

# Local Planning Strategy **DRAFT**

APRIL 2020



TOWN OF  
VICTORIA PARK



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

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

VERSION	PURPOSE	DATE
1	Working draft for Elected Member Agenda Briefing 7 April 2020	24 March 2020

# Mayor's Foreword



It is the responsibility of every local government to shape and guide the land-use planning needs and priorities of its local community into the future. This Local Planning Strategy is a comprehensive blueprint for the future growth and development of the Town of Victoria Park – both how the Town will grow, and the quality and character of our places.

Planning for places that have quality, character and longevity is complex and challenging, but filled with exciting opportunities. The strategy links together the challenges and the opportunities to form a sustainable foundation for the Town's planning framework. Significantly, it will underpin the development of a new local Town Planning Scheme.

The Town is expecting to welcome an additional 18,000 new residents over the next 16 years, growing from 36,500 residents to 54,500 residents by 2036, who will live in 27,500 dwellings (an additional 10,500 dwellings). The strategy locates growth in the community's preferred locations for density as outlined in the Town's Strategic Community Plan 2017–2032. These are Burswood Peninsula, along parts of the Albany Highway activity centre, around railway stations and at Curtin University and Technology Park.

The strategy provides for strategic planning projects over the next five years. It addresses opportunities for future business development and employment growth. Key themes include critical elements of a sustainable community, such as investigating affordable housing, environmentally sustainable design of buildings, updates to the stormwater plan, and development of innovative infrastructure funding strategies.

Importantly, this strategy aligns with the aspirations in our Strategic Community Plan to promote sustainable, connected, safe and diverse places for everyone, and delivers on our vision to be a dynamic place for everyone.

**KAREN VERNON**  
MAYOR

# About this project

The Local Planning Strategy (the 'Planning Strategy') sets the strategic direction for urban planning and development for the next 10 to 15 years. The *Planning Strategy* will shape how the Town grows to accommodate more people and visitors and the quality and character of neighbourhoods and commercial areas. The *Planning Strategy* will provide the basis for a *new Local Planning Scheme No.2* and the delivery of strategic planning projects over the next 5 years.

On the \_\_\_\_\_ the Town of Victoria Park Council resolved to endorse a draft *Local Planning Strategy* for the purposes of advertising and stakeholder engagement. This will commence after the draft Planning Strategy has been 'certified' by the WA Planning Commission.



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### Strategic Framework and Town-Wide Planning

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Part A outlines purpose of the *Local Planning Strategy*, the relationship to the State Planning Framework and the Town's Informing Strategies.

Chapters address town-wide planning elements. Each Chapter outlines the current planning framework, strategic planning opportunities and challenges, and makes recommendations for changes to the planning framework via Actions.

Action timeframes are:

- Short-term – Years 1 to 2 (following adoption of the Planning Strategy);
- Medium term – Years 3 to 4); and
- Long-term – Year 5 or beyond.

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### Precinct Planning

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Part B discusses key planning issues and opportunities for individual Planning Strategy Precincts and makes recommendations future *Local Planning Scheme No.2* zones, residential densities and development controls, as well as local areas that require further investigation to determine any changes to the planning framework.

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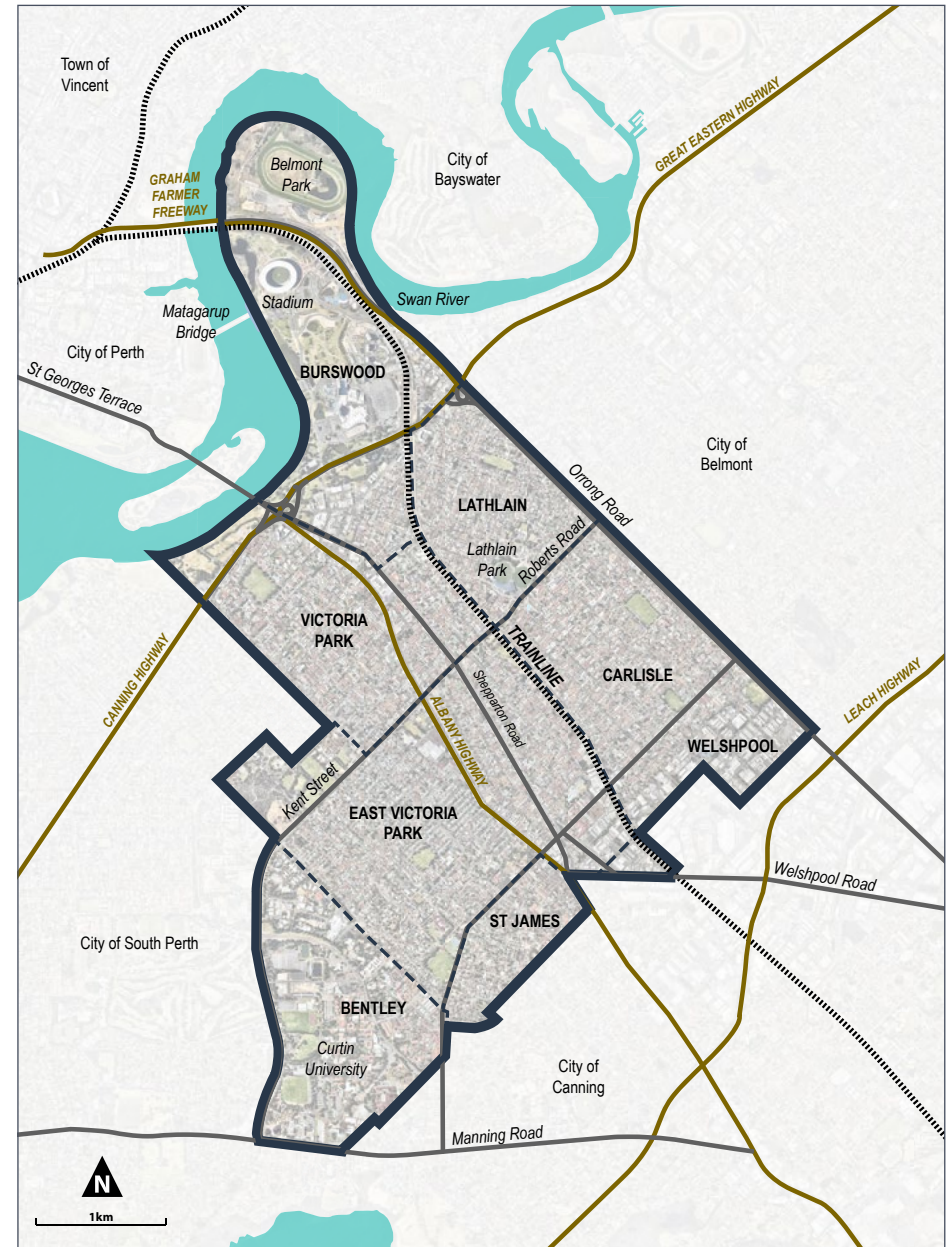
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# Location



# Executive Summary

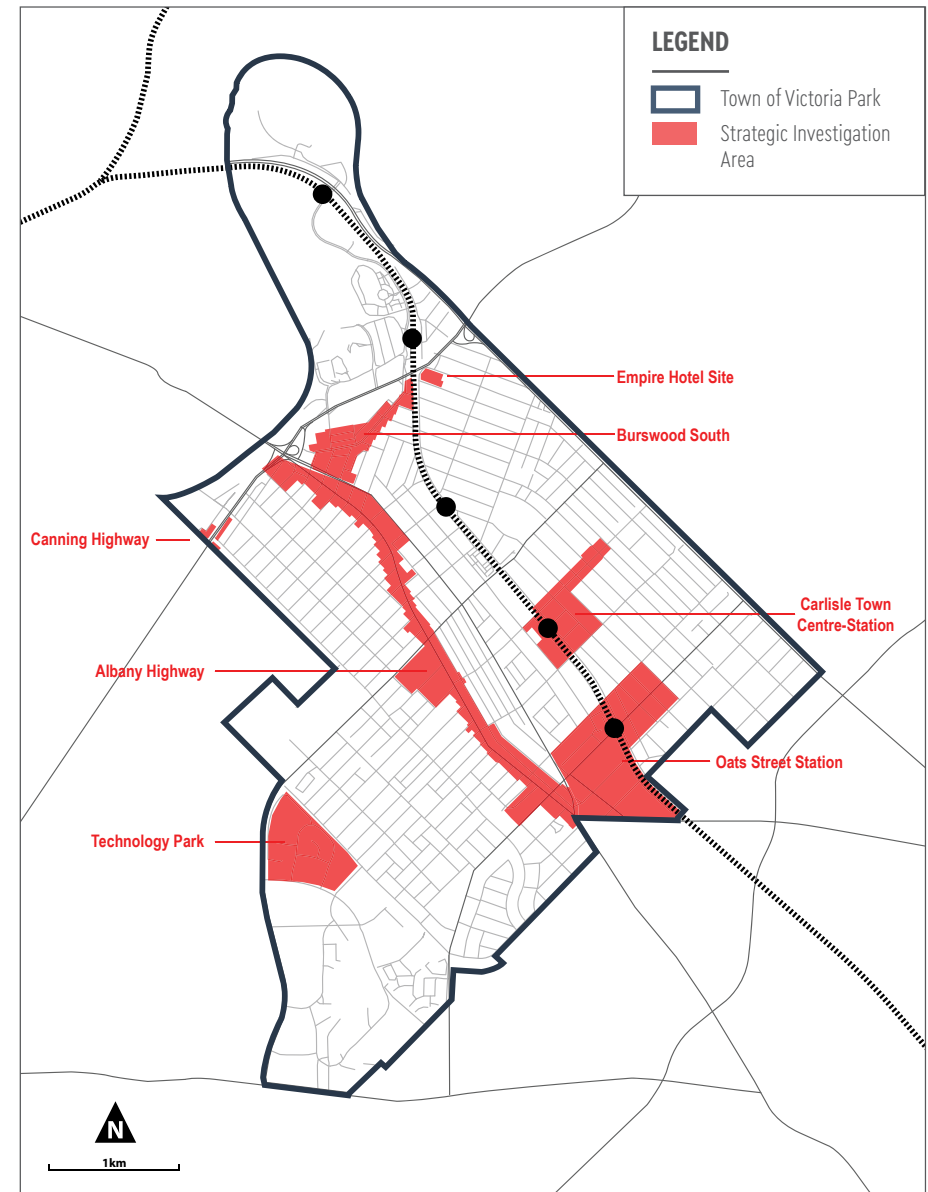
The *Local Planning Strategy* sets the strategic direction for urban planning and development for the next 10 to 15 years, by:

1. guiding where and how the Town will provide for an additional 18,200 dwellings to 2050 to meet the State government's infill dwelling targets, and
2. providing direction for zones and development requirements written into a new *Local Planning Scheme No.2*.

The *Local Planning Strategy* guides the land use, development and subdivision decision-making of the Town and State Government. The *Local Planning Strategy* outlines how the Town will implement the strategic directions of the other major Council strategies (called "Informing Strategies") through the planning system.

## **The key recommendations of the Local Planning Strategy are (summarised):**

- Prepare a new Local Planning Scheme No.2 based on:
  1. the Model Scheme Text format per the Planning and Development (Local Planning Scheme) Regulations 2015,
  2. the recommendations of this Local Planning Strategy; and
  3. any relevant recommendations of Council Informing Strategies.
- Over the next 5 years, carry out detailed planning for places identified as "Strategic Investigation Areas" and make recommendations for further updates to *Local Planning Scheme No.2* or other statutory planning instruments, where required. Refer to Figure 1.



**Figure 1 - Strategic Investigation Area**



# Executive Summary

- Over the next 5 years, carry out detailed "Strategic Planning Studies" and make recommendations for further updates to *Local Planning Scheme No.2* and other statutory planning instruments where required. The "Strategic Planning Studies" will address:
  - **Affordable Housing** – Identify specific affordable housing needs and gaps in supply, the role of Council to address these needs, and the range of strategies available (both planning and non-planning) to address affordable housing needs; and
  - **Ecologically Sustainable Development (ESD)** – Investigate and benchmark the Town against best practice environmental planning and ecologically sustainable development and develop options for improvement through the planning framework.
  - **Social Infrastructure** – Finalise the *Social Infrastructure Plan* (draft, 2017) and implement through the planning framework where relevant.
  - **Stormwater Management / Water Sensitive Urban Design** – Prepare a new *Stormwater Management Plan* and implement through the planning framework where relevant.
  - **Rights of Way** – Revise and update the Town's *Right-of-Way (ROW) Strategy* and implement through the planning framework where relevant.
  - **Infrastructure Funding** – Prepare a Council Policy or Position Statement on funding infrastructure through developer contributions and other mechanisms and consideration of infrastructure funding through more detailed planning. Implement through the planning framework where relevant.
- Consider preparing Local Planning Policies to provide more housing for aged and dependent persons by:
  - Allowing more aged and dependent persons dwellings over and above the current Residential Planning Codes; and
  - Construct new dwellings to the Liveable Housing Standards (ie. accessible for mobility-impaired people).
- Over the next five years, carry out detailed planning for the following activity centres and make recommendations for further updates to *Local Planning Scheme No.2* or other statutory planning instruments where required:
  - HIGH PRIORITY**
    - **Burswood South** – review the potential for development and update the planning framework if required (activity centre plan and/or update to existing Local Planning Policy).
    - **Albany Highway Centre (Victoria Park Town Centre)** – prepare an activity centre plan.
    - **Albany Highway Centre (East Victoria Park Town Centre)** – prepare an activity centre plan.
    - **Oats Street Station Precinct** – prepare an activity centre plan (subject to METRONET level-crossing project outcomes and investigation of the need for industrial land west of railway line).
    - **Canning-Highway / Berwick Street Centre** - review the potential for development and update the planning framework if required.
  - MEDIUM PRIORITY**
    - **Burswood Station West (including Crown Perth)** – prepare a concept plan (led by State Government).
    - **Carlisle Town Centre and Station Precinct** – prepare an activity centre plan (subject to METRONET level-crossing project outcomes).
    - **Bentley-Curtin Specialised Activity Centre – Technology Park** – prepare an activity centre plan in partnership with other stakeholders.
  - LOW PRIORITY**
    - **Albany Highway Centre (St James Town Centre)** – prepare an activity centre plan.
- Include a provision in the new *Local Planning Scheme No.2* that provides for a

# Executive Summary

Retail Sustainability Assessment for retail proposals over 5,000 sqm to assess the potential impact on existing retail and main street areas.

- Prepare a generic Local Planning Policy setting out updated development requirements for Local Centres in Lathlain Place, Fransisco Place, corner Berwick and Sussex Streets, Etwell Street, corner of Orrong Road and Archer Street and corner Oats and Bishopsgate Streets.
- Work with the Department for Planning, Lands and Heritage to ensure all Activity Centres have an up-to-date centre designation under the *State Planning Policy 4.2 Activity Centres for Perth and Peel*, including the potential for Albany Highway to be designated a Secondary Centre along its entire length and Burswood Peninsula a Specialised Centre.
- Implement the *Public Open Space Strategy (2019)* through the planning framework including collecting cash-in-lieu for public open space and securing new areas of public open space through structure plans and activity centre plans.
- Implement the Town's other Informing Strategies through the planning framework where relevant – *Urban Forest Strategy, Environment Plan, Climate Emergency Plan, Integrated Movement Network Strategy* – and any future Informing Strategies.
- Continue collaboration on the Trackless Tram Investigation Consortium and consider any land use and development implications on a precinct-by-precinct basis where relevant.
- Insert provisions into the new *Local Planning Scheme No.2* to collect developer contributions where required.
- Review and/or develop Local Planning Policies that facilitate localised contribution to specific infrastructure needs, including (but not limited to) public art, laneway widening, cash-in-lieu for parking, urban forest, open space, sustainable transport and place-based streetscape infrastructure.
- Report on the progress of *Local Planning Strategy* actions yearly, evaluate achievement of the objectives every 2 years, and review the Strategy every 5 years, or as otherwise directed by the Council or the WA Planning Commission.

## The key recommendations for Precincts are (summarised):

### Burswood Peninsula

- Work with the Department for Education to plan for a primary school.
- Revise the *Burswood Lakes Structure Plan*.
- Revise the *Belmont Park Racecourse Redevelopment Structure Plan* prior to its expiry in October 2025.

### Burswood South

- Designate the Precinct as a Strategic Investigation Area. Review the potential for development and update the planning framework if required. Develop other plans to guide supporting strategies – urban design, public realm and economic development initiatives.

### Albany Highway

- Designate the Albany Highway Centre Precinct a Strategic Investigation Area. Prepare Activity Centre Plans to update the planning framework in stages.

### McCallum-Canning

- Change the Commercial zone to Mixed Use zone with an R-ACO residential density code under the new *Local Planning Scheme No.2*. Carry over the current TPS No.1 Precinct Plan development requirements into the new Scheme, and require a Local Development Plan before considering any variations.
- Designate the "Commercial" zone as a Strategic Investigate Area and investigate any further updates to the planning framework if required.

### Lathlain

- Designate the Empire Hotel site and surrounds as a Strategic Investigation Area. Investigate updating the planning framework.
- For land between Howick Street and McCartney Crescent (either side of Lathlain Place Local Centre), gauge interest in updating the planning framework to achieve more diverse, medium-density housing.
- Change the zone at 25 Gallipoli Street from "Residential" to "Local Centre" in the new *Local Planning Scheme No.2*

# Executive Summary

## Character Area (East and West)

- Introduce a Special Control Area under the Scheme, as currently proposed and underway.

## Carlisle Town Centre and Station

- Designate the precinct as a Strategic Investigation Area. Following sufficient progress on the METRONET level-crossing projects, investigate updates to the planning framework.

## Carlisle Residential

- Change the zone at Nos. 1/39 to 19/39 Cohn Street and 1/45 to 13/45 Cohn Street from "Commercial" to "Residential R30" to reflect the new residential development.
- Change the zone at No.44 Archer Street (corner Orrong Road) from "Residential 30" to "Local Centre" to ensure consistent zoning across the entire lot.

## Oats Street Station

- Designate the precinct as a Strategic Investigation Area. Following sufficient progress on the METRONET level-crossing projects, investigate updates to the planning framework, including the long-term future of the Industrial area (west of railway line), revision of zones and densities for undeveloped land in the Special Use Zone – Eastern Gateway Development Guide Plan area.

## Welshpool Industrial

- Liaise with landowners and business operators in the Welshpool Industrial Area to update the planning framework based on an investigation of industrial trends and needs.

## St James

- For lots fronting Hillview Terrace (south side) and Berwick Street (both sides), gauge interest in updating the planning framework to achieve more diverse, medium-density housing that is compatible with valued elements of neighbourhood character.
- Change the zone at No. 605 and No.671 Albany Highway from "Residential R40" to "Local Centre".

## East Victoria Park (West)

- Change the zone at No. 20 Mofflyn Circle (existing park) from "Residential" to "Parks and Recreation" Reserve.

## Bentley-Curtin

- Designate Technology Park Centre as a Strategic Investigation Area. Liaise with stakeholders to scope the need for more detailed planning to achieve the objectives of the *Bentley-Curtin Specialised Activity Centre Plan*.
- Update the Special Use zone conditions in the new *Local Planning Scheme No.2* to require more detailed plans to guide subdivision and redevelopment of Technology Park and properties between Hayman Road and Jarrah Road (excluding SwanCare which is currently guided by a masterplan).

## Ridge (West)

- Transition current TPS No.1 provisions to the new *Local Planning Scheme No.2*.

PART A

**Strategic Framework  
and Town-Wide Planning**

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# 1. Strategy purpose and integrated planning framework

**In September 2017, the Town of Victoria Park Council resolved to prepare a new *Local Planning Scheme No.2*.<sup>1</sup> The Town's current *Town Planning Scheme No. 1* came into effect in September 1998 and a review concluded a new Scheme was needed to reflect contemporary strategic and legislative planning requirements and the community's vision for the future as outlined in the *Town's Strategic Community Plan 2017–2032*.**

The *Planning and Development (Local Planning Schemes) Regulations 2015* (the 'Planning Regulations') requires the Town to prepare a *Local Planning Strategy* (the 'Planning Strategy') to inform the development of *Local Planning Scheme No.2*. The Planning Strategy must:<sup>2</sup>

- (a) set out the long-term planning directions for the local government; and
- (b) apply any State or regional planning policy that is relevant to the strategy; and
- (c) provide the rationale for any zoning or classification of land under the local planning scheme.

The Planning Strategy forms the Town's primary strategy guiding future land use and development. It provides the strategic foundation of the 'local planning framework' including *Local Planning Scheme No.2* (zones, reserves and planning requirements) and any future Scheme Amendments, the preparation of Local Planning Policies, Activity Centre Plans and Structure Plans, and any other relevant planning instruments. The Planning Strategy will guide both the Council and the State Government's decision-making respective of their planning responsibilities.

The *Planning Strategy* forms the basis of the Town's strategic planning program for the next five years. It identifies a number of strategic

planning priorities where more detailed investigation is required prior to making recommendations for updates to the local planning framework including *Local Planning Scheme No.2*.

The *Planning Strategy* is guided by the State Planning Framework and the Town's Integrated Planning Framework, as outlined in the *Strategic Community Plan 2017-2032*.<sup>3</sup> A number of major strategies adopted by the Council, under the Integrated Planning Framework, may also provide the rationale and justification for local planning responses, updates to the local planning framework and preparation of particular planning instruments as required by the *Planning Regulations* (such as Activity Centre Plans).

1. Report to Town of Victoria Park Future Planning Committee 16 August 2017.
2. *Planning and Development (Local Planning Schemes) Regulations 2015, Part 3*, regulation 11.
3. Preparation of a Strategic Community Plan is a requirement of the *Local Government (Administration) Regulations 1996* which must outline the community's vision and objectives for the long-term, and is reviewed at least every 4 years.



## 2. Strategic Planning Framework

The Local Planning Strategy adopts the **Vision, Community Values and Strategic Outcomes** developed by the community and adopted in the Town's *Strategic Community Plan 2017-2032*<sup>1</sup> which provide guidance to the delivery of all services, programs and projects by the Council, including the Council's regulatory responsibilities relating to land use and development.

1. Under the *Local Government (Administration) Regulations 1996*, the Town is required to have a Strategic Community Plan 2017-2032 to connect the community vision and aspirations to the long term strategies and services delivered by the Town.



## Vision

# The Town of Victoria Park: a dynamic place for everyone.

## Community Values

We are Perth's most empowered and engaged community.

We put people first in urban design and safety.

We lead in sustainability.

We are inclusive and connected in a thriving community.

We are Perth's premier place for entertainment and entrepreneurship.

## Strategic Outcomes

### SOCIAL

- S1** A healthy community.
- S2** An informed and knowledgeable community.
- S3** An empowered community with a sense of pride, safety and belonging.
- S4** A place where all people have an awareness and appreciation for arts, culture, education and heritage.

### ECONOMIC

- Ec1** A desirable place for commerce and tourism that support equity, diverse local employment and entrepreneurship.
- Ec2** A clean, safe and accessible place to visit.

### ENVIRONMENT

- En1** Land use planning that puts people first in urban design, allows for different housing options for people with different housing needs and enhances the Town's character.
- En2** A safe, interconnected and well-maintained transport network that makes it easy for everyone to get around.
- En3** A place with sustainable, safe and convenient transport options for everyone.

- En4** A clean place, where everyone knows the value of waste, water and energy.
- En5** Appropriate and sustainable facilities for everyone that are well built, well maintained and well managed.
- En6** Appropriate, inviting and sustainable green spaces for everyone that are well maintained and well managed.
- En6** Increased vegetation and tree canopy.

### CIVIC LEADERSHIP

- Cl1** Everyone receives appropriate information in the most efficient and effective way for them.
- Cl2** A community that is authentically engaged and informed in a timely manner.
- Cl8** Visionary civic leadership with sound and accountable governance that reflects objective decision-making.
- Cl10** Legislative responsibilities are resourced and managed appropriately, diligently and equitably.



## Opportunities And Challenges

### A STAGED APPROACH TO A NEW SCHEME

The *Local Planning Strategy* identifies a number of planning issues and local areas that require more detailed investigation before recommendations can propose updates to the Scheme zones and/or development requirements. These are detailed in the following Chapters, and have been called:

- Strategic Investigation Areas ie. areas requiring spatial planning; and
- Strategic Planning Studies ie. policy aspects that relate to the Town as whole.

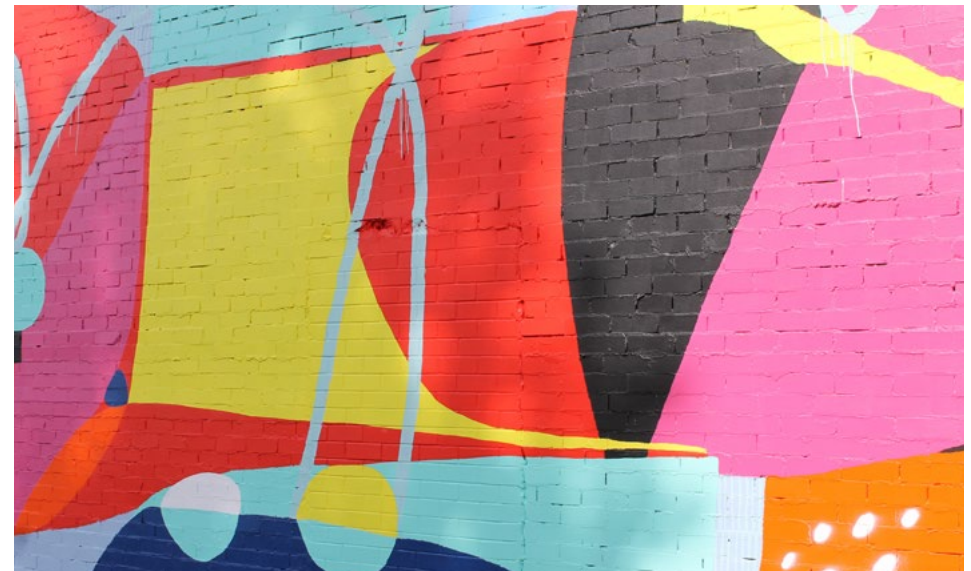
The Town will progressively resolve these outstanding areas through the Town's five year strategic planning program and a detailed *Local Planning Strategy* Implementation Plan. As such, the preparation of a new *Local Planning Scheme No.2* will occur in two key stages:

- **Stage One** – following adoption of the *Local Planning Strategy*, prepare a new *Local Planning Scheme No.2* based on this *Local Planning Strategy*, and the Model Scheme Text format as required by the *Planning and Development (Local Planning Schemes) Regulations 2015*.
- **Stage Two** – progressively investigate and make further recommendations for updating the planning framework for Strategic Investigation Areas (SIA's) and Strategic Planning Studies. Implement recommendations through 'strategic' amendments to *Local Planning Scheme No.2* or other planning instruments, where necessary.

This approach provides the Town with further time to resolve the more complex aspects of the planning framework, given the multiplicity of smaller lots and land ownership in future infill areas, the need to assess any requirements for 'catalyst' infrastructure (ie. creation of rear laneways) and the need for thorough consideration of specific community needs, and potential impacts and benefits.

The Town will prepare further guidance on the approach to planning for Strategic Investigation Areas including (but not limited to):

- the need to prepare terms of reference and agreements with relevant stakeholders where multiple parties and interests are involved;
- requirements for context analysis and refinement of precinct boundaries where necessary;
- preferred planning instrument(s) to guide and deliver changes to the planning framework, and guide future subdivision, development and infrastructure delivery and funding; and
- processes for more detailed planning, and community engagement, particularly where planning is led by landowners.



## CARRYING FORWARD PRECINCT-BASED SCHEME REQUIREMENTS

The Town's current *Town Planning Scheme No.1* has been written in a precinct format where the Town is divided into 13 precincts. Each precinct has a distinctive set of precinct objectives (ie. written as Statements of Intent) and development requirements, based on the particular needs and desired character for the precinct, to guide the Council's decision-making and exercise of discretion under the Scheme. The format has contributed to improved useability and navigation of the Scheme.

The new Scheme must be written in a format that is consistent with the Model Scheme Text format (as per Schedule 1 of the *Planning and Development (Local Planning Schemes) Regulations 2015*) which is not a precinct-based format per se. As such, the Town will work with the Department of Planning, Lands and Heritage to identify where a precinct-based format to Scheme controls may be warranted in the new Scheme, and how this can be written in a manner that ensures both consistency with the Model Scheme Text format and sound local character outcomes.

## TOWN PLANNING SCHEME NO. 3 – CARLISLE MINOR TOWN PLANNING SCHEME (1969)

Town Planning Scheme No. 3 – Carlisle Minor Town Planning Scheme (1969) – This Scheme enabled subdivision of lots in Carlisle subject to contributions for the construction of roads, a parking reserve and paths. The objectives of the Scheme have been met and the Council resolved in July 2017 to repeal this Scheme.

## COLLABORATIVE PLANNING APPROACH

The Town has successfully undertaken community engagement, participation and place-making partnerships, notably the Burswood Peninsula Alliance, Curtin University's Trackless Trams Consortium, development of Town Teams, and METRONET station precinct planning. The *Planning Strategy* supports the continuation of various collaborative planning approaches such as:

- community engagement via the Town's Community Charter, Your Thoughts on-line engagement, Community Sounding Board and Place Planning Approach;
- collaborating and partnering with proponents through State and developer-led statutory Precinct Planning as proposed under the State Government's draft *SPP 7.2 Precinct Design*;
- collaborative planning, and adoption of recommendations for improvements to the Planning Framework that emerge from Town Teams, where possible;
- collaboration with State government, other Local Governments and other entities (such as Curtin University) on strategic planning projects, including the potential preparation of District Planning Strategies (where warranted) as recommended under the State Government's Planning Reform Agenda; and
- working with the Inner-City MOU Working Group to identify improvements to the planning framework.

## Future Planning Framework

### OBJECTIVES:

The Objectives for the Strategic Planning Framework are:

- 2.1 To contribute to the achievement of the Town's Vision and Strategic Outcomes as expressed in the *Strategic Community Plan*.
- 2.2 To ensure planning processes, instruments and decisions are guided by the Liveability Principles expressed in the *Strategic Community Plan*:



#### DENSITY

Different densities in specific areas, well-designed medium density and lower density allowing for backyards and granny flats.



#### ARCHITECTURAL DESIGN

Value innovative, good and sustainable design.



#### HERITAGE

Maintain historical housing, retain heritage and character, and maintain streetscapes.



#### CIVIC INFRASTRUCTURE

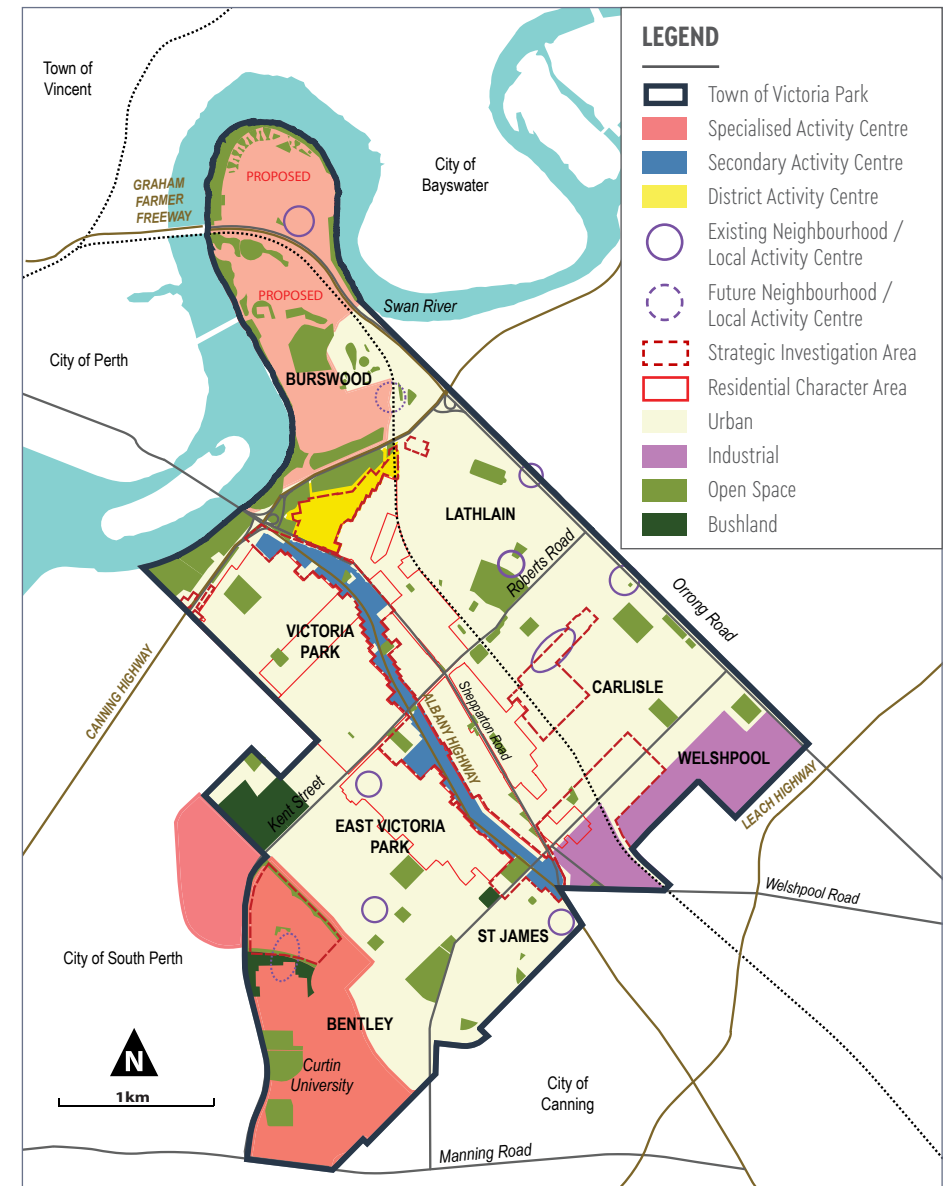
Appropriate multi-use community spaces for people to enjoy.



#### TOWN CHARACTER

Increase tree canopy and maintain vibrant centres.

Figure 2.1 – Local Planning Strategy



## ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning</b>	
2.1 Following Council adoption of the final <i>Local Planning Strategy</i> , prepare an Implementation Plan detailing priority actions to be progressed over the next four years and indicative resources, for consideration through the Town's annual corporate business planning and budgeting process.	SHORT-TERM
2.2 Where relevant, review and update the <i>Local Planning Strategy</i> in response to: <ul style="list-style-type: none"> <li>• changes to the State Planning Framework and other State strategies or plans;</li> <li>• strategic directions and recommendations of the <i>Strategic Community Plan</i> and other Informing Strategies adopted by the Council, and</li> <li>• strategic directions and recommendations emerging from the Town's strategic partnerships.</li> </ul>	ONGOING
<b>Local Planning Scheme No.2 (LPS No.2) and Local Planning Policies</b>	
2.3 Prepare a new <i>Local Planning Scheme No.2</i> consistent with the <i>Planning and Development (Local Planning Scheme) Regulations 2015</i> , guided by this <i>Local Planning Strategy</i> and other Informing Strategies adopted by the Council which establish the Town's strategic direction and priorities for planning and regulation of land use and development.	ONGOING
2.4 Continue the current program of updating the Town's Local Planning Policies to ensure consistency with the State Planning Framework, particularly <i>SPP 7.3 Residential Design Codes Volume 2-Apartments</i> , and guided by this <i>Local Planning Strategy</i> and other Informing Strategies adopted by the Council.	ONGOING
2.5 Prepare a new Local Planning Policy that outlines the Town's approach to investigating and resolving the planning framework for Strategic Investigation Areas.	SHORT-TERM
<b>Carlisle Minor Town Planning Scheme No.3</b>	
2.6 Work with the Department for Planning, Lands and Heritage to repeal the <i>Carlisle Minor Town Planning Scheme No.3 (1969)</i> .	SHORT-TERM
<b>Monitoring and Evaluation</b>	
2.7 Carry out periodic review and evaluation of the <i>Local Planning Strategy</i> : <ul style="list-style-type: none"> <li>• minor review and evaluation of <i>Local Planning Strategy</i> Objectives every two years in alignment with the Integrated Planning and Reporting Framework requirements;</li> <li>• annual progress reporting on <i>Local Planning Strategy</i> Actions through the Town's Annual Business Planning, and other relevant planning issues, opportunities and trends.</li> </ul>	ONGOING

### 3. Neighbourhoods and Housing

This Chapter provides the rationale and management strategy for the planning of the Town's housing. Housing refers to the broad spectrum of different types, sizes, tenures and prices of accommodation that are required to cater for the diversity of, and changing nature of, housing needs within the community. This Chapter also addresses the Town's capacity to meet the State Government's infill dwelling targets and the urban consolidation principles outlined in metropolitan planning strategy *Perth and Peel @ 3.5 million* (WAPC, 2018) and the *Central Sub-Regional Planning Framework* (WAPC, 2018). (For a profile of population and housing refer to Appendix 2).

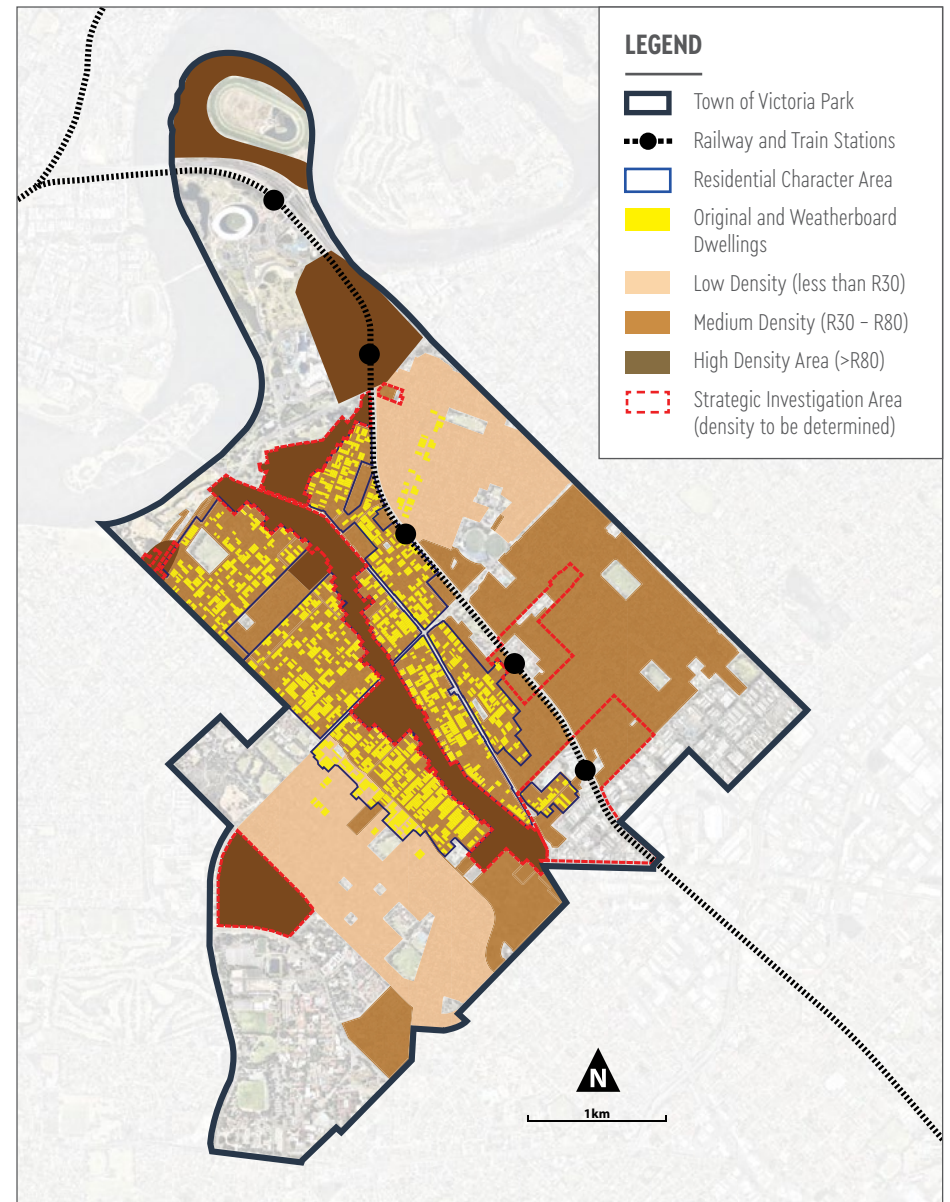


Figure 3.1 - Neighbourhoods and Housing

## Current Planning Framework

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

### STATE GOVERNMENT

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

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

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

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

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

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

#### ***Draft State Planning Policy 7.2 Precinct Design (WAPC, 2019)***

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

plan preparation and approval.

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

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

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

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

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

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

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

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



## TOWN OF VICTORIA PARK

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

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

### ***Draft Activity Centre Strategy*** (Planwest, 2017)

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

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

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

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

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

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

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

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

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

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



## Opportunities And Challenges

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

### MEETING INFILL DEVELOPMENT TARGETS AND URBAN CONSOLIDATION PRINCIPLES

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

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

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

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

#### Capacity to Meet Dwelling Targets

Confirmation of the Town's capacity to meet the dwelling targets is demonstrated through the *Town's Population and Dwelling Forecast* (.id, 2016) which provides a localised assessment of anticipated rates of growth from adopted structure plans (Burswood Peninsula and Bentley-Curtin) and specific development opportunities.

The forecasts indicate the dwelling target will be met slightly later than 2031, around 2035.

**Figure 3.2 – Forecast growth in Population and Housing and State Government Targets 2011-2050**

	2011	2016	2021	2026	2031	2036		
	(Actual Census)	(Actual Census)	(TOVP Forecast)*					
Residents	34,718 -	36,647 (+1,926)	40,861 (+4,214)	45,344 (+4,483)	49,913 (+4,569)	54,713 (+4,800)		
Dwellings	15,774	16,946 (+1,172)	19,089 (+2,143)	21,601 (+2,512)	24,468 (+2,867)	27,563 (+3,095)	2011-2031 + 8,694	Not available
State Govt - Infill Dwelling Targets		+3,850	+2,610	+2,560	+2,300		2011-2031 + 11,320	2031-2050 +8,000

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

In addition, an analysis of capacity for additional dwelling growth undertaken in 2016 (*Analysis of Housing Consumption and Opportunities* (.id, 2016) calculated the potential for an additional 24,016 dwellings (refer to Table 3 and Appendices), indicating the Town has theoretical capacity to exceed the infill target of 19,320 additional dwellings by 2050 as set by the Central Sub-Regional Planning Framework. The 2016 analysis considered population composition and trends, availability of developable land and strategic development sites, place accessibility and amenity factors, density assumptions and planning constraints (land use and character).

**Figure 3.3 – Capacity for additional dwellings**

Activity Centres (Albany Highway, Curtin-Bentley, Burswood, Burswood South (Causeway), Oats Street station, Carlisle station and Berwick-Canning precinct)	22,220 dwellings (93%)
Infill residential areas (outside of activity centres and strategic development sites)	1,521 dwellings (6%)
Strategic development sites (as identified in the Town's 2015 population and dwelling forecasts)	275 dwellings (1%)
<b>Total- additional dwellings</b>	<b>24,016 dwellings</b>

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

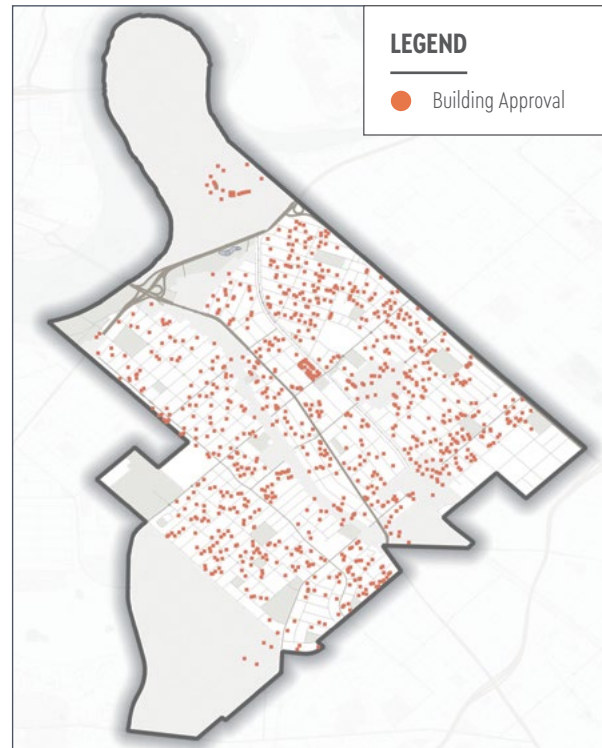


### Achieving a Connected City Growth Pattern

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

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

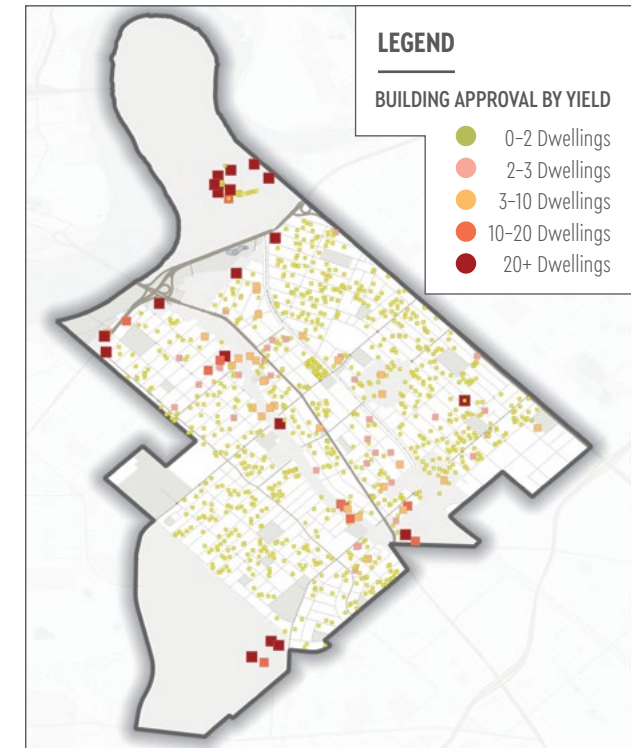
- the adopted structure plans at Curtin-Bentley and Burswood Peninsula and the preparation of more detailed sub-precinct plans to guide subdivision and development of land (eg. local structure plans, activity centre plans and local development plans);
- the proposed update to Burswood Station East local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



**Figure 3.4**  
Location of new dwelling approvals 2007 to 2016

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

The ability of the planning framework to direct the majority of future growth to activity centres and station precincts enables the Town to direct growth pressure away from highly valued character areas and remaining lower density neighbourhoods. This growth management strategy ensures the Town delivers a wide diversity of living environments



**Figure 3.5**  
New dwellings constructed (yields) 2007 to 2016

and housing choice across the Town while meeting the State's government's principles for urban consolidation and importantly, the community preferred locations for density and growth as outlined in the *Strategic Community Plan*.

### Tracking Infill Dwelling Target Growth Rates

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

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

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

### HOUSING DIVERSITY AND SPECIAL NEEDS

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

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

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

Figure 3.7 – Dwellings by Type, 2006, 2011 and 2016

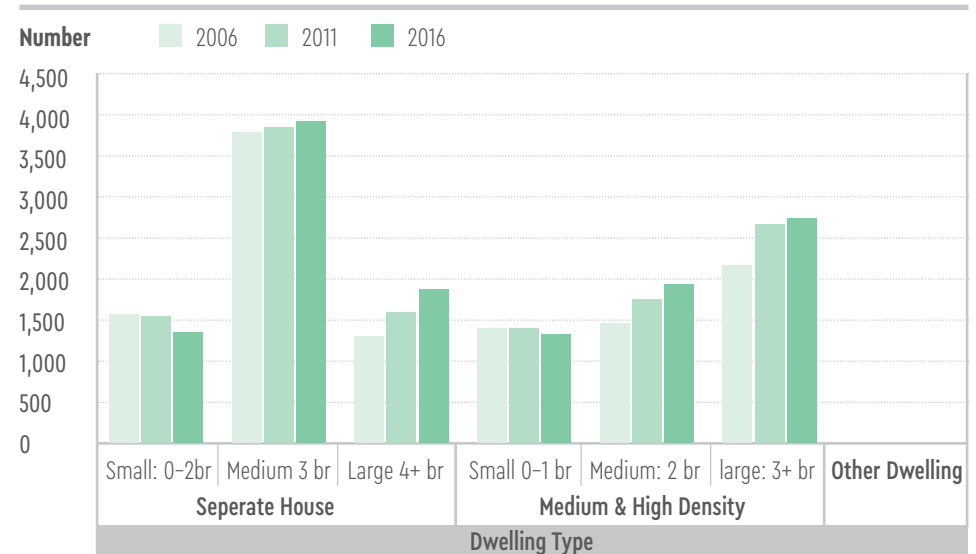
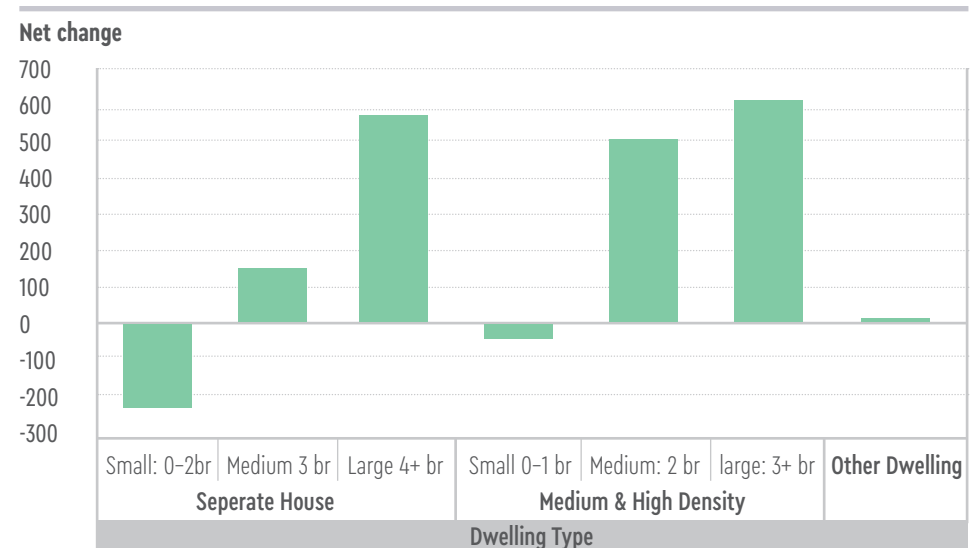


Figure 3.8 – Net Change in Dwellings by Type, 2006 and 2016



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

### Special Needs Housing

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

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

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

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

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

### Affordable Housing

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

- very low income households earning less than 50% of the median income ie. \$43,550 per year with ability to pay \$250 per week rent;
- low income households earning 50-80% of the median income ie. \$43,550 to \$69,680 with ability to pay between \$250 and \$400 per week rent;
- moderate income households earning 80-120% of the median income ie. \$69,680 to \$104,520 with ability to pay more than \$400 per week rent.
- Affordable housing does not refer to the general affordability of housing within the Town, although that is a factor in determining the availability of housing at affordable prices in the private market. Those on very low incomes are usually also able to access Commonwealth Rent assistance to help and may be able to access social housing provided by government or the non-profit sector.

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

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

<sup>2</sup> <http://www.liveablehousingaustralia.org.au/>

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

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

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

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

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

## NEIGHBOURHOOD CHARACTER AND URBAN DESIGN

Local character and distinctiveness makes an important contribution to sense of place, community identity, pride and amenity. Local character is becoming an increasingly important aspect of the Town's attractiveness as a place to live and invest, a key economic asset. Conservation of historic character, retention and respect for valued elements of neighbourhood character, and the creation of distinctive identity through new development, all combined to create character.

The Town contains some of the oldest suburbs in the Perth metropolitan area and retains the original pattern of subdivision and much of the original pre-1945 building fabric. Studies in 2003, 2010 and 2019 (Residential Character Study 2003 (Hocking Planning and Architecture), Residential Character Study Review 2010

(Town of Victoria Park), and Review of Residential Character Study Area and LPP 25 "Streetscapes" (Element 2019)) confirmed the presence of a significant proportion of original dwellings and intact streetscapes in the 'Residential Character Study Area' that warranted continued special protection and design guidance. The 2019 study and engagement confirmed the community's desire to retain character but also permit flexibility to accommodate contemporary needs. As such, the Town is in the process of amending the TPS to introduce a Special Control Area 'Character Retention Area' to regain control over planning approval for demolition and extensions and updating planning and design guidance in the existing *LPP 25 Streetscape*.

The link between the quality of the built environment, streetscapes and neighbourhoods and community wellbeing is recognised. Improving the quality of building for living and working, and the quality of places has been a major focus of the State government in recent times with the introduction of SPP 7.0 Design of the *Built Environment*, *SPP 7.3 Apartment Codes* and *draft SPP 7.2 Precinct Design*.

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

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

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

3. Need for planning approval for single dwellings was rescinded through changes to the Planning Regulations in 2015.

Where is corresponding 3?

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

## MUNICIPAL HERITAGE

The Town's Municipal Heritage Inventory (MHI) was adopted by Council in 2000 and contains a total of 85 Places including 9 Places on the State Heritage List. In 2018, the Heritage Act 2018 came into effect, which requires each local government to identify places of cultural heritage significance in a local heritage survey (LHS). An existing MHI is taken to be a local heritage survey for the purposes of the Heritage Act 2018, however as the MHI is nearing 20 years old and there have been many changes to the State's Planning and Heritage legislation, the Town is currently reviewing the MHI and preparing a new Local Heritage Survey. The Planning Regulations require Local Governments to establish and maintain a Heritage List which has statutory weight through a Local Planning Scheme. As such, the new Local Heritage Survey will form the basis of statutory Heritage List for adoption under the TPS.

## SHORT STAY ACCOMMODATION

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

## ENVIRONMENTAL PERFORMANCE OF DWELLINGS

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

## ALIGNING GROWTH WITH INFRASTRUCTURE INVESTMENT

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

## Future Planning Framework

### OBJECTIVES:

The Local Planning Strategy objectives for Neighbourhoods and Housing are:

- 3.1 To accommodate reasonable housing growth particularly in LPS Precincts with the most capacity for such growth to be managed.
- 3.2 To provide for housing choice which caters for a variety of age groups, resources and needs in each of the LPS Precincts.
- 3.3 To ensure housing development is undertaken in recognition of neighbourhood character and amenity.
- 3.4 To ensure the design of new residential development takes account of all impacts and enhances streetscape, urban character, and local amenity.

### ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning</b>	
3.1 Investigate the current state of affordable housing within the Town and possible roles for Council to address needs.	MEDIUM – LONG TERM
3.2 Progressively prepare plans and determine future densities and development requirements in accordance with the priorities identified as Strategic Investigation Areas in the LPS Precinct Chapters.	SHORT – LONG-TERM
<b>Local Planning Scheme No.2 (LPS No.2)</b>	
<p>3.3 When preparing LPS No.2 consider:</p> <ul style="list-style-type: none"> <li>• Refinement of the Scheme objectives to reflect the LPS Housing Objectives;</li> <li>• Build on and refine the development requirements set out in the existing Precinct Plans.</li> <li>• Include the following definitions in the Planning Scheme:</li> </ul> <p><b>Residential aged care facility:</b></p> <p>a residential facility providing personal and/or nursing care primarily to aged or dependent persons which, as well as accommodation, includes appropriate staffing to meet the nursing and personal care needs of residents; meals and cleaning services; furnishings, furniture and equipment. This may consist of multiple components that include residential respite (short-term) care, aged or dependent persons' dwellings and a retirement village, but does not include a hospital, rehabilitation or psychiatric facility.</p> <p><b>Retirement village:</b></p> <p>a development with self-contained, independent dwellings for aged or dependent persons together with communal amenities and land uses incidental and ancillary to the provision of such accommodation, but does not include a development which includes these features as a component of a residential aged care facility.</p> <p>Where applicable, 'residential aged care facility' and 'retirement village' should be classified as permitted 'P' land uses in residential zones in the local planning scheme zoning and land use classification tables, unless sufficient justification on proper and orderly planning and locational grounds is provided by the local government to otherwise allocate a discretionary 'D' or 'A' land use permissibility.</p>	SHORT TERM

ACTION	TIMEFRAME
<b>Local Planning Policies</b>	
3.4 Consider the preparation of a local planning policy that varies the Residential Planning Codes and establishes criteria relating to the acceptable number of aged and dependent persons dwellings that may be permitted on a lot, and any other planning requirements.	SHORT-TERM
3.5 Consider the preparation of a local planning policy that introduces Liveable Housing Standards (accessible housing) into certain developments.	SHORT-TERM
3.6 In the event of State Government adoption of the Legislative Assembly Economics and Industry Standing Committee into Short Stay Accommodation (2019), consider any necessary amendments to LPP 31 Short stay accommodation.	ONGOING
3.7 Continue the Local Planning Policy review program to include: <ul style="list-style-type: none"> <li>Updating existing policies for consistency with the suite of State Planning Policies 7.0 <i>Design of the Built Environment</i>, State Planning Policy 7.3 <i>Residential Design Codes Volume 1 and Volume 2 (Apartments)</i> and in future if necessary, Draft State Planning Policy 7.2 <i>Precinct Design</i>.</li> </ul>	ONGOING

## 4. Activity Centres and Employment Areas

This chapter provides the strategy for future town planning initiatives that will support the growth and resilience of the Town's activity centres and employment opportunities. This chapter is informed by the Town of Victoria Park's *Draft Activity Centres Strategy* (Planwest, 2017) which is included at Appendix 3.

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

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

### This Chapter focuses on:

- The challenges that the Town's activity centres face in the Perth context;
- Future directions in the Town's planning framework to support the growth and resilience of its activity centres and employment opportunities; and
- Identification of activity centres as Precincts and suggesting the means by which the Town's planning framework can be used to enhance the development of activity centres.

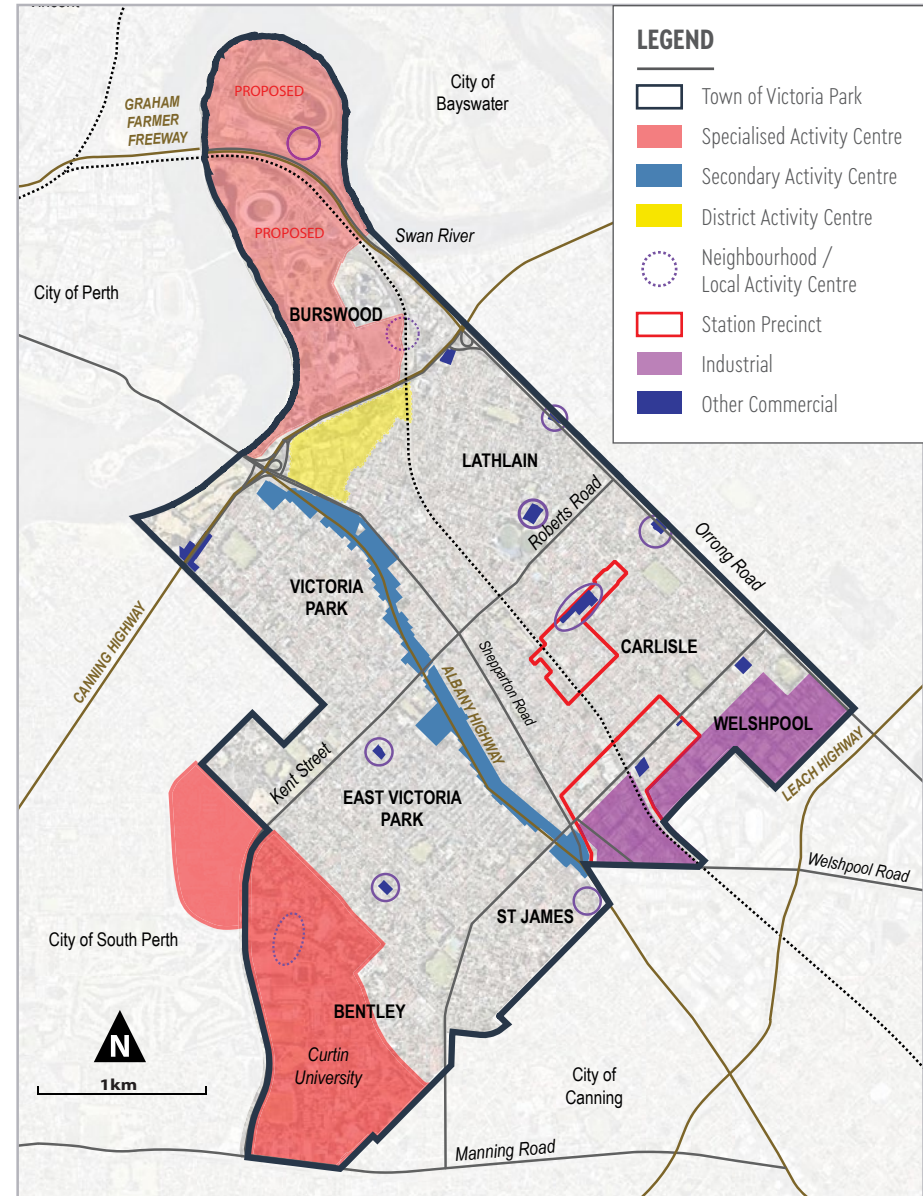


Figure 4.1 – Activity Centre and Employment Areas



## Current Planning Framework

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

### STATE GOVERNMENT

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

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

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

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

#### *Draft State Planning Policy 7.2 – Precinct Design*

Draft State Planning Policy provides precinct guidance for Activity Centre Plans, including Precinct Plans categorisation (Complex/Standard, Activity Centre, Station, Residential Infill or Urban Corridor).



## TOWN OF VICTORIA PARK

### *Draft Activity Centre Strategy (Planwest 2017)*

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

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

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

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

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

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

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



## Opportunities and Challenges

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

### MAINTAINING A SUSTAINABLE HIERARCHY OF ACTIVITY CENTRES

The Town has a diversity of activity centres that provide daily access to goods and services for residents and local workers, access to local employment, opportunities for business development and support of specialist activities such as technology, education and entertainment and sport. It is vital that the size and function of activity centres is balanced and sustainable. This is achieved through a hierarchy as outlined in the State Planning Policy 4.2 with guidance on floor space size and mix of land uses. The Town should work with the Department for Planning, Lands and Heritage to refine the designation of centres according to the SPP 4.2 hierarchy. This will then inform, more detailed review of the planning framework and planning controls for individual centres. A vibrant network of activity centres should sustain the local economy with a larger and growing local population, rather than relying on attracting customers from a regional catchment, and facilitate higher standards of services and asset maintenance through improved rate revenue resulting from more intense commercial and residential development.

### UNDERTAKING A PROGRAM OF ACTIVITY CENTRE PLANNING

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

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

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

### REGIONAL POLICY CONTEXT

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

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

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

It is the distinctive qualities of Albany Highway Town Centres that has resulted in the Draft AC Strategy to observe that it is critical the Town continue to build on and enhance the points of difference between the Albany Highway Secondary Centre and the expanding super regional centres. Despite significant improvements with a focus on customer experience the super-regional centres do not have an authentic main street environment or residential development, and the LPS therefore recommends that the future planning framework ensures that the zoning and controls allow for these points of distinction to be enhanced in the Albany Highway Town Centres, Burswood South, Burswood Station East and West, Carlisle Town Centre as well as other small main street style local centres (Etwell Street, Lathlain Place and Gallipoli Street)

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

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

## MANAGING FLOOR SPACE EXPANSIONS – PRIORITISING DESIGN OVER LAND USE

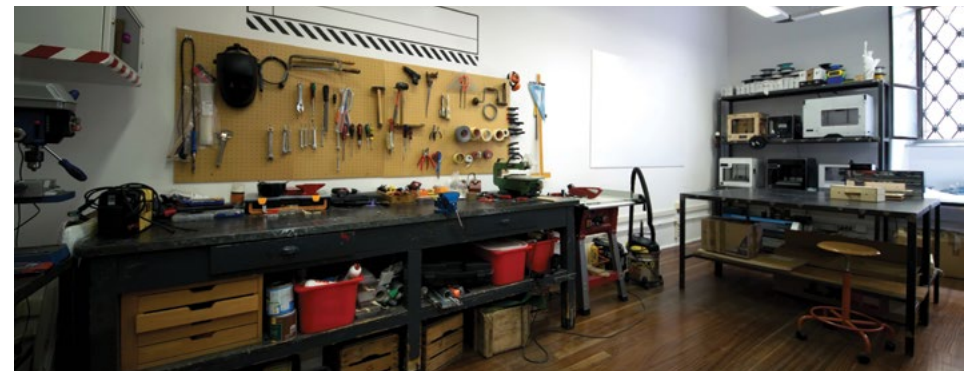
A key challenge for the Town's planning framework is to ensure that activity centres do not expand in a way that undermines the prosperity of neighbouring centres or become reliant on a regional catchment of customers to sustain them. This will require a commitment to realising residential development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

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

The Burswood Peninsula is a large strategically located site constrained from development until recently. In view of its favourable location it should continue to develop as a centre of entertainment and tourism. In addition, it will provide most

of the Town's future population and employment growth. How the future population and workers on the Peninsula should be serviced is an important issue. The very large commercial space and significant retail space indicated by recent Burswood sub-precinct structure plans has potential to adversely impact on the hierarchy of activity centres in the Town. Modeling has shown that retail floorspace beyond that required for daily convenience would be of detriment to investment in the Secondary Centre.

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



## Future Planning Framework

### OBJECTIVES

The objectives for Activity Centres and Employment Areas are:

- 4.1 To identify the location and specific requirements of centres requiring precinct planning.
- 4.2 To provide the framework for increased population density in and immediately surrounding identified centres.
- 4.3 To review activity centre planning requirements relating to building design, approval flexibility and parking.
- 4.4 To ensure that floor space expansion is carefully assessed and justified.

### ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning</b>	
4.1 Work with the Department for Planning, Lands and Heritage to refine the appropriate designation of Activity Centres under the <i>State Planning Policy 4.2 Activity Centres for Perth and Peel</i> , including specified function, land use mix and extent of retail floor space, with consideration of the following: <ul style="list-style-type: none"> <li>• Burswood Peninsula – Specialised Activity Centre and other centres depending on ultimate centre functions;</li> <li>• Albany Highway – Secondary Activity Centre (entire length);</li> <li>• Burswood South – to be determined;</li> <li>• Oats Street – to be determined;</li> <li>• Bentley-Curtin Specialised Activity Centres – designation of Neighbourhood Centre overlay if possible.</li> </ul>	SHORT-TERM

ACTION	TIMEFRAME
<b>Strategic Planning</b>	
4.2 Undertake a program of activity centre planning which updates the planning framework for activity centres and employment area (including a review of TPS No.1 zones and development requirements contained in TPS No.1 Precinct Plans), according to the following priorities (see further details on the scope of planning for each Centre in the Precinct Chapter):	
i <b>Burswood Station West</b> (including Crown Perth) – medium priority for preparation of concept plans and an eventual structure plan / activity centre plan, to be led by the State government.	MEDIUM-TERM
ii <b>Burswood South</b> - high priority to review the vision, development potential, refinements to the planning framework and preparation of a suitable planning instrument, may be led by the Town or landowners.	SHORT-TERM
iii <b>Albany Highway Centre – Victoria Park Town Centre</b> (and transition areas), and East Victoria Park Town Centre (and transition areas), high priority for preparation of separate Activity Centre Plans by the Town or landowners. Identified as a Strategic Investigation Area (refer to Precinct Chapter).	SHORT-TERM
iv <b>Albany Highway Centre – St James Town Centre</b> (and transition areas) Low priority for preparation of a separate Activity Centre Plan by the Town or landowners.	LONG-TERM
v <b>Carlisle Town Centre and Station Precinct</b> (includes Archer Street centre) – medium priority for preparation of an Activity Centre Plan subject to sufficient progress of METRONET level rail crossing project, may be led by the Town or landowners. Identified as a Strategic Investigation Area (refer to Precinct Chapter).	MEDIUM-TERM
vi <b>Oats Street Station Precinct</b> – high priority for preparation of an Activity Centre Plan subject to sufficient progress of METRONET level rail crossing project, and investigation into the future of the Industrial area west of the railway line, and may be led by the Town or landowners. Identified as a Strategic Investigation Area (refer to Precinct Chapter).	MEDIUM-TERM
vii <b>Canning-Highway / Berwick Street Centre</b> – high priority for refinement to the planning framework, and may be led by the Town or landowners. Identified as a Strategic Investigation Area (refer to Precinct Chapter).	SHORT-TERM
viii <b>Bentley-Curtin Specialised Activity Centre – Technology Park</b> – medium priority for preparation of Activity Centre Plan to transition to higher density innovation district in partnership with City of South Perth and others. Identified as a Strategic Investigation Area (refer to Precinct Chapter).	SHORT-TERM

ACTION	TIMEFRAME
4.3 Update the planning framework for the Welshpool Industrial Area subject to more detailed analysis of trends and engagement with landowners and business operators (refer to Precinct Chapter).	MEDIUM-TERM
4.4 Review the Town's draft Activity Centre Strategy prior to the next review of the <i>Local Planning Strategy</i> .	LONG-TERM
<b>Local Planning Scheme No.2 and Local Planning Policies</b>	
4.5 Based on the recommendations of the activity centres planning program in 4.2 above, prepare strategic amendments to <i>Local Planning Scheme No.2</i> and Local Planning Policies, where required to implement updated zones and planning controls.	ONGOING
<p>4.6 Ensure update planning controls for activity centres focusses on:</p> <ul style="list-style-type: none"> <li>• a strong emphasis on high quality design, especially focussing on the non-residential components of developments that are not covered by SPP7.3 – R-Codes Volume 2 – Apartments. Development standards in Local Planning Policies should consider tenancy widths and ensure high quality shopfront design;</li> <li>• the reduction of minimum parking standards for non-residential land uses;</li> <li>• encouraging the development of each centre's 'point of difference';</li> <li>• encouraging the retention of elements of existing character, where appropriate and the re-use of heritage and older buildings;</li> <li>• encouraging a range of economic 'rents' to attract a diversity of businesses.</li> </ul>	SHORT-TERM
4.7 Review the permissibility of land uses in the Zoning Table with a view to providing greater flexibility for land uses where appropriate.	SHORT-TERM
4.8 Insert provisions into <i>Local Planning Scheme No.2</i> that require an independently prepared Retail Sustainability Assessment (RSA) for any retail development that exceeds 5000 sqm.	SHORT-TERM
4.9 Prepare a generic Local Planning Policy that updates the planning controls for Local Centres and other small commercial areas – Lathlain Place, Sussex Street, Etwell Street, Orrong Rd-Archer Street, Etwell Street Local Centre, Oats Street-Harris Street.	SHORT-TERM
<b>Data</b>	
4.10 Undertake a yearly analysis of changes to commercial and industrial land use as approved through development applications to better track and understand trends within activity centres and employment areas.	SHORT-TERM
4.11 Following release of the next State government survey of commercial floor space (around 2021–2020) prepare a statistical summary of land use mix and size in activity centres and employment areas.	SHORT-TERM

## 5. Public Open Space and Community Facilities

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

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

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

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

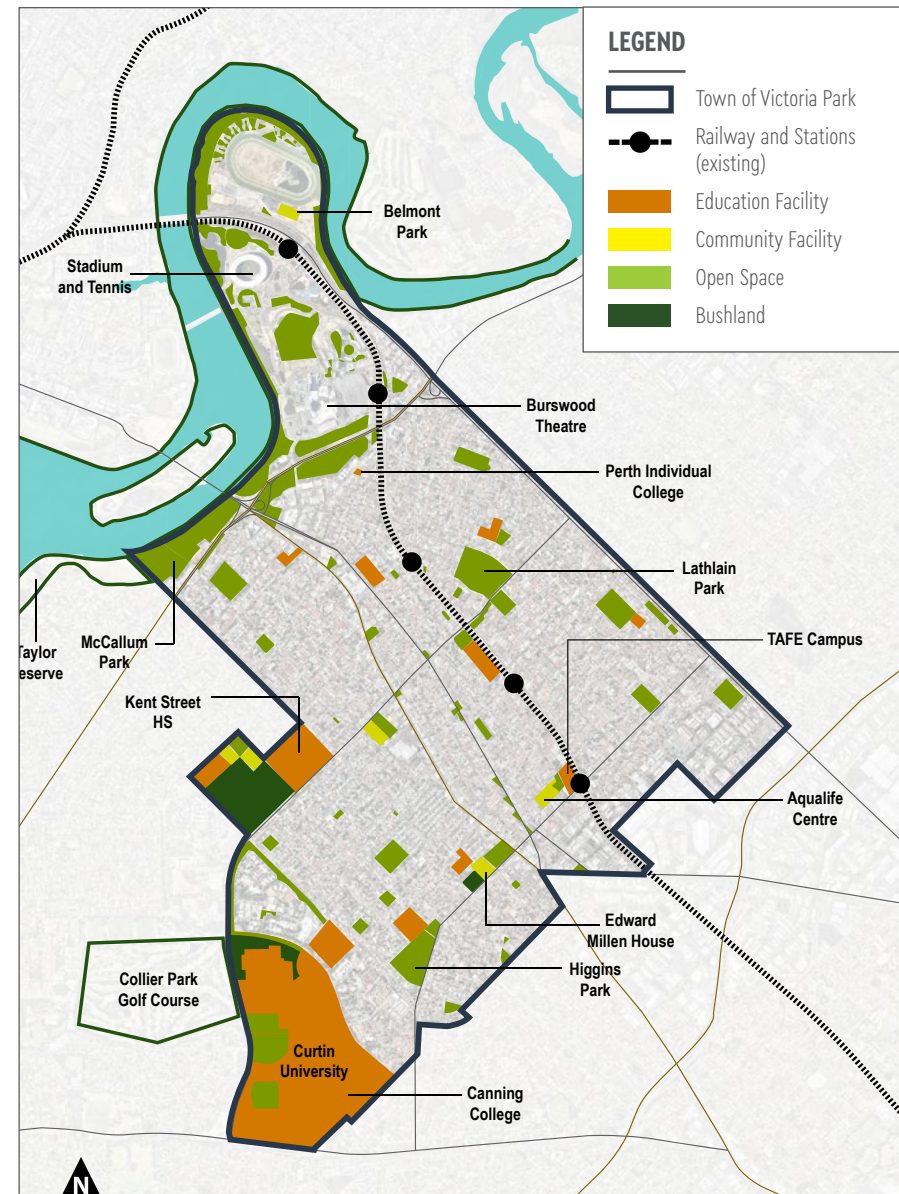


Figure 5.1 – Public Open Space and Community Facilities



## Current Planning Framework

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

### STATE GOVERNMENT

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

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

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

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

#### ***State Planning Policy 7.0 Design of the Built Environment, Draft SPP 7.2 Precinct Design and Draft Precinct Design Guidelines (2019)***

