

TOWN OF COTTESLOE



DEVELOPMENT SERVICES COMMITTEE

MINUTES

MAYOR'S PARLOUR, COTTESLOE CIVIC CENTRE
109 BROOME STREET, COTTESLOE
6.00 PM, MONDAY, 15 NOVEMBER 2010

CARL ASKEW
Chief Executive Officer

19 November 2010

DEVELOPMENT SERVICES COMMITTEE

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1 DECLARATION OF MEETING OPENING/ANNOUNCEMENT OF VISITORS

The Presiding Officer announced the meeting opened at 6:03 pm.

**2 RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE
(PREVIOUSLY APPROVED)****Present**

Cr Jack Walsh	Presiding Member
Cr Jo Dawkins	
Cr Ian Woodhill	
Cr Jay Birnbrauer	
Cr Victor Strzina	Late arrival 6:07pm
Cr Patricia Carmichael	
Cr Davina Goldthorpe	
Cr Rob Rowell	Observer

Officers Present

Mr Carl Askew	Chief Executive Officer
Mr Andrew Jackson	Manager Development Services
Mr Ed Drewett	Senior Planning Officer
Mr Will Schaefer	Planning Officer
Mrs Julie Ryan	Development Services Secretary

Apologies

Nil

Officer Apologies

Nil

Leave of Absence (previously approved)

Nil

3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

Nil

4 PUBLIC QUESTION TIME

Nil

5 PUBLIC STATEMENT TIME

Rob Rowell re Item 10.1.1 – 1 Gibney St, Wearne Hostel proposal

Mr Rowell requested deferral of the item in relation to legal and technical considerations at this time. He went on to promote the proposal, subject to the

necessary paperwork to enable it. He explained that the conservation works required under the Heritage Agreement were costly, especially if the space stays empty, hence the rental proposition to offset the expenditure and occupy the rooms for a useful purpose.

6 APPLICATIONS FOR LEAVE OF ABSENCE

Nil

7 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

Moved Cr Dawkins, seconded Cr Woodhill

[Minutes October 18 2010 Development Services Committee.DOC](#)

The Minutes of the Ordinary meeting of the Development Services Committee, held on 18 October 2010 be confirmed.

Carried 7/0

8 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

Nil

9 PETITIONS/DEPUTATIONS/PRESENTATIONS

Nil

10 REPORTS OF COMMITTEES AND OFFICERS

10.1 PLANNING

10.1.1 NO. 1 GIBNEY STREET, COTTESLOE (WEARNE HOSTEL) – PROPOSED ADDITIONAL MINOR OFFICE USE IN UNDERCROFT OF HERITAGE BUILDING

File No:	2083
Attachments:	AerialPhoto,SitePhoto,Justif.pdf
Responsible Officer:	Carl Askew Chief Executive Officer
Author:	William Schaefer Planning Officer
Proposed Meeting Date:	15 November 2010
Author Disclosure of Interest:	Nil
Property Owners:	Curtin Aged Persons Homes (Inc), Town of Mosman Park, Town of Claremont, Town of Cottesloe, Shire of Peppermint Grove
Applicant:	Curtin Aged Persons Homes (Inc)
Date of Application:	05 November 2010
Zoning:	Local Scheme Reserve – Public Purposes – Hospital & Aged Persons Dwelling
Use:	Not applicable
Lot Area:	20649m²
M.R.S. Reservation:	N/A

BACKGROUND

This application proposes a minor additional use of *Office* in the unused undercroft of the original Wearne Hostel building, which is on land reserved for Public Purposes under Town Planning Scheme No. 2 (TPS2).

At present the undercroft is vacant as it is unsuitable for use as part of the aged care facility. Due to the state-level heritage classification of the building, the owners are nonetheless obliged under a Heritage Agreement to maintain the undercroft in good condition. Recently, pursuant to the Part 6 conservation provisions of TPS2, Council gave written consent to the refurbishment of the undercroft, which had suffered water damage and was in general need of repair. This was supported by the Heritage Council (HCWA).

As the cost of these works is significant and the space is vacant, Curtin Aged Persons Homes (CAPH) sees a tenant in the premises as a means of offsetting the expense and ensuring upkeep. The rooms are intended to be leased and occupied by the Western Metropolitan Regional Council (WMRC) administration. Although no physical development is proposed, offices in the undercroft constitute a use additional to *Hospital and Aged Persons Dwelling*, which requires approval by Council.

PROPOSAL

The application has been made by the CAPH and the form signed by the CEO of Mosman Park on behalf of the four member councils as the landowners. A similar process was followed for the previous development application for reconstruction of the heritage summer house. Council is the responsible authority for determining the application under its town planning scheme for its local government area, as distinct from being a co-owner of the land.

The lease is a matter for CAPH to attend to; that is (on the basis it has power to sub-lease) the arrangements between CAPH and the WMRC will be negotiated separately from the planning approval and subject to the parent lease between CAPH and the four local governments.

The proposal comprises offices confined to the 107m² undercroft and does not entail building works. Only internal furnishing / partitioning of the restored and upgraded undercroft space would occur.

The proposed tenant is a body affiliated with local government, rather than a private commercial entity.

STRATEGIC IMPLICATIONS

Does not compromise strategic directions and supports local government activities. Any long term plan for significant new uses or redevelopment at the site would most likely require rezoning, structure planning and other processes before being allowed.

POLICY IMPLICATIONS

Consistent with the principles of heritage incentives / concessions for discretion to foster positive conservation outcomes and to avoid heritage buildings lying idle or poorly maintained.

FINANCIAL IMPLICATIONS

None directly to the Town, but of operational benefit to Council as a member of CAPH.

SUSTAINABILITY IMPLICATIONS

Proposal supports sustainable conservation practices.

STATUTORY ENVIRONMENT

TPS2 and Heritage of Western Australia Act 1990.

PROPOSED LOCAL PLANNING SCHEME NO. 3

Under LPS3 the site is to become a Development Zone, where Office use may be permitted and overall structure planning is required for major development proposals; ie, LPS3 does not prevent consideration of the current proposal and would more readily allow such.

HERITAGE LISTINGS

Place No. 603 on the State Register of Heritage Places. A high-level heritage classification *recognises and protects places of exceptional significance to Western Australia.*

TPS2 Schedule 1: Places of Natural Beauty and Historic Buildings and Objects of Historical or Scientific Interest, which has the protection of the Scheme.

Municipal Inventory Category 1, whereby *Council considers it appropriate to provide maximum encouragement to the owner to conserve the significance of the place.*

CONSULTATION

The application does not involve physical development and was not required to be advertised

The HCWA has been briefed on the proposal and referred to for comment which is awaited.

APPLICANT'S JUSTIFICATION

The applicant has submitted written justification for the proposal, the main points of which are as follows:

- The undercroft space is vacant as it does not satisfy the regulatory standards for aged person's accommodation service provision, and CAