Register of Heritage Places and the City's municipal heritage inventory. The streetscape character in the near vicinity is influenced by the scale and form of these heritage buildings.</p> <p>Any new development on a site containing a heritage listed building should respect the scale of the listed building, particularly as viewed from the street.</p> <p>In addition, Mends Street is to be reinforced as the town centre by highlighting the heritage character and developing the urban form of the public realm with the continuation of mature trees, paving, street furniture, lighting and public art.</p> <p>Any new development on a site containing a heritage listed building should be located so as to ensure that the character of the original building is not adversely affected. New development should be complementary to and supportive of the heritage buildings without copying or mimicking them.</p>	<p>Any development application for a site containing or adjacent to, an existing heritage listed structure shall be accompanied by a heritage plan detailing the appropriate built form response to the heritage structure.</p>	<p>The general requirements for heritage shall apply.</p>
15. Special design areas	<p>The special design areas comprise those lots with street frontage to Labouchere Road, Judd Street, Melville Parade, Mends Street, Mill Point Road, Richardson Street, Lyall Street, and South Perth Esplanade, which are indicated in red on the precinct plan (Figure 13). These streets have a high degree of visibility, either by virtue of their aspect or proximity to high volumes of movement. As such, sites with frontage to these streets offer the potential to establish buildings with a strong visual presence and landmark qualities.</p> <p>The properties within the special design areas are provided with the potential to achieve greater development yields than permissible by the general requirements to enable developers to justify the additional expense of creating landmark buildings of a higher architectural standard than would have been the case if the general development controls had been applied. This is achieved by a relaxation of the general requirements (as described in Table 2) where it can be demonstrated to the satisfaction of the City of South Perth that the proposed development is consistent with the development guidelines and specifically meets all the performance criteria (Table 2).</p>	<p>Development will be eligible for relaxation of the general requirements of Table 1 where it can be demonstrated to the satisfaction of the City of South Perth that the development:</p> <ul style="list-style-type: none"> is consistent with the development controls in section 4 of the precinct plan; specifically meets all the performance criteria (Table 2); and applicants seeking relaxation of any of the general requirements of Table 1 will be required to submit a report demonstrating how all the development guidelines and performance criteria are met. 	<p>The general requirements for the special design areas shall apply.</p>

Table 1: Development Controls (continued over page)

Table 1: Development controls (continued)

Element	Guidance	General Requirements	Additional Sub-precinct Development Requirements
16. Designing out crime	The design should as far as practicable enhance natural surveillance, natural access control and territorial reinforcement. Where absolutely necessary, target hardening and other security strategies may be considered.	<p>Pedestrian and vehicular access points shall be visible from buildings and the streets.</p> <p>Design illumination in accordance with Australian Standards to avoid over-illumination.</p> <p>Storage access should be integral to the built form and should not facilitate access to upper level windows and balconies.</p> <p>Public and private zones should be identified with the use of different materials.</p> <p>Perimeter walls onto the public realm should be low and/or with a high degree of transparency.</p> <p>Avoid designing in areas of entrapment in recesses, alleyways and shelters.</p>	The general requirements shall apply.



Figure 14: Development outside Building Envelope

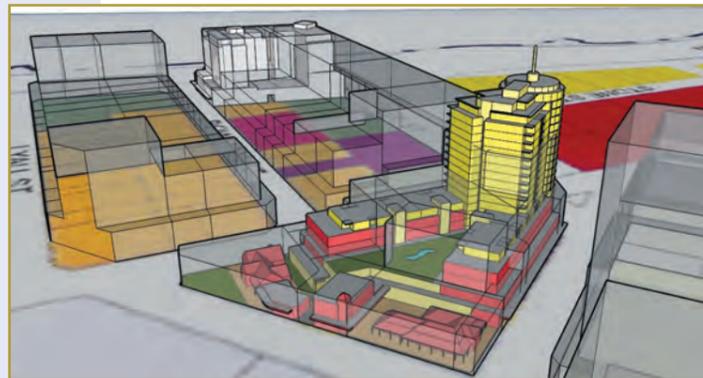


Figure 15: Development within building envelope

Figures 14 and 15 illustrates how fulfilling the performance criteria may result in taller buildings that exceed development controls and extend outside the building envelope defined by the general requirements of the precinct plan for the building height.

Table 2: Performance criteria

The performance criteria below are designed to generate sustainable, community benefit from development over and above that achieved through meeting the standards in Table 1. Density and building height controls may be relaxed and additional development allowed, particularly additional residential development above commercial uses where high performance in built form is achieved and all of the criteria listed are met. The built-form benefits are to be assessed against the criteria in Table 2. Development applications should address these performance criteria in an urban design statement.

Design quality	The proposal is deemed to be of a high architectural standard by the City of South Perth.
Street interface	The proposal provides a commercially active, pedestrian friendly and well-defined edge to all adjacent streets and other public spaces.
Overshadowing	The proposal does not result in any increase in overshadowing of residential properties other than would occur with a proposal that complies with the relevant height limit for the site.
Pedestrian comfort and amenity	The proposal provides a suitable degree of shade, shelter and amenity to all adjacent public footpaths, to the satisfaction of the City of South Perth.
Neighbourliness	The proposal does not result in any increase in noise, glare, or other environmental nuisance other than would occur with a proposal that complies with the relevant requirements of Table 1.
Population	If residential development is proposed, the proposal delivers a minimum residential density of 100 dwellings per gross hectare.
Site requirements	The development site is to have a minimum area of 1,700 m ² and a minimum lot frontage of 25 m.
Environment	The proposal incorporates design measures described in the City's sustainable design policies.
Vehicle management	The additional traffic and parking demand resulting from the additional floor space does not have an unacceptable impact on the surrounding street network.
Heritage	Where applicable, the proposal retains, reuses, and maintains the integrity of existing structures of heritage value.
Additional community benefit	<p>The proposal provides a community benefit above and beyond what would normally be expected such as:</p> <ul style="list-style-type: none"> • high quality active street frontages, street art and furniture and landscape features; • landscaped spaces and/or other facilities accessible to the public; • exceptional architecture and urban design; • a range of dwelling sizes and costs, including affordable one-bedroom apartments up to 55 m² and/or student accommodation; • improvements to pedestrian networks and public security; • commitment to sustainable building, energy efficiency and water conservation; • provision of greater view corridors and/or mid-winter sunlight to adjacent land/buildings; • community, communal and/or commercial meeting facilities; and • the provision of car parks for public use beyond the users of the building.



5 Strategic implementation guide

The redevelopment of established and mature urban areas creates a number of challenges such as consistent development guidance, community acceptance, land assembly, service upgrade and funding over a protracted period. The following section describes the issues and recommends a course of action towards implementation.

5.1 Statutory process

The statutory development controls are to be further investigated by the City of South Perth. The precinct plan development controls will become effective only if given statutory force by inclusion in the TPS6. Section 11 in the background report sets out the different implementation options. In summary, these options are to:

- implement this project as part of a full review of TPS6;
- prepare a scheme amendment affecting only those aspects and provisions of the scheme that relate to the train station precinct in the vicinity of Judd Street, Richardson Street and Mends Street;
- prepare a scheme amendment to delete reference to the statutory provisions relating to this precinct and to insert a clause that enables development applications to be assessed against this precinct plan, adopted as a local planning policy under the provisions of TPS6; or
- with respect to non-residential development only, to the extent of the discretionary power conferred by clause 7.8 of TPS6, provide guidelines for more intensive development in the station precinct by way of a local planning strategy. This would be an interim measure until a suitable local planning policy was in place under any of the options above.

The fourth option is severely constrained by the provisions of TPS6, which are very prescriptive. TPS6 does not provide for the exercise of discretionary power for residential development beyond any discretion inherent within the Residential Design Codes. Further, building height limits are also not able to be varied due to the absolute constraint imposed by clause 7.8 of TPS6.

5.2 Recommended funding sources

5.2.1 Funding precinct redevelopment projects

Several sources of funds are available to the City for precinct redevelopment and associated projects (refer to Figure 16):

- fees and charges;
- rates;
- borrowings;
- asset sales and management;
- developer contributions; and
- grant assistance – federal and state.

These funds can be used for capital, ongoing management, ongoing maintenance or a combination of purposes.



	Rates	Differential Rates (on site)	Borrowings	Asset Sales	Developer Contributions (on site)	Community Chest	Commonwealth Grant Assistance	Capital Grants (State and Commonwealth)	Operational Grants (State)
Capital items	●		●	●	●	●		●	
Ongoing maintenance works	●	●				●	●		●
Ongoing management resources	●	●				●	●		●

Figure 16: Funding opportunities

5.2.2 Growing the rate base

Rates represent more than half of the City's operational revenue (54 per cent). Opportunities to use the rating system to meet additional ongoing costs associated with the South Perth Station precinct plan area should be explored. Specified area rates in particular can be explored, described in section 6.37 of the *Local Government Act 1995* as follows.

Specified area rates¹

- (1) A local government may impose a specified area rate on rateable land within a portion of its district for the purpose of meeting the cost of the provision by it of a specific work, service or facility if the local government considers that the ratepayers or residents within that area -
 - (a) have benefited or will benefit from;
 - (b) have access to or will have access to; or
 - (c) have contributed or will contribute to the need for, that work, service or facility.
- (2) A local government is required to -
 - (a) use the money from a specified area rate for the purpose for which the rate is imposed in the financial year in which the rate is imposed; or
 - (b) to place it in a reserve account established under section 6.11 for that purpose.
- (3) A local government may only use the money raised from a specified area rate -
 - (a) to meet the cost of providing the specific work, service or facility for which the rate was imposed; or
 - (b) to repay money borrowed for anything referred to in paragraph (a) and interest on that money.

¹ *Western Australian State Government Local Government Act 1995*

The City currently does not use specified area rates; however, it has been mooted by the Canning Bridge study that this may be a possible approach for both the cities of South Perth and Melville.

The additional rate levied is used for the maintenance and upkeep of these areas. The additional monies collected through the rate are held in a series of reserve accounts. There is the opportunity to use a specified area rate for an area such as the South Perth station precinct where it can be demonstrated that there are specific works, services and facilities that benefit ratepayers in the precinct. This may relate to items such as additional landscaping and street furniture provision and other amenities that have ongoing maintenance and replacement implications for the council. The specified area rate is most likely to be applied primarily to the Scott Street-Richardson Street sub-precinct.

5.2.3 Fees and charges

The rate would be based on the assessed cost of specific improvements and services implemented, but other developments in the Mends Street sub-precinct may also be considered when a significant scale of development is proposed. Fees and charges (approximately 28 per cent of the City's operating revenue) are most likely to be acquired from parking levies and permits for occupiers and visitors to the precinct through the administration of the City's local parking laws. Accrued monies could be reinvested in upgrading street infrastructure and public realm. It is most likely that parking fees and charges will be allocated on an equitable basis across the City's administration area and not on a differential or precinct specific basis; however, a reasonable case could be made for adopting high commercial (Perth CBD related) parking charges and permit fees within 800 metres of the station catchment to deter commuter parking. These increased fees would relate to the increased maintenance requirements of the area once the station opened and had high pedestrian, cycle, bus and car movement levels. A specific fund could be set up and administered by the City for ongoing transit related expenditure.

5.2.4 Development contributions

State Planning Policy 3.6 Development Contributions for Infrastructure (November 2009) replaces Planning Bulletins 18 and 41. SPP3.6 sets out the standard development contributions for infrastructure both "hard" and "soft" applied by the WAPC on the subdivision, strata subdivision, or development of land. It also provides a consistent, accountable and transparent system based on the principles illustrated in Figure 17. SPP3.6 can be used by local governments to plan and charge for development contributions over and above the standard provisions through development contribution plans. Development contribution plans will, therefore, need to identify growth trends based on service catchment areas, translate these trends into the infrastructure and community facilities necessary to meet these increasing needs within the catchment, and allocate the costs of meeting these needs to existing residents and new residents proportional to their contribution to the need for the infrastructure and facilities. The development contribution plan must have a strategic basis and be linked to the local planning strategy and strategic infrastructure plan and program which identify the infrastructure and facilities required over the next 5 to 10 years and the cost and revenue sources for the provision of the infrastructure.

The City of South Perth can seek contributions for the capital costs of community infrastructure which is defined by SPP3.6 as:

"the structures and facilities which help communities and neighbourhoods to function effectively, including –

- *sporting and recreational facilities;*
- *community centres;*
- *child care and after school centres;*
- *libraries and cultural facilities; and*
- *such other services and facilities for which development contributions may reasonably be requested, having regard to the objectives, scope and provisions of this policy."*

Development contributions can be sought for:

- a new item of infrastructure;
- land for infrastructure;
- an upgrade in the standard of provision of an existing item of infrastructure;

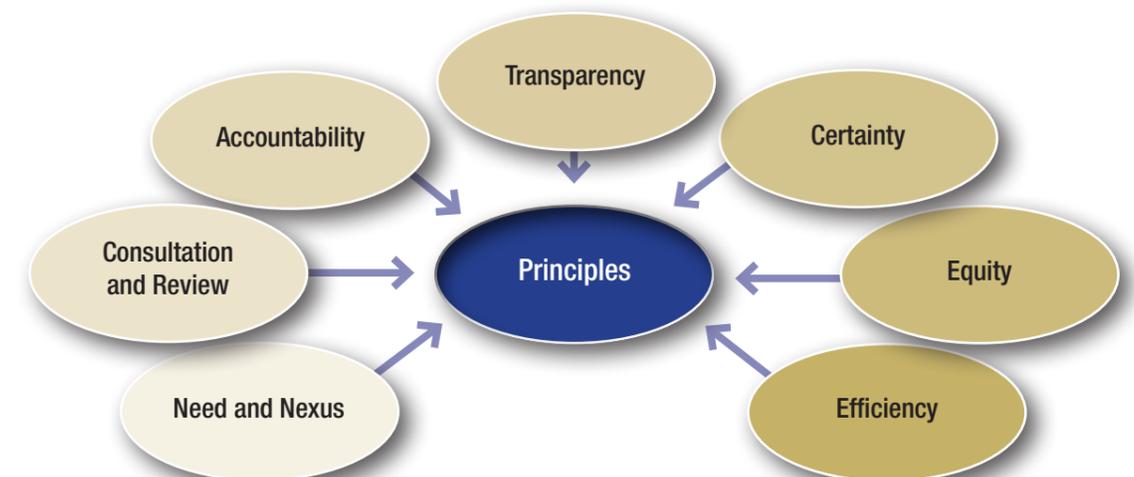


Figure 17: Principles for development contributions

- an extension to existing infrastructure;
- the total replacement of infrastructure once it has reached the end of its economic life; and
- other costs reasonably associated with the preparation, implementation and administration of a development contribution plan.

The contributions are for the initial capital requirements only and not for ongoing maintenance and/or operating costs of the infrastructure.

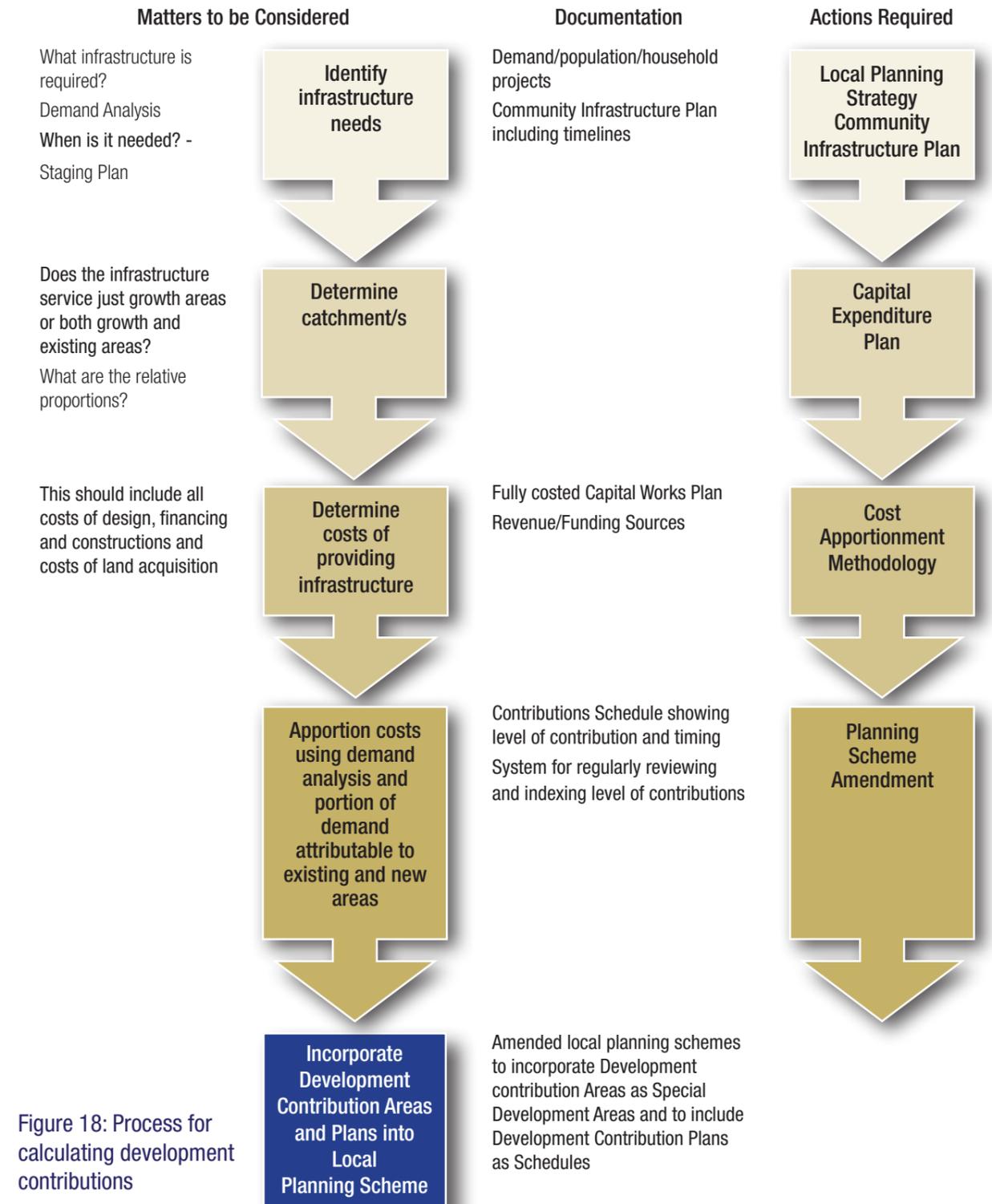
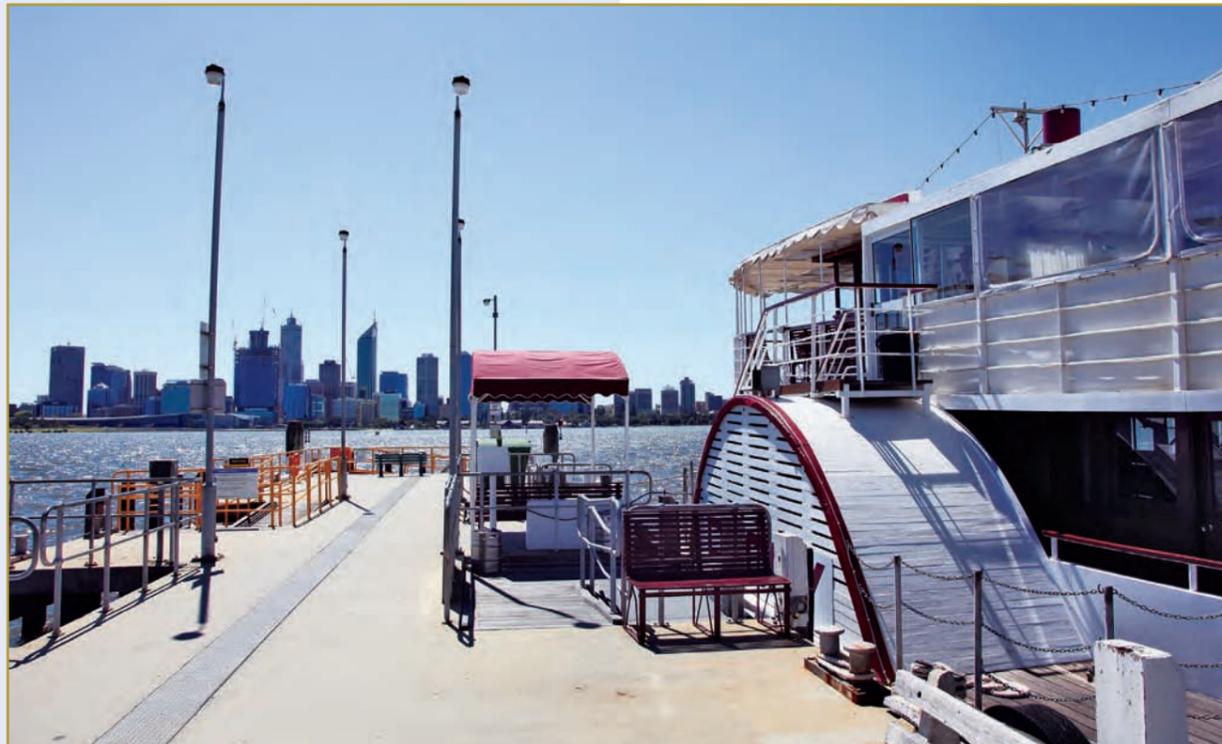


Figure 18: Process for calculating development contributions

The following excerpt from Appendix 1 of SPP 3.6 demonstrates the standard developer contribution requirements.

Land contributions	Infrastructure works	Monetary contributions
<p>Public open space</p> <p>Public open space equivalent to 10 per cent of the gross subdivisible area, or alternatively, a cash-in-lieu contribution, in accordance with WAPC policies and the <i>Planning and Development Act 2005</i>.</p> <p>Foreshore reserves</p> <p>Certain land for foreshore reserves on the coast, rivers and lakes in accordance with WAPC policies.</p> <p>Primary schools</p> <p>Land for government primary schools.</p> <p>Roads</p> <p>Land for widening existing roads, where the proposal induces additional traffic movements and/or benefits from it; land for new local streets where required; land for district distributor roads in new development areas that expand the urban front or where linkages to these areas is justified; and/or land for primary distributor roads, including primary regional roads and railway reserves where justified by the subdivision. Other contributions as provided for in WAPC policies.</p>	<p>Public utilities</p> <p>Infrastructure for-</p> <ul style="list-style-type: none"> • water; • sewerage; • drainage works; • electricity supply • infrastructure; and • other public utilities. <p>This covers on-site works as well as off-site capital works, such as major pump stations, trunk sewers or transmission lines that are necessary to, or contribute to, the subdivision and/or development, and the planning and implementation of urban water requirements. Note that these works are in addition to monetary charges by the Water Corporation and Western Power for off-site major infrastructure.</p> <p>Roads</p> <p>All roads and traffic works required within the subdivision and linked to a constructed public road. These roads provide access to individual lots and allow utility services to be reticulated in the road reserves; Footpaths, pedestrian access ways and shared paths, where required. Upgrading, construction and widening of existing roads and laneways to accommodate additional traffic generated by a subdivision and/or development; and/or new district distributor roads including earthworks for the whole road reserve, the construction of one carriageway comprised of two lanes and associated drainage works. In addition, where set out in a structure plan for the area, grade-separated pedestrian crossings and shared paths may be required as a contribution. Other contributions as provided for in WAPC policies.</p>	<p>Drainage head works charges for off-site major infrastructure works; and if an area is in fragmented ownership, monetary or in-kind contributions can be required in lieu of land or infrastructure works with reimbursement for other owners where costs are shared. Other contributions as provided for in WAPC policies.</p>

Contributions to Community Infrastructure may be sought on the basis of the community facilities plan. The City would need to establish a clear strategic framework for applying for development contributions for community infrastructure, which is infrastructure over and above standard developer contributions set out in Appendix 1 of SPP 3.6.

Appendix 1 of SPP 3.6

The framework should be supported by -

1. **a community infrastructure plan** for the area, identifying the services and facilities required over the next 5 to 10 years (supported by demand analysis and identification of service catchments). This should be supported by projected growth figures including the number of new dwellings to be created at catchment level (suburb or district);
2. **a capital expenditure plan (with at least five out years)** which identifies the capital costs of facilities and the revenue sources (including capital grants) and programs for provision;
3. **projected growth figures**, including the number of new dwellings to be created at catchment level (suburb or district); and
4. **a methodology** for determining the proportion of costs of community infrastructure to be attributed to growth and the proportion to be attributed to existing areas.

Development contribution plans must specify -

- a. the **development** contribution area that a plan applies to. This should be indicated on the Scheme Map as a development contribution area;
- b. the infrastructure and administrative costs to be funded through the plan. Only community infrastructure that is identified in the local government's community infrastructure plan can be included in the development contribution plan;
- c. the methodology for determining the cost contribution of each owner towards the infrastructure to be funded through the plan;
- d. the priority and timing for the provision of infrastructure; and
- e. the period during which it is to operate.

Development contribution plans are to be supported by a cost apportionment schedule (see attachment A3.3 of SPP 3.6) and a development contribution plan report (see attachment A3.2 of SPP 3.6). These do not form part of the local planning scheme but need to be made available to landowners within 90 days of the gazettal of a development contribution plan.

In the South Perth Rail Station Precinct a developer contribution plan could be operated. A special control area related to the Precinct could be applied. These controls are likely to be in place for 10 to 20 years. Contributions calculations would be based on the need for facilities generated by additional development in the plan area. Typically costs would relate to new community car parks and community facilities.

Funds accrued would be held by the City to be allocated to capital projects set out in the *Community Facility and Infrastructure Strategy*.

5.2.5 Voluntary development contribution agreements

It is possible for the City to enter into voluntary agreements for contributions towards infrastructure. Agreements could be negotiated with one or a number of developers and would be able to cover a wide range of infrastructure. The downside to voluntary agreements is that they are most effective where there is a single owner with a large landholding. Where there is fragmented ownership there is a greater likelihood of some landowners entering into voluntary agreements and other landowners choosing not to make a contribution towards infrastructure.

It is important that the City advises the WAPC where it has entered into voluntary agreements so that the WAPC can ensure that appropriate conditions are imposed on subdivisions.

5.2.6 Borrowings

The City may choose to borrow to establish key infrastructure to support the South Perth Station Precinct Plan. Borrowing for infrastructure that will service future generations is an appropriate strategy. The City currently has a manageable level of debt but would want to consider the long-term implications of acquiring more debt before it entered into borrowings to support the Precinct Plan.

5.2.7 Disposal of assets

Some funds may be available through the sale of assets that are no longer required by the City. This approach may provide some revenue for specific projects but it would depend on the City having assets which it wishes to dispose of. It is important not to sell assets that may have a long-term benefit to the City, particularly in relation to well located land holdings, e.g. the Civic Triangle.

5.2.8 Grants

Grants and special purpose payments have the potential to provide a significant contribution toward assisting the city with realising its vision for the Precinct. It is important that the City stays informed about the range of grant opportunities that may be open to it, in particular the Commonwealth Government's Nation Building Economic Stimulus package (\$442 billion) and Infrastructure Australia Future Funding rounds (\$20 billion over 4 years). In line with the National Public Private Partnership Policy, the Australian, State and Territory Governments will consider a Public Private Partnership for any project with a capital cost in excess of \$50 million.

A business case for the rail station development and community infrastructure will be required in order to assess a bid for any of the future funding rounds.

5.3 Sustainability assessment and monitoring

The City has developed the *Sustainability Strategy 2006-2008* which it has applied on a project basis. The consultant team for the South Perth Station Precinct has devised an assessment and monitoring framework from these broad strategic principles and applied the objectives for the Precinct. This multi criteria assessment matrix is described and detailed in the Background Report. The outcomes of redevelopment proposals can be monitored against the criteria over time and measured against Key Performance Indicators (KPIs).

5.4 Capital costs and land assembly

These matters are being considered as part of a separate study commissioned by the City in 2010. A detailed financial analysis and business plan for the Precinct is being prepared. The City intends to use this information to demonstrate the financial viability and sustainability of the rail station project.

5.5 Action summary

Implementation Action	Timeframe	Responsibility
Statutory requirements	Immediate, short, medium, long term	
Develop Local Planning Strategy	immediate	CoSP
Development contributions plan	short	CoSP
Review and amend Local Planning Scheme	short	CoSP, DoP, WAPC
Precinct Planning/ Governance		
Develop station business case	immediate	CoSP/PTA
Develop community Infrastructure plan	immediate	CoSP
Develop economic development strategy	immediate	CoSp
Review capital expenditure plan	immediate	CoSP
Establish MOU for station development, re land assembly, cost sharing, implementation governance	short	CoSP, DoP, WAPC, PTA, MRWA, DoT
Identify funding for precinct redevelopment	short	CoSP
Infrastructure		
Traffic planning study	short	CoSP, MRWA, DoT
Parking and access strategy	immediate	CoSP
Public transport strategy	immediate	PTA, DoT
South Perth utility upgrade requirements	immediate	CoSP, WP, WC, SRT, DoW
Public realm strategy	immediate	CoSP

Legend

The timeframes proposed are; Immediate: 1 year, Short term – up to 5 years, Medium term 5-10 years and Long term 10+ years

CoSP City of South Perth
SRT Swan River Trust

DoP Department of Planning
DoW Department of Water

WAPC Western Australian Planning Commission

PTA Public Transport Authority

MRWA Main Roads WA

DoT Department of Transport

WP Western Power