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

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

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

#### ***Planning and Development Act 2015 / Development Control Policies***

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

## TOWN OF VICTORIA PARK

### *Public Open Space Strategy (2019)*

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

### *Draft Social Infrastructure Plan (2017)*

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

### *Town Planning Scheme No.1*

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



## Opportunities And Challenges

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

### Addressing Public Open Space Needs

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

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

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

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

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

### Scheme Provisions for POS Contributions

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

- contribution to POS from neighbourhoods that were subdivided prior to 1956 when the POS contributions were introduced into the planning system; and
- contribution to POS from strata subdivision (survey and built strata for villas and apartments), including subdivision of between three to five lots to address a gap in policy.

### Publicly Accessible Private Open Space

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

### Planning for Community Facilities

The Town is progressing the *draft Social Infrastructure Plan*. Until such time as the Plan is finalised and adopted by the Council, there is insufficient guidance and justification to implement any requirements through the planning framework, with the exception of individually negotiated voluntary proposals for community infrastructure through structure plans, activity centre plans or individual developments, where appropriate. As such, the Town will consider proposals on a case-by-case basis until the *Social Infrastructure Plan* is adopted by Council as an Informing Strategy under the Town's Integrated Planning Framework.

(Also refer to the Infrastructure Funding Chapter for discussion regarding the overall infrastructure planning and funding framework and the opportunities to tailor approaches to the particular needs of the Town).

## Future Planning Framework

### OBJECTIVES

The Local Planning Strategy Objectives for Public Open Space and Community Facilities are:

- 5.1 To provide an equitable distribution of open space, with an emphasis on filling gaps in the provision of open space, redevelopment of existing open space and improving access to open space, to meet the needs of residents, visitors and workers.
- 5.2 To provide a network of social infrastructure that is highly accessible, centrally located with other activity generators, multipurpose and adaptable to meet current and future needs.
- 5.3 To provide for the equitable funding of open space and social infrastructure, including funding contributions from development where the demands are generated by new development.

### ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning</b>	
5.1 Progress the development of an implementation framework for the <i>Public Open Space Strategy (2019)</i> including guidance on the collection and expenditure of cash-in-lieu for open space. Prepare a strategic amendment to TPS No.2 and/or develop Local Planning Policies to implement the Strategy where relevant.	IN-PROGRESS
5.2 Finalise and adopt a <i>Social Infrastructure Plan</i> as the strategic evidence base and framework for development of social infrastructure and identify requirements for implementation through the planning framework where relevant. Prepare a strategic amendment to TPS No.2 and/or develop Local Planning Policies to implement the Strategy where relevant.	SHORT-TERM
5.3 Secure new public open space and publically-accessible private open space through structure plans, activity centre plans and other major developments, where appropriate, to address needs identified in the <i>Public Open Space Strategy</i> .	ONGOING

ACTION	TIMEFRAME
<i>Local Planning Scheme No.2 (LPS No.2) and Local Planning Policies</i>	
5.4 Transition existing TPS No.1 public open space and public purpose reserves to LPS No.2 reserves that reflect the <i>Planning Regulations Model Scheme Text</i> reserves. Refine land use and development requirements where required.	SHORT-TERM
5.5 Insert provisions into LPS No.2 that allow for the imposition of public open space contributions on: <ul style="list-style-type: none"> <li>• land subdivided before 1956; and</li> <li>• subdivisions of three to five lots.</li> </ul>	SHORT-TERM
5.6 Investigate the use of LPS No.2 provisions to streamline planning approvals for alfresco-lets (as described in the <i>Town's Parklets and Alfresco-lets Guidelines</i> ) where located in road reserves.	SHORT-TERM
5.7 Ensure LPS No.2 and Local Planning Policies address design excellence at the interface of buildings and open space to maximise community safety and use of open space areas.	SHORT-TERM

## 6. Natural Environment

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

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

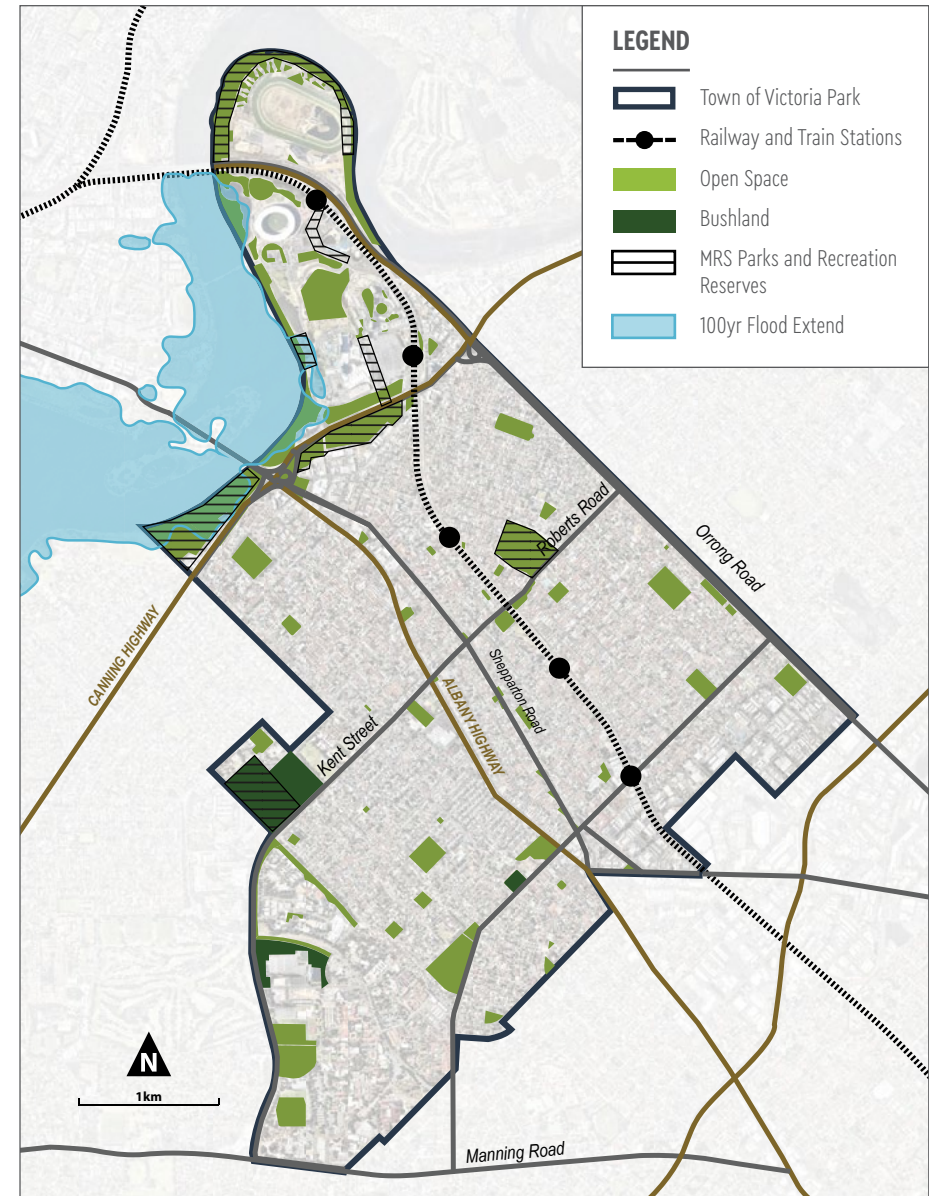


Figure 6.1 - Natural Environment

## Current Planning Framework

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

### STATE GOVERNMENT

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

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

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

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

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

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

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

### ***State Planning Policies and Guidelines***

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

### ***Other Relevant Acts***

Several ‘environmental’ Acts intersect with the planning framework including:

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

## TOWN OF VICTORIA PARK

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

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

### ***Environment Plan 2013–2018***

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

### ***Foreshore Access and Management Plan (2015)***

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

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

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

### ***Integrated Movement Network Strategy (2013)***

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

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

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





## Opportunities And Challenges

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

### ECOLOGICALLY SUSTAINABLE DEVELOPMENT

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

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

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

### STORMWATER MANAGEMENT AND WATER SENSITIVE URBAN DESIGN

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

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



## Future Planning Framework

### OBJECTIVES

The Objectives for the Natural Environment are:

- 6.1** To ensure planning decisions consider environmental impacts and outcomes including:
- i** Conservation and protection of valuable local biological resources;
  - ii** Reduction in greenhouse gas (GHG) emissions;
  - iii** Sustainable supply and use of energy and water resources;
  - iv** Increasing total tree canopy coverage;
  - v** Reduction of urban heat island effects;
  - vi** Reduction of waste and other pollution; and
  - vii** Improvements in stormwater management and water quality.
- 6.2** To encourage best practice ecologically sustainable development relative to the scale and type of development and site-specific opportunities and constraints.

### ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning Studies</b>	
6.1 Undertake a strategic planning study that benchmarks the Town's current approach to environmental planning and sustainable design against best practice and investigates options for improvement to the planning framework to address environmental objectives where required. Prepare a strategic amendment to TPS No.2 and/or develop Local Planning Policies to implement the study recommendations where relevant.	MEDIUM TERM
6.2 Review and update the Town's Stormwater Management Plan. Prepare a strategic amendment to TPS No.2 and/or develop Local Planning Policies to implement the Plan where relevant.	SHORT-TERM
<b>Local Planning Scheme No.2 and Local Planning Policies</b>	
6.3 Revise the Scheme Objectives (Environment) to reflect the overall strategic direction from the Town's Informing Strategies.	SHORT TERM
6.4 Transfer the existing LPS No.1 Parks and Recreational Reserves to LPS No.2.	SHORT TERM
6.5 Continue to update the TPS and Local Planning Policies to implement the Town's Informing Strategies where relevant, including Urban Forest Strategy, Public Open Space Strategy, Environment Plan, Climate Emergency Plan, Stormwater Management Plan, Integrated Movement Network Strategy and any future relevant environmental policy.	ONGOING

ACTION	TIMEFRAME
<b>Building and Land Use Data</b>	
4. Investigate the collection of environmental data through the planning framework to monitor environmental impacts and responses.	SHORT-TERM



## 7. Movement

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

The transport network broadly refers to:

