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# SCANNED

anning STORIA PARK RLPOur ref: CECENQUIRIES: Rohan Miller (6551 19732) 5 JUN 2018 HR NE PLN BLD [ DOC No.

Western

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Chief Executive Officer Town of Victoria Park Locked Bag No 437 Victoria park WA 6979

Transmission via electronic mail to: lparker@vicpark.wa.gov.au

Dear Sir

#### TOWN/LOCAL PLANNING SCHEME NO. 1 - AMENDMENT NO. 73

I refer to your letter dated 29 September 2017 regarding Amendment No. 73.

The WAPC has considered the amendment and submitted its recommendation to the Minister in accordance with section 87(1) of the Planning and Development Act 2005 (the Act).

The Minister has refused to approve the amendment for the following reasons:

- The amendment does not include any planning controls to implement the a. objectives proposed to be inserted;
- Local planning policies are considered the appropriate planning mechanism b. to control streetscape design to protect local character; and
- The Planning and Development (Local Planning Schemes) Regulations 2015 C. provide appropriate heritage controls.

Please direct any queries about this matter to Rohan Miller on 6551 9732 or Rohan.Miller@dplh.wa.gov.au.

Yours sincerely

Ms Sam Fagan Secretary Western Australian Planning Commission

30/05/2018



TOWN OF VICTORIA PARK Received: 11/06/2018



TOWN OF VICTORIA PARK

TOWN PLANNING SCHEME NO. 1

AMENDMENT NO. 73

# PLANNING AND DEVELOPMENT ACT 20 SWN OF VICTORIA PARK Received: 11/06/2018

### RESOLUTION DECIDING TO AMEND A TOWN PLANNING SCHEME.

#### TOWN OF VICTORIA PARK TOWN PLANNING SCHEME NO. 1

### **AMENDMENT NO. 73**

RESOLVED that the Council, in pursuance of Section 75 of the Planning and Development Act 2005 amend the Town of Victoria Park Town Planning Scheme No. 1 to:

- 1. Amend Clause 29A (1) of the Scheme text by including the following additional type of Special Control Area:
  - (c) Residential Character Areas shown on the Precinct Plans as RC with a number and included in Schedule 7.
- 2. Insert in to 'Division 3 Special Control Areas' of the Scheme Text the following Clause:
  - 29AC. RESIDENTIAL CHARACTER AREAS
    Schedule 7 describes the Residential Character Areas in more detail and sets out the purpose and particular requirements that may apply to the Residential Character Areas.
- 3. Amend "SCHEDULE 7: SPECIAL CONTROL AREA" contained in the Scheme Text to include a new Special Control Area RC 1 after DA 1 and to incorporate the following text:

Area No	Land Description	Purpose and Particular Requirements
RC 1	The whole of the area of land designated as RC1 on the Precinct Plans (known as the Residential Character Special Control Area).	<ul> <li>In this section –</li> <li>'Conservation notice' means a notice given under Clause 5, subclause (a);</li> <li>'Original dwelling' means a dwelling that has been identified as an original dwelling within a local planning policy adopted for the Residential Character Special Control Area;</li> <li>'Properly maintained', in relation to an 'original dwelling', means maintained in a way that ensures</li> </ul>

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that there is no actual or imminent loss of the territorial Pork Received: 11/06/2018

- (i) The structural integrity of the original dwelling; or
- (ii) An element of the 'original dwelling' that is integral to the character of the area in which it is located, as set out in a statement in a local planning policy adopted for the Residential Character Special Control Area.

## (2) Objectives

The objectives for development and planning decision making within RC 1 are:

- (a) To ensure the conservation and retention of 'original dwellings' within the Residential Character Special Control Area where they are considered to contribute to the character of the area.
- (b) To ensure that new development, inclusive alterations, additions to existing buildings, carports, garages, patios and fences are in keeping with the character of the area, respect the scale and proportions of surrounding buildings, and are designed to fit into the existing streetscape.
- (3) Development approval

Development approval is required for:

(a) Demolition of 'original dwellings'.

- (b) All forms of development involving works listed as being exempt under an approved local planning policy.
- (4) Development requirements

All development shall conform with the following:

- (a) The objectives of the Residential Character Special Control Area.
- (b) All relevant provisions of the Local Planning Policy adopted for the Residential Character Special Control Area.
- (c) Demolition of 'original dwellings' will not be permitted except where:
  - (i) The dwelling is determined by Council to be structurally unsound; or
  - (ii) The dwelling is wholly clad in fibro or asbestos wall cladding; or
  - (iii) Council considers that the dwelling does not make a positive contribution to the character of the area as a result of it having had significant external alterations.
- (5) Conservation notice
  - (a) If the Town forms the view that an 'original dwelling' is not being properly maintained the Town may give to a person who is the owner or occupier of the 'original dwelling' a written notice requiring the person to carry out specified repairs to the

- foriginal dwelling by a specified time, being a time that is town less than both days after the day on Which the notice is given.
- (b) If a person fails to comply with a conservation notice, the Town may enter the 'original dwelling' and carry out the repairs specified in the notice.
- (c) The expenses incurred by the Town in carrying out repairs under subclause (b) may be recovered as a debt due from the person to whom the notice was given in a court of competent jurisdiction.
- (d) The Town may -
  - (i) Vary a conservation notice to extend the time for carrying out the specified repairs; or
  - (ii) Revoke a conservation notice.
- (e) A person who is given a conservation notice may apply to the State Administrative Tribunal for a review, in accordance with Part 14 of the Act, of a decision –
  - (i) To give the notice; or
  - (ii) To require repairs specified in the notice to be carried out; or
  - (iii) To require repairs specified in the notice to be carried out by the time specified in the notice.
- 4. Amend Precinct Plans P5, P6, P10 Sheet A and P12 Sheets A & B by including in the legend a heading "Land Use and Development Controls" and then underneath a black border and number RC 1 within the boundaries of the border described as Residential Character Area subject to Division 3 and Schedule 7 of the Town Planning Scheme Text.
- 5. Amend Precinct Plans P5, P6, P10 Sheet A and P12 Sheets A & B by delineating the Residential Character Special Control Area using a black border and the number RC1 within the boundaries of the border.

Dated this 14th day of June 2016

CHIEF EXECUTIVE OFFICER

TOWN OF VICTORIA PARK Received: 11/06/2018

### **PLANNING AND DEVELOPMENT ACT 2005**

#### **TOWN OF VICTORIA PARK**

#### **TOWN PLANNING SCHEME NO. 1 – AMENDMENT NO 73**

#### **SCHEME REPORT**

Local Authority: Town of Victoria Park

**Town Planning Scheme:** Town Planning Scheme No. 1

Type of Scheme Town Planning Scheme

Amendment Number Amendment No. 73

Proposal Amendment to Town Planning

Scheme No. 1 Scheme Text and Precinct Plans to designate the area known as the Residential Character Study Area as a Special Control Area under Schedule 7 of the Scheme

Text.

#### **BACKGROUND:**

The Town's Residential Character Study Area was initially introduced in 2003 in response to concerns that the traditional residential character of the area was being eroded through increased development pressures. As residential character is broader than just built form, it was not considered suitable to use the Town's Municipal Heritage Inventory as a way of protecting the character of the Town, and so a study was undertaken to "identify residential areas within the Town that have character of such significance as to warrant some level of protection and to recommend the forms of protection that may be appropriate for various areas." Ultimately the study found that there was sufficient original fabric for traditional character to be sustained through the majority of the study area and that in the identified areas the Town should give priority to, and actively encourage, the retention and conservation of elements contributing to traditional residential character.

In 2005 Council adopted the Local Planning Policy – Streetscape in order to address historic problems of interpretations and uncertainty given that the provisions were contained within 12 individual Council documents prior. The Local Planning Policy – Streetscape was adopted under the Residential Design Codes 2002 and it varied certain elements of the Residential Design Codes as well as introduced building design requirements to ensure that

development within the identified areas in the Residential Character Study Area sufficiently responded to, and enhanced the existing towards the control of the streetscapes. The Local Planning Policy – Streetscape has the control of the local planning Business Unit and Council when determining applications throughout the Town, including developments located within the Residential Character Study Area.

The release of the strategic directions documents 'Directions 2031 and Beyond', 'Central Metropolitan Perth Sub-Regional Strategy' and 'Perth and Peel @ 3.5 Million' identified the Town of Victoria Park as having to accommodate an additional 19,400 dwellings by 2031 in order to accommodate the anticipated population of 3.5 million people. Even in 2010, Council were aware of the development pressures that this would bring and undertook a review of the Residential Character Study Area due to conflicts between residential densities and the intention to retain 'original dwellings'. The strategic position at the time of this review was:

- Additional dwellings and high density development should be concentrated within areas where existing residential areas are unaffected or less affected. This would include the Burswood Peninsula, Causeway Precinct, Curtin / Bentley Technology Precinct, and along Albany Highway.
- Existing residential areas should be retained as predominantly low to medium density residential areas.
- Areas within the Town that have an identifiable and desirable character should be retained and strengthened where possible.

Through this review it was identified that major growth areas that can accommodate a large number of new dwellings are located away from established residential areas. The below table demonstrates where the projected dwelling numbers will be accommodated within the Town.

Location	Housing Target (ultimate)
Burswood Peninsula Activity Centre	7,770
Bentley Curtin Activity Centre	6,290
Albany Highway Activity Centre	2,109
Causeway Precinct	851
Carlisle	1,443
Residential Character Study Area	1,325
	19,788

In relation to the target for the Residential Character Study Area, the additional dwelling numbers are achievable through infill development where 'original dwellings' can be retained with new dwellings to the rear. It is not necessary for the loss of 'original dwellings' to accommodate additional density in the existing residential character areas.

The Local Planning Policy – Streetscape contains provisions which outline a general presumption against the demolition of 'original developes' cribridherk Residential Character Study Area, and contains prescriptive 11/designs requirements to ensure that new development is compatible with the existing streetscape. There have been a number of instances where Council has refused an application for demolition, or an application for a new dwelling or building works, owing to the property being within the Residential Character Study Area and the proposed development negatively impacting upon the character of the area.

The effectiveness of the Local Planning Policy – Streetscape in ensuring compatible building design and a maintenance of character largely depends on the need for all developments within the Town to obtain development approval (as required by Town Planning Scheme No. 1). On 19 October 2015 the Planning and Development (Local Planning Schemes) Regulations 2015 were introduced, which include a range of 'deemed provisions' which immediately applied to all Town Planning Schemes in Western Australia. The 'deemed provisions' in the Regulations now exempt the following from needing development approval:

- Demolition of a single dwelling; and
- A new single dwelling or additions to a single dwelling where compliant with the R-Codes or those aspects of the R-Codes varied by a Local Planning Policy.

Legal advice has been received which outlines that the changes to the Regulations have in some circumstances removed the ability for Council Officers to assess the proposed built form character of new developments within the Residential Character Study Area, or to prevent the demolition of 'original dwellings'. In response Council Officers have investigated the options available in relation to designating the Residential Character Study Area as a Special Control Area under Clause 29 of the Scheme.

#### **DETAILS:**

The introduction of the deemed provisions in the Local Planning Schemes Regulations has implications for the Town in respect to the retention of dwellings and the quality of new developments in some instances. This is particularly concerning within the Town's Residential Character Study Area, for the 'original dwellings' that make a significant contribution to the traditional character of the area, and where new development may not need to comply with the design requirements of the Local Planning Policy – Streetscape.

One option that has been considered to resolve this issue has been to designate the Residential Character Study Area as a 'heritage area' in accordance with Deemed Clause 9 of the Regulations, noting that the exemptions from development approval for demolition and for new development do not apply in a heritage area.

Another option that has been identified is to amend the Scheme to identify the Residential Character Area as a Special Control Area, named the Residential Character Special Control Area, and to specify requirements that apply to

development within the area. It is noted that the Special Control Area approach is one that has been taken by the City of Stirling town eal, with hair residential character areas such as Mount Lawley and Ingle weed; 11/06/2018

The intent of the Amendment is not to impose additional requirements upon the development of land or buildings. Instead the purpose is to ensure that those provisions that applied throughout the area prior to the introduction of the Regulations, namely the need for development approval for demolition, new dwellings and additions to dwellings, and the need to comply with the Local Planning Policy – Streetscape, continue to apply. The only new element to the proposed Scheme Amendment is the ability for Conservation Notices to be served to owners of 'original dwellings' who do not maintain their properties.

Given the need to maintain and protect the character of the Town's Residential Character Study Area, this Scheme Amendment has been initiated to designate the Residential Character Study Area as a Special Control Area. This will allow Council to ensure that any development within the area is of an acceptable standard and ensure that 'original dwellings' are retained and maintained.

The proposed new Scheme clauses in conjunction with Deemed Provision 61(3) will result in all developments located within the Special Control Area (with the exception of those minor developments identified as not requiring development approval) including demolition, new dwellings and additions to existing dwellings requiring development approval. This in turn also allows for the building design requirements currently contained within the Local Planning Policy - Streetscape to be applied to ensure that all development respects and enhances the existing residential character of the area.

Whilst the result of designating the Residential Character Study Area as a Special Control Area will largely be the same as it was prior to the introduction of the Regulations, it is also proposed to include clauses which will allow the Council to issue notices to owners of 'original dwellings' to order repairs to prevent further damage and deterioration should the need arise. This power was expressly granted to all local governments through the introduction of the Regulations for dwellings listed as 'Heritage Places', on the Municipal Heritage Inventory, or located within a 'Heritage Area'. There have been a number of instances where landowners appear to have deliberately neglected to maintain a dwelling as a means to justifying demolition of the dwelling. The introduction of powers to issue notices would allow Council to prevent this occurring.

The designation of the Special Control Area will require Council to adopt a Local Planning Policy that relates to the Residential Character Study Area. This policy will include a plan showing the location of 'original dwellings' as well as the requirements for development in the Residential Character Special Control Area.

Since its adoption in 2003, the Town's Residential Character Study Area has played a key role in shaping new development within the Town, and protecting

the traditional streetscape character. The introduction of the Local Planning Scheme Regulations has implications for the retention of dwellings incharacter and the general maintenance of the character of the c

This Scheme Amendment recognises the importance of the Residential Character Area, by continuing to apply previous provisions requiring approval for development in the area and requirements to ensure that the quality of development is in keeping with the character of the area. This is to be supplemented by a new provision to protect 'original dwellings' from demolition by neglect.

#### Classification of Amendment 73

Advice received from Department of Planning Officers following Council's initiation of Amendment No. 73 at its meeting held on 14 June 2016 indicated the requirement for the Council to formally resolve whether, in its opinion, the amendment is a 'basic', 'standard' or 'complex' amendment in accordance with Regulation 35(3) of the *Planning and Development (Local Planning Schemes) Regulations 2015* (the Regulations).

Whilst the Officer report presented to Council did specify that the amendment would be required to follow the statutory processes for a "Standard Scheme Amendment", the resolution adopted by Council did not include a part classifying the amendment as one of the three types (and the reasons for that classification) as required by the Regulations.

Regulation 34 contained within Part 5 - Division 1 of the Regulations provides definitions of what may constitute a 'basic', 'standard' or 'complex' amendment to a local planning scheme. Having regard to these definitions and the nature of proposed Amendment No. 73, it is considered that the amendment is a 'standard amendment' as outlined below, having regard to criteria (a) and (e) in its definition under Regulation 34 of the Regulations, which specifies that a 'standard amendment' includes:

- "(a) an amendment relating to a zone or reserve that is consistent with the objectives identified in the scheme for that zone or reserve; and
- (e) an amendment that would have minimal impact on land in the scheme area that is not the subject of the amendment;"

As noted in the Officer report at the 14 June 2016 Ordinary Council Meeting, the intent of Amendment No. 73 is not to impose additional requirements upon the development of land or buildings. Instead the purpose is to ensure that those provisions that applied throughout the area prior to the introduction of the Regulations, namely the need for development approval for demolition, new dwellings and additions to dwellings, and the need to comply with Council's Local Planning Policy – Streetscape, continue to apply. The only new element to the proposed Scheme Amendment is the ability for Conservation Notices to be served to owners of 'original dwellings' who do not maintain their properties.

The 'Residential Character Special Control Area' proposed by Managing Park No. 73 affects 'Residential' zoned land within the Raphael, Victoria: 12 park/2018 Shepperton and East Victoria Park Precincts under Town Planning Scheme No.1. The 'Statement of Intent' and objectives outlined for the 'Residential Zone' in the Precinct Plans for all of these Precincts contain objectives seeking the retention of existing housing stock, particularly dwellings of traditional character and design, and to ensure that any redevelopment that occurs is consistent with the existing style, character and scale of dwellings.

The designation of the Residential Character Study Area as a Special Control area will not have any further implications for land outside of the Special Control Area.

In view of the above, the Council at its meeting held on 13 September 2016 resolved the following:

- "1. Council reaffirms its decision of 14 June 2016 to initiate Amendment No. 73 to the Town of Victoria Park Town Planning Scheme No. 1; and
- 2. Council amends its resolution of 14 June 2016 to initiate Amendment No. 73 to the Town of Victoria Park Town Planning Scheme No. 1 by adding the following part to its resolution:
  - "5. Council considers Amendment No. 73 to the Town of Victoria Park Town Planning Scheme No. 1 to constitute a 'standard amendment' in accordance with Regulation 35 of the Planning and Development (Local Planning Schemes) Regulations 2015 for the following reasons:
    - (i) The amendment is consistent with the 'Statement of Intent' and objectives for the 'Residential' Zone contained within the Precincts Plans for the within the Raphael, Victoria Park, Shepperton and East Victoria Park Precincts under Town Planning Scheme No.1; and
    - (ii) The amendment will have minimal impact on land in the scheme area that is not the subject of the amendment." "

#### **PLANNING AND DEVELOPMENT ACT 2005**

#### TOWN OF VICTORIA PARK

TOWN OF VICTORIA PARK Received: 11/06/2018

#### TOWN PLANNING SCHEME NO. 1 – AMENDMENT NO. 73

The Council of the Town of Victoria Park under and by virtue of the powers conferred upon it by the Planning and Development Act 2005, hereby amends the Town of Victoria Park Town Planning Scheme No. 1 to:

- 1. Amend Clause 25A. (1) of the Scheme Text by including the following additional type of Special Control Area:
  - (c) Residential Character Areas shown on the Precinct Plans as RC with a number and included in Schedule E.
- 2. Insert in to 'Division 2 Special Control Areas' of the Scheme Text the following Clause:

#### 25AC. RESIDENTIAL CHARACTER AREAS

Schedule E describes the Residential Character Areas in more detail and sets out the purpose and particular requirements that may apply to the Residential Character Areas.

3. Amend "SCHEDULE E: SPECIAL CONTROL AREAS" contained in the Scheme Text to include a new Special Control Area – RC1 after DA1 incorporating the following text:

Area No	Land Description	Purp	ose and Particular Requirements
RC1	The whole of the area of land designated as RC1 on the Precinct Plans (known as the Residential Character Special Control Area).	(1)	Definitions
			In this section –
			<ul> <li>'Original dwelling' means a dwelling that has been identified as an original dwelling within a local planning policy adopted for the Residential Character Special Control Area;</li> </ul>
		(2)	Objectives
			The objectives for development and planning decision making within RC1 are:
			(a) To ensure the conservation and retention of 'original

dwellings' within the	he
Residential Character CISpec	ANI
Control Area Refered: 11/26/29	<del>1</del> 8
considered to contribute to the	
character of the area.	

- 4. Amend Precinct Plans P5, P6, P10 Sheet A and P12 Sheets A & B by including in the legend a heading "Land Use and Development Controls" and then underneath a black border and number RC1 within the boundaries of the border described as Residential Character Area subject to Division 2 and Schedule E of the Town Planning Scheme Text.
- 5. Amend Precinct Plans P5, P6, P10 Sheet A and P12 Sheets A & B by delineating the Residential Character Special Control Area using a black border and the number RC1 within the boundaries of the border.

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# **PROPOSED**

# LEGEND



Precinct Boundary

#### METROPOLITAN REGION SCHEME RESERVES

NO IB: The Western Australian Planning Commission care of the Ministry for Planning should be consulted for full information on the precise land requirements for all Metropolitan Region Scheme Reserves.

VICTORIA PARK PRECINCT TOWN OF VICTORIA PA

Received: 11/06/201

PRECINCT PLAN P12 SHEET B

NPLANNING SCHEME No.1

OWN OF VICTORIA PARK

Primary Regional Roads



Other Regional Roads

#### TOWN OF VICTORIA PARK SCHEME RESERVES

Parks and Recreation

Public Purposes

Primary School PS

Civic Use

CU/CP Civic Use and Community Purpose

#### TOWN OF VICTORIA PARK SCHEME ZONES

Residential

Local Centre

Residential Planning Code

#### LAND USE AND DEVELOPMENT CONTROLS

Residential Character Special Control Area - Subject to Division 3 and Schedule 7 of Town Planning Scheme Text

#### ADOPTION

Adopted by resolution of the Council of the Town of Victoria Park at the Ordinary Meeting of the Council held on the 14th day of June 2016.

MAYOR

CHIEF EXECUTIVE OFFICER

#### FINAL ADOPTION

Adopted for final approval by resolution of the Council of the Town of Victoria Park at the Ordinary Meeting of the Council held on the and the seal of the Municipality was pursuant to that resolution, hereunto affixed in the presence of :

CHIEF EXECUTIVE OFFICER

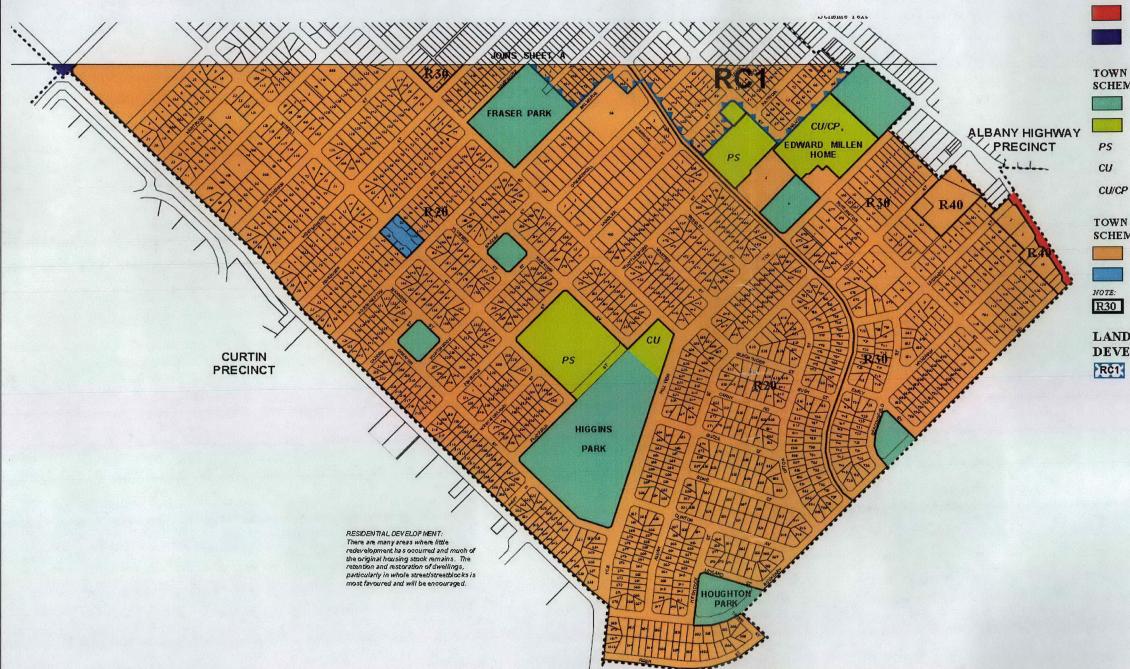
RECOMMENDED FOR FINAL APPROVAL

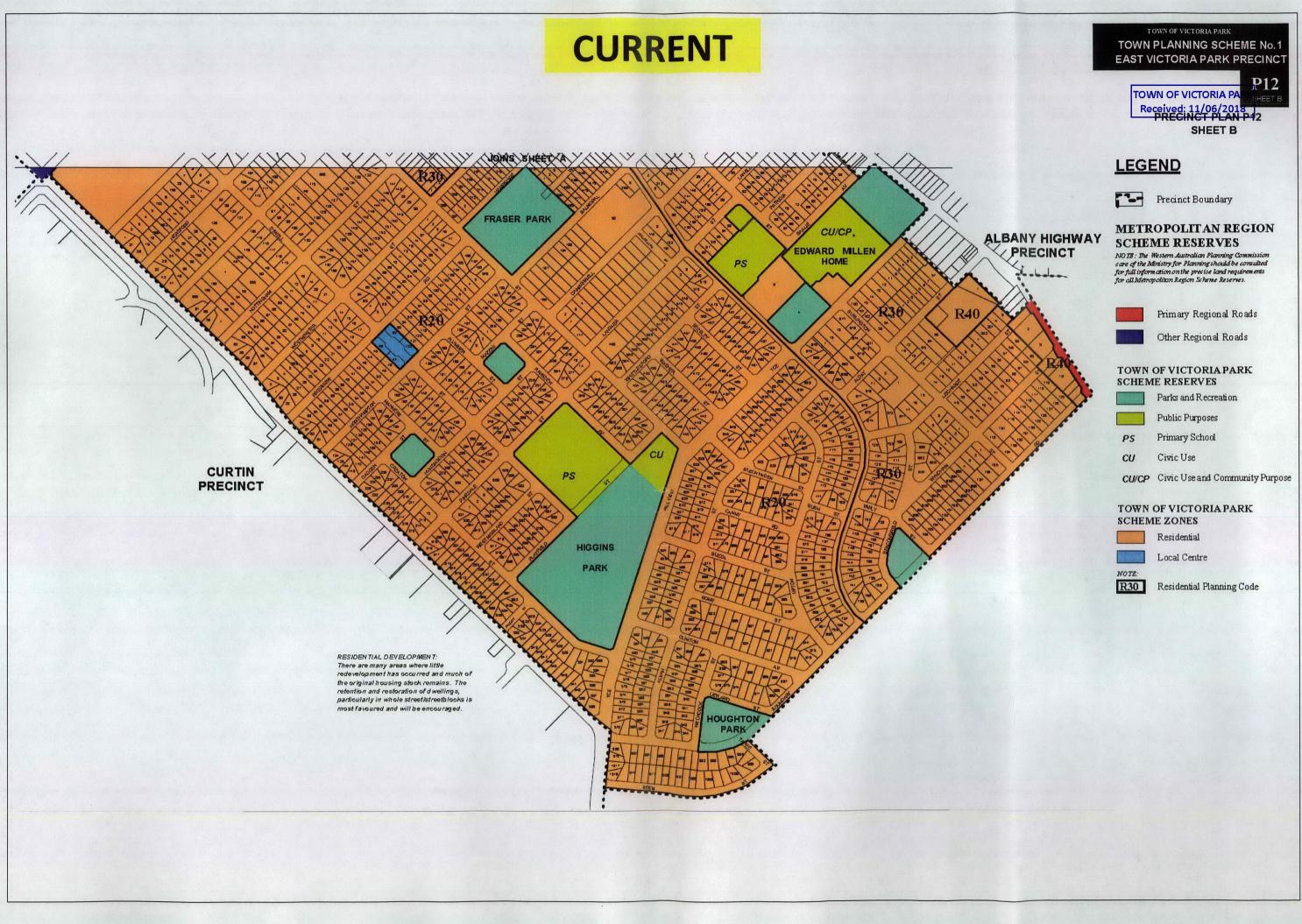
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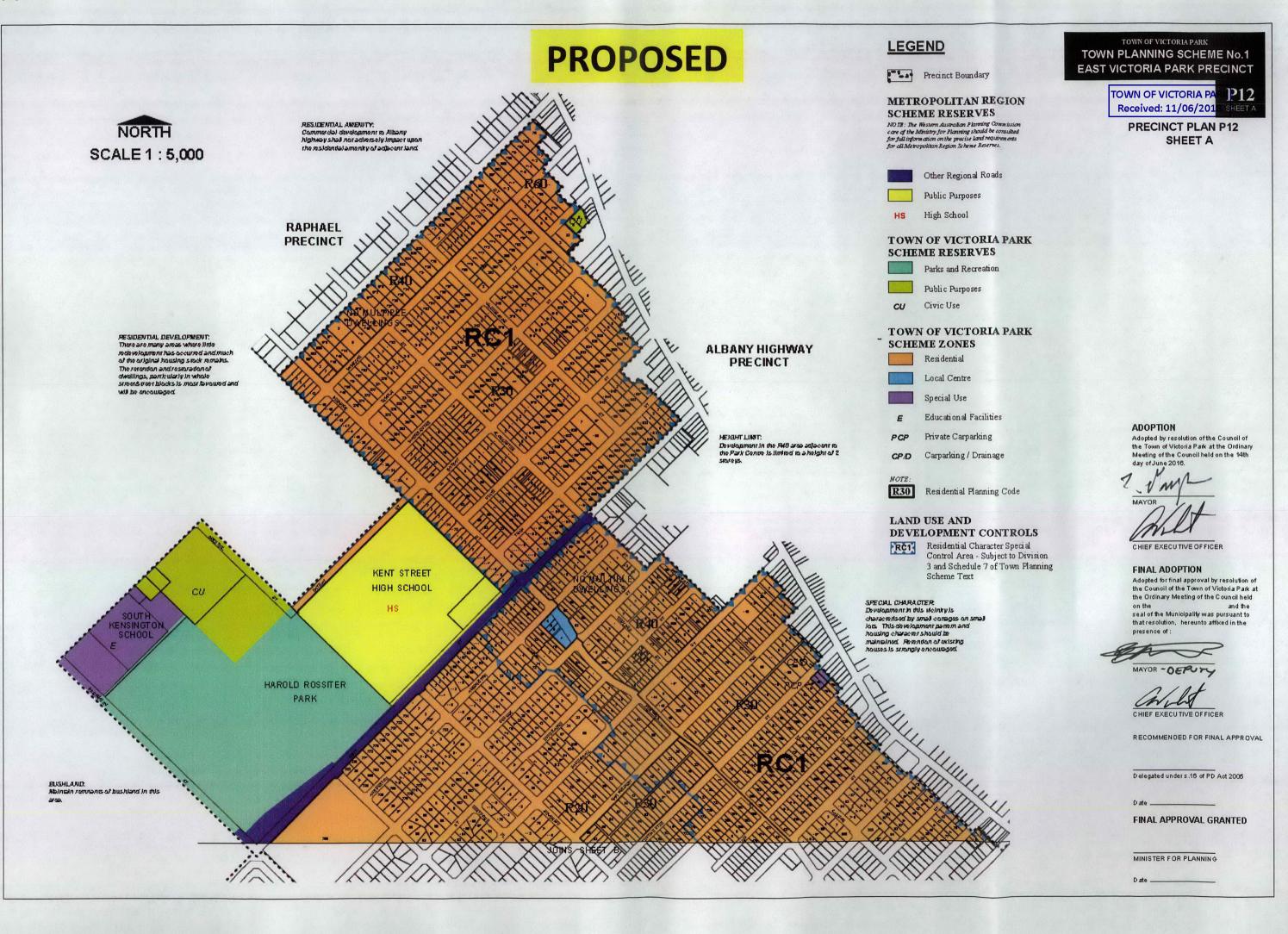
FINAL APPROVAL GRANTED