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

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

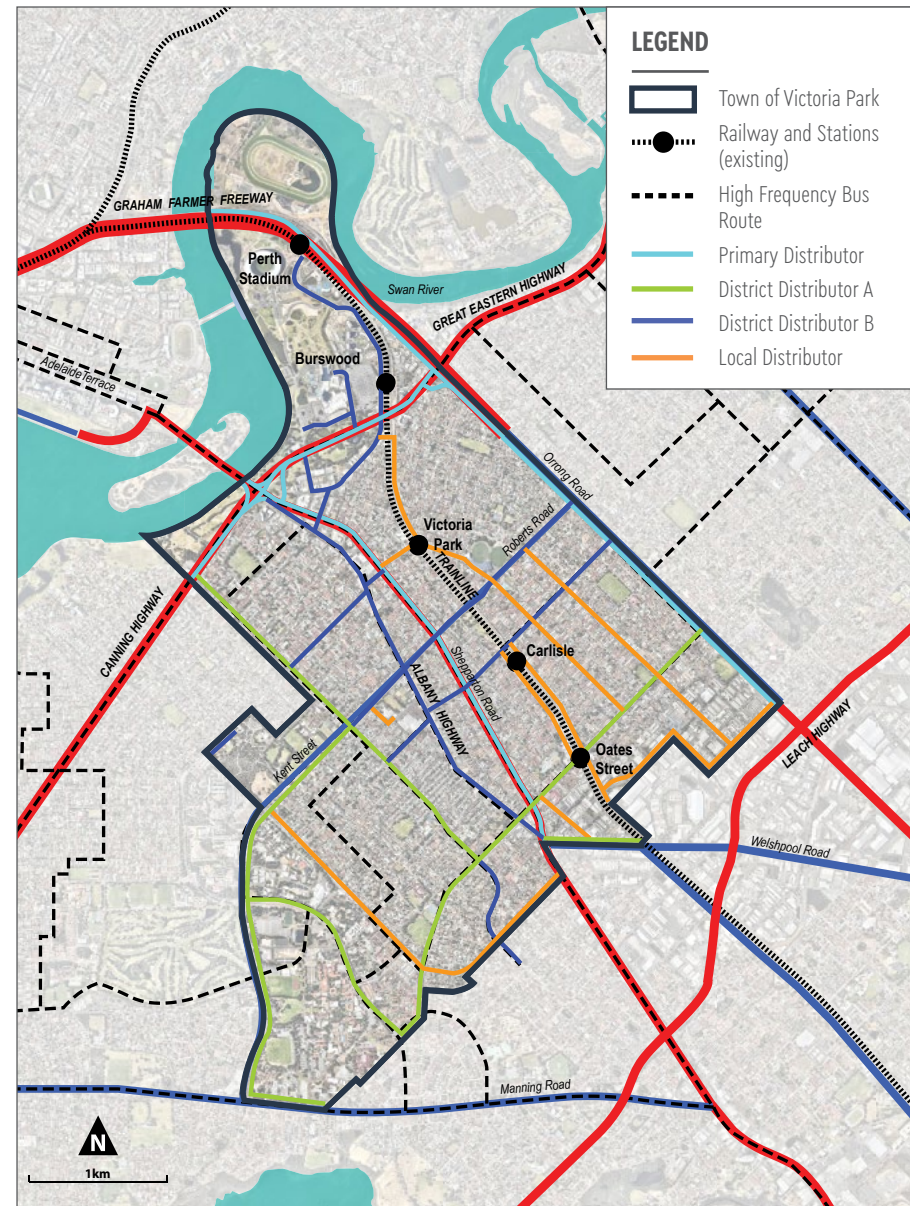


Figure 7.1 - Movement System

## Current Planning Framework

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

### STATE GOVERNMENT

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

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

### METRONET

METRONET is a major project of the State government that has committed over \$415 million (including Federal funds) for the removal of level railway crossings including Mint, Archer Street and Oats Streets. This project may include redevelopment of stations and land around stations (refer to Carlisle Town Centre and Oats Street Precinct Chapters).

## TOWN OF VICTORIA PARK

### ***Integrated Movement Network Strategy (2013)***

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

### ***Right of Way (ROW) Strategy Plan (2003)***

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

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

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

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

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

## Opportunities And Challenges

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

### **Contributing to Transport Objectives**

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

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

- controlling the extent of car parking, including the revision of parking ratios and consideration of removing minimum provision and setting maximum parking caps, and revision of cash-in-lieu provisions and contribution rates;
- ensuring the design of car parking areas can support future adaptation to other uses;
- requirements for electric vehicle (EV) charging stations;
- updating and expanding on requirements for bike parking and end-of-trip facilities;
- revising and tightening land use definitions around publically accessible parking areas on private land and land use permissibility;

- facilitating urban consolidation and opportunities for more people to live closer to public transport routes and employment centres; and
- ensuring built form contributes to safe and comfortable streetscapes and public realm to encourage walking.

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

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

### **Parking – Change of Use Trial**

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

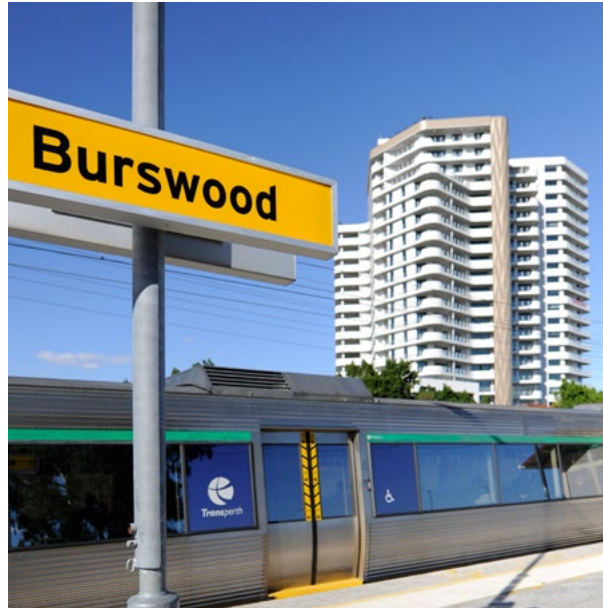
### **Preservation of Rights of Way (ROWS)**

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

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

### **Infrastructure Contributions for Transport Infrastructure**

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



### **Curtin University and Local Government Trackless Tram Consortium**

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



## Future Planning Framework

### OBJECTIVES

#### The Objectives for Transport are:

- 7.1 To prioritize planning and design for pedestrians, cyclists and public transport users over private motor vehicles.
- 7.2 To facilitate safe and comfortable pedestrian, cycling and public transit stop environments through high standards of urban design in the built environment and public realm.
- 7.3 To support reduced car parking rates and increased bicycling parking within, and in close proximity to, activity centres.
- 7.4 To ensure development utilises rear laneways where they exist for vehicle access to keep street frontages free for pedestrians and to create active frontages.

### ACTIONS

ACTION	TIMEFRAME
<b>Informing Strategy Implementation / Strategic Planning</b>	
7.1 Revise and update the Town's Right-of-Way (ROW) Strategy and consider making applications to dedicate ROWs to ensure access in perpetuity.	MEDIUM TERM
7.2 Following guidance from the Town's <i>Integrated Movement Network Strategy</i> , and following adoption of a revised <i>State Planning Policy 3.6 Development Contributions for Infrastructure</i> , investigate the potential for collection of contributions to development of sustainable transport infrastructure.	SHORT TERM
7.3 Continue collaboration on the Trackless Tram Consortium and consider any land use and development implications on a precinct-by-precinct basis where relevant.	ONGOING
<b>Local Planning Scheme No.2 (LPS2) and Local Planning Policies</b>	
7.4 Revise Scheme and Local Planning Policy provisions relating to car parking and other vehicle requirements to meet the Town's strategic transport objectives and implement in LPS No.2 as required.	SHORT TERM



## 8. Infrastructure Funding

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

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

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

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



## Current Planning Framework

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

### STATE GOVERNMENT

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

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

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

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

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

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

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

#### ***Draft State Planning Policy 7.2 Precinct Design (WAPC, 2019) and Guidelines***

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

### TOWN OF VICTORIA PARK

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

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

## Opportunities And Challenges

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

### INFRASTRUCTURE PROVISION TO SUPPORT URBAN CONSOLIDATION

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

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

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

### PUBLIC REALM INFRASTRUCTURE AND PLACE

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

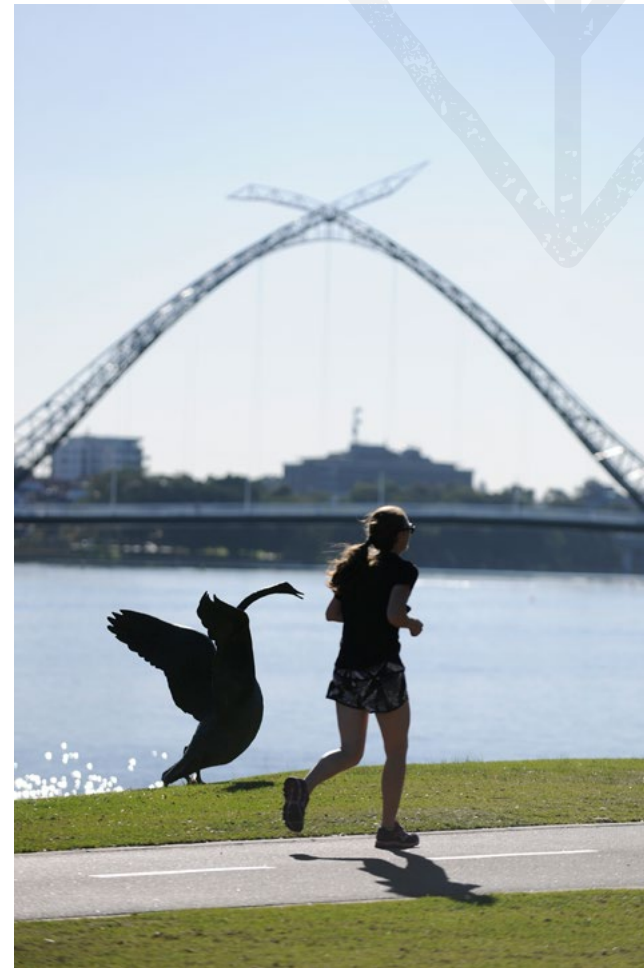
In planning for growth, particularly through the preparation of activity centre plans and precinct plans, the Town should emphasize the value of "place" through specifying public realm infrastructure as an infrastructure category and describing how it will be funded and provided.

### CLEAR AND COMPREHENSIVE APPROACH TO INFRASTRUCTURE IN THE PLANNING FRAMEWORK

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

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

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



## Future Planning Framework

### OBJECTIVES

The objectives for Infrastructure Funding are:

- 8.1 To adopt a proactive and equitable approach to infrastructure funding and delivery through appropriate forward planning and implementation of funding mechanisms within the statutory framework.
- 8.2 To enable the use of multiple funding mechanisms, allowing for funding strategies to be tailored to the unique circumstances of each place and/or infrastructure item, including Public Realm Infrastructure to enhance neighbourhood formation through the growth process.
- 8.3 To recognise the role of major Council strategies approved under the Integrated Planning and Reporting Framework and appropriate planning instruments for the purposes of establishing demand, appropriate solutions and implementation mechanisms for infrastructure items.

### ACTIONS

ACTION	TIMEFRAME
<b>Strategic Planning Studies</b>	
8.1 Include analysis and recommendations for implementation of infrastructure funding issues in informing strategies.	ONGOING
8.2 Prepare a Council Policy or Position Statement on infrastructure funding and delivery, including: <ul style="list-style-type: none"> <li>• Definition of growth infrastructure categories and the Town's key objectives for delivery;</li> <li>• Overview of funding mechanisms available through the planning framework and the Town's position on how these should be implemented; and</li> <li>• Broad methodology for assessing the range of infrastructure needs and potential funding mechanisms in a precinct planning scenario.</li> </ul>	MEDIUM-SHORT TERM
<b>Precinct Planning</b>	
8.3 Precinct Plans and Activity Centre Plans to include detailed assessment of infrastructure provision and future demand, and provide the basis for funding and delivering infrastructure.	ONGOING

ACTION	TIMEFRAME
<i>Local Planning Scheme No.2 (LPS No.2) and Local Planning Policies</i>	
8.5. Insert 'operative' provisions into LPS2 that allow the creation of Development Contributions Areas (DCAs) and formation of Development Contributions Plans (DCPs), where needed, to collect infrastructure contributions.	SHORT-TERM
8.6 Review and/or develop Local Planning Policies that facilitate localised contribution to specific infrastructure needs and Community Benefits, including (but not limited to): <ul style="list-style-type: none"> <li>• Public Art;</li> <li>• Laneway widening;</li> <li>• Cash-in-lieu for car parking;</li> <li>• Urban forest and tree canopy;</li> <li>• Public Open Space contributions; and</li> <li>• Place infrastructure upgrades.</li> </ul>	ONGOING and SHORT-TERM