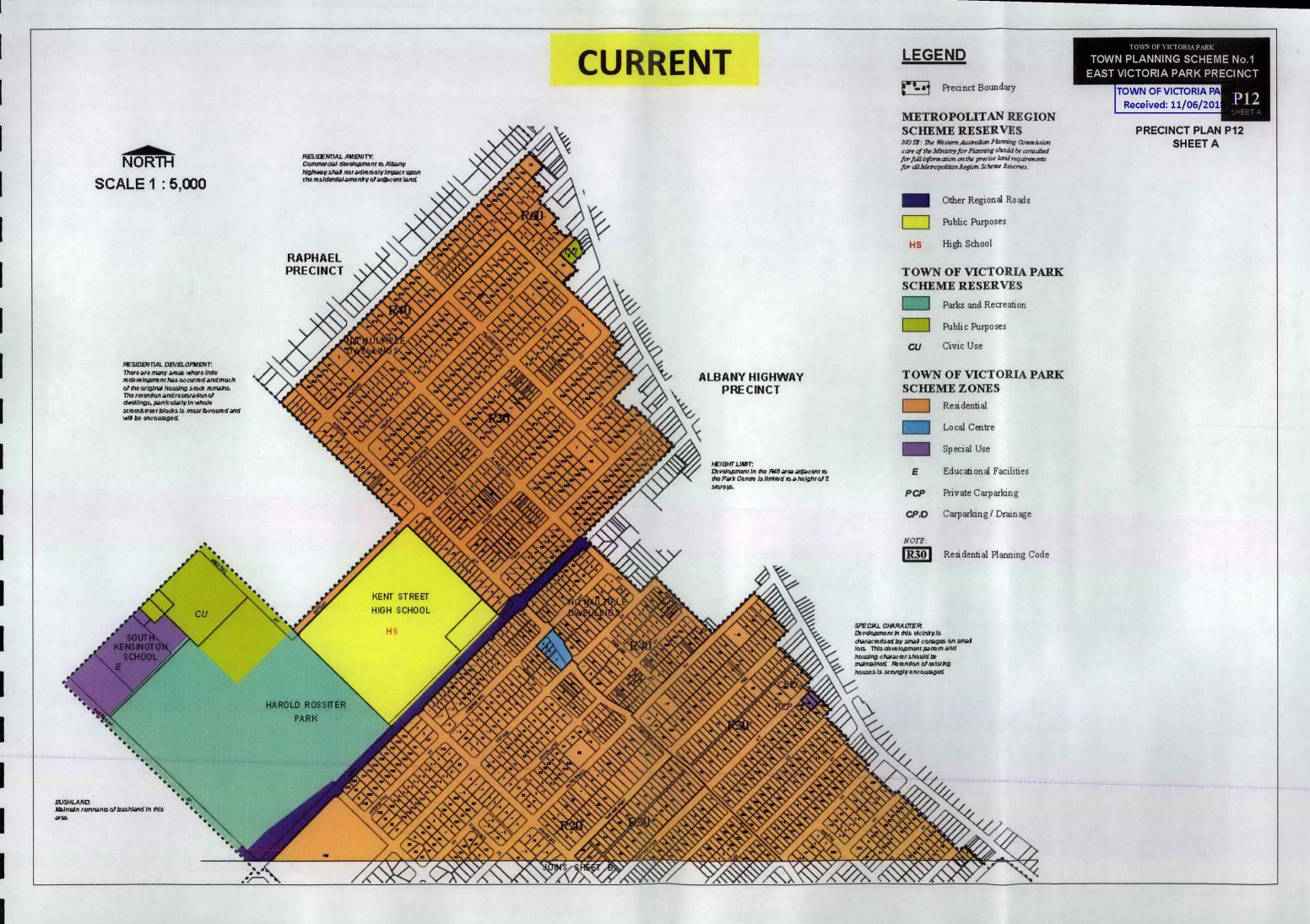
MINISTER FOR PLANNING

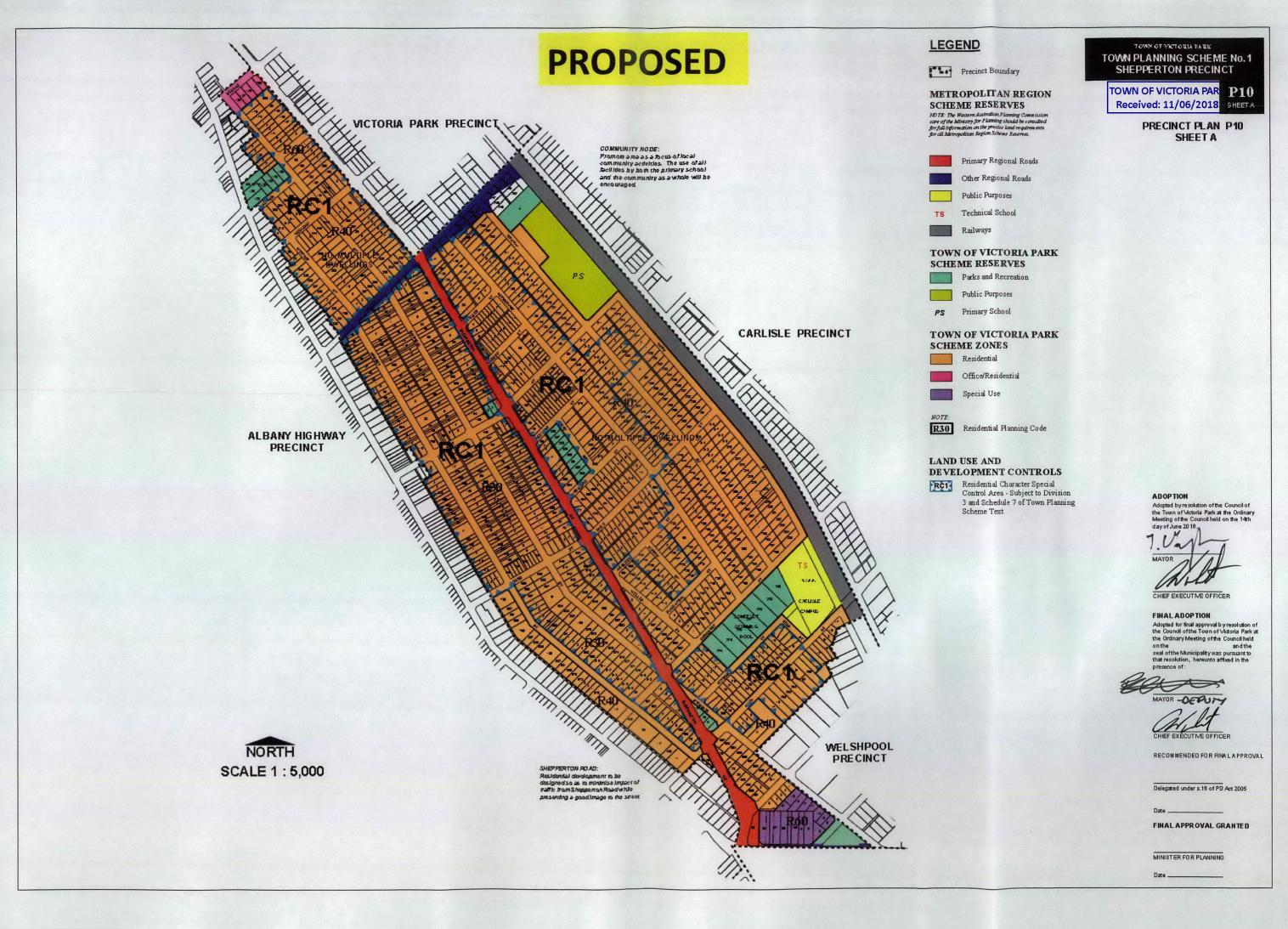
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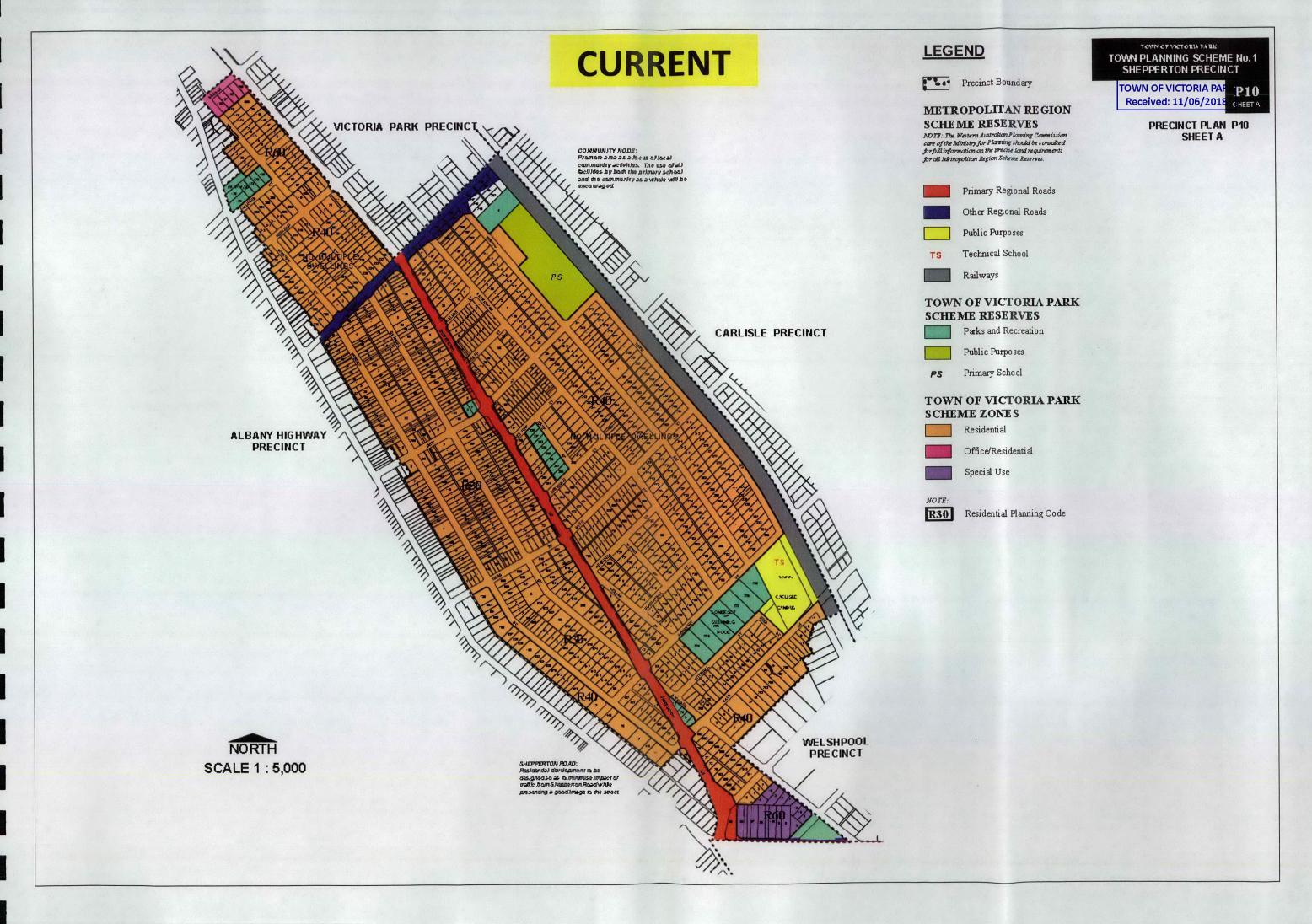


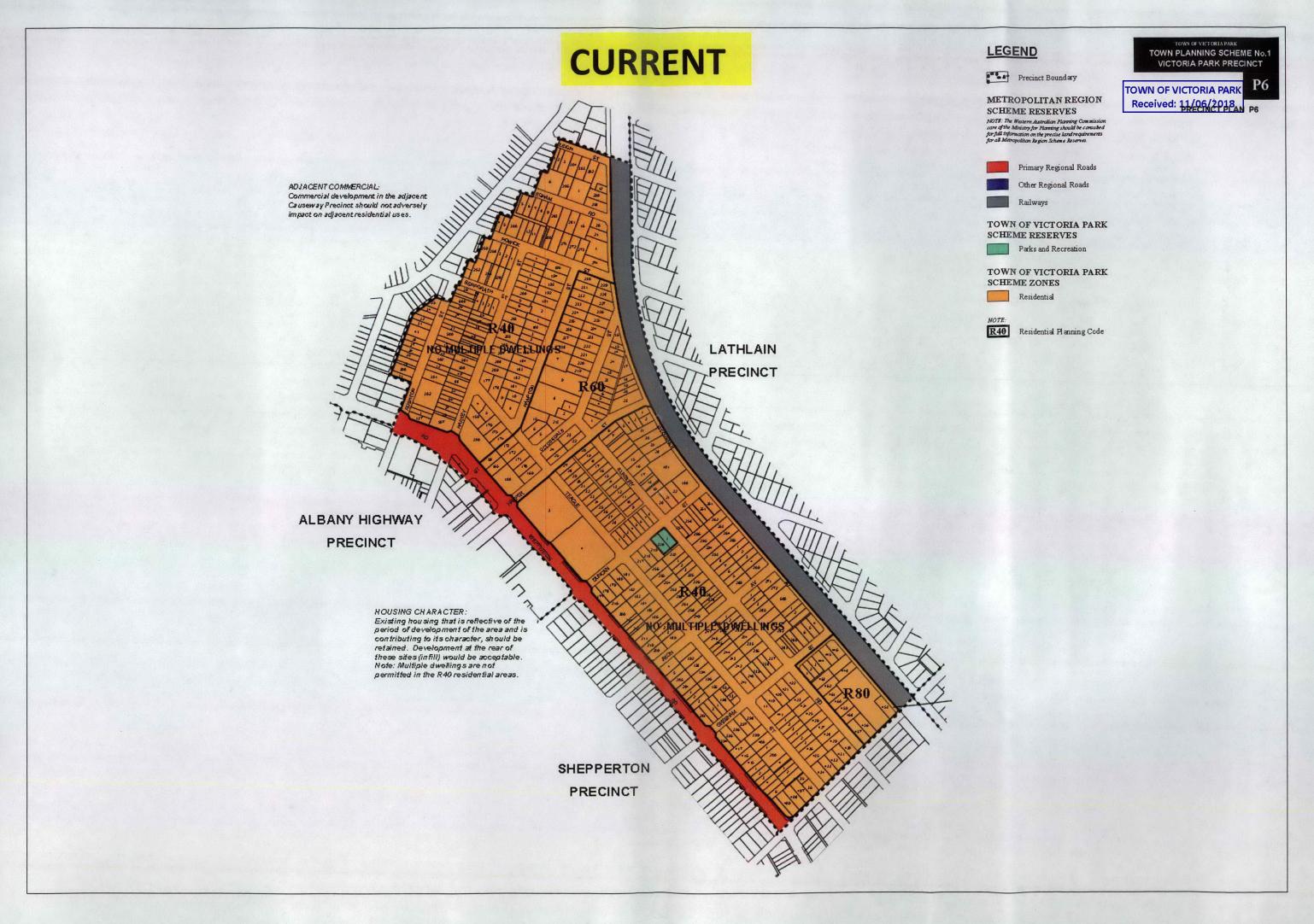


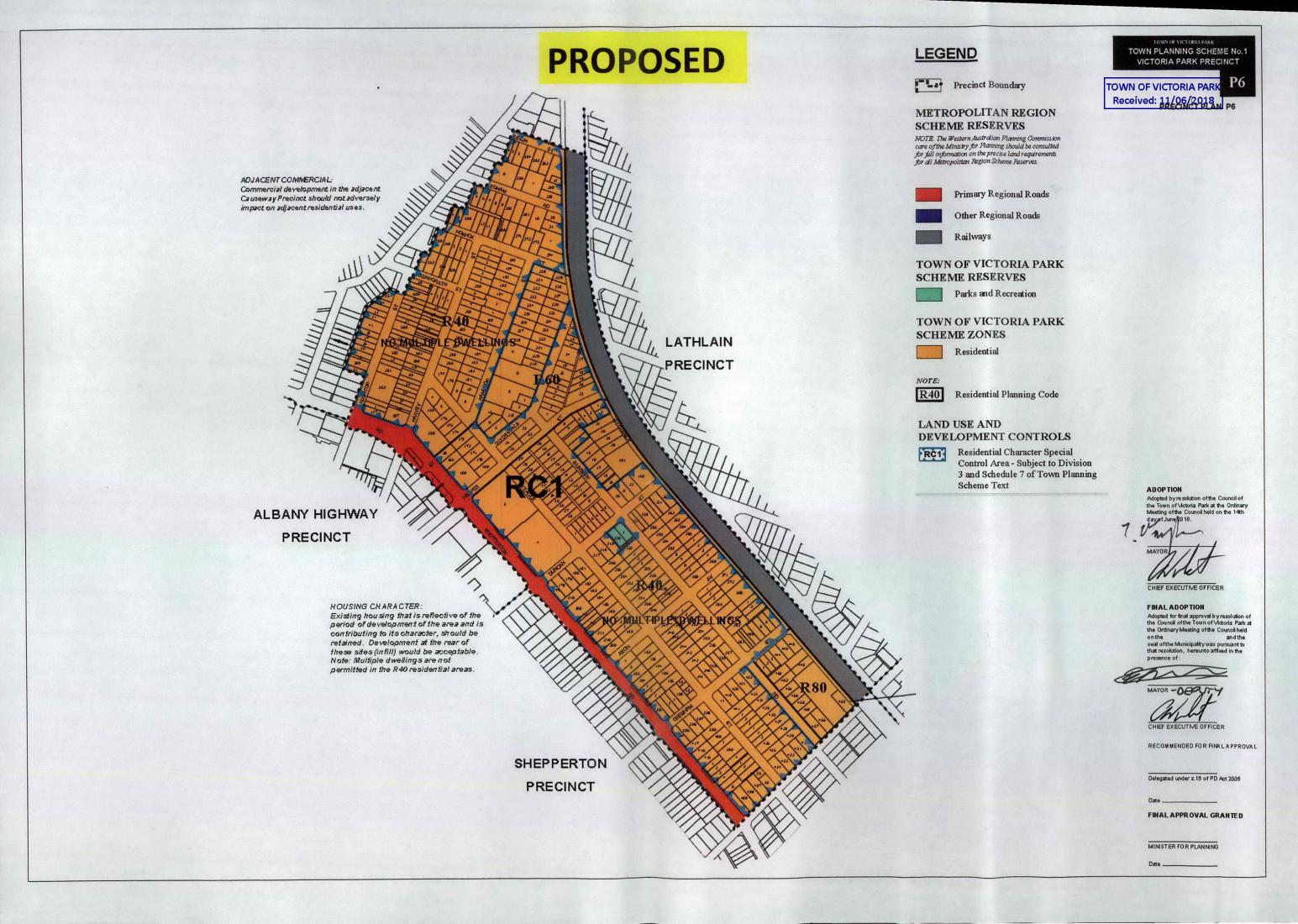




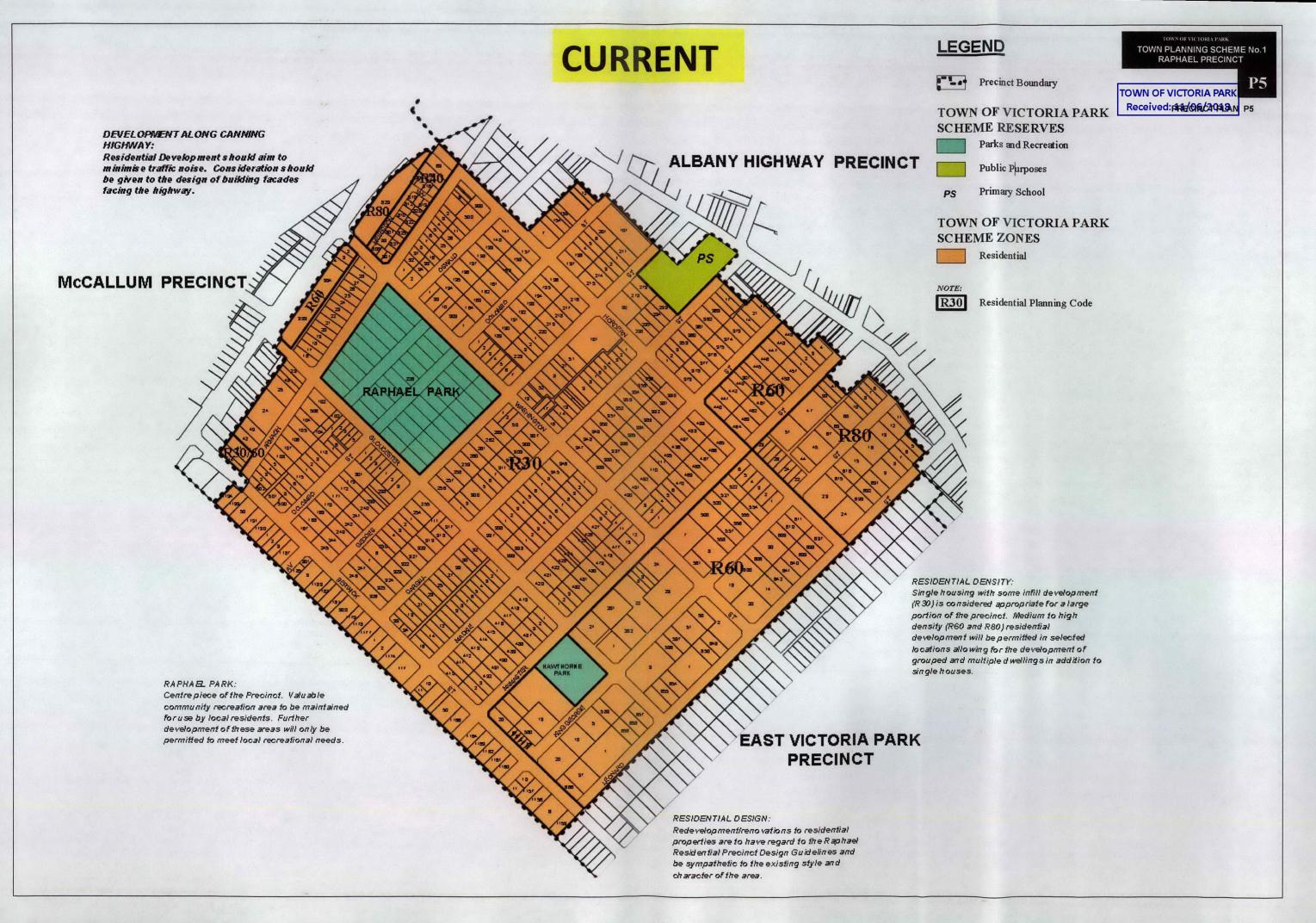












Adopted by resolution of the Council Ordinary Meeting of the Council held or	of the Town of Victoria Park at the the 14 <sup>th</sup> day of June 14 <sup>th</sup> Received: 11/06/2018
	7. Vay/ MAYOR
	CHIEF EXECUTIVE OFFICER
Adopted for final approval by resolution Ordinary Meeting of Council held on 20 and the Seal of the Municipal hereunto affixed in the presence of:	on of the Town of Victoria Park at the the <u>12 th</u> day of <u>Septemb</u> ality was pursuant to that resolution
LVICTOR	MAYOR - DEPUTY
COMMON SEAL PRAH	CHIEF EXECUTIVE OFFICER
Recommended/Submitted	DELEGATED UNDER S.16 OF PD
	ACT 2005  Date:
Final Approval Granted	MINISTER FOR PLANNING

Date:\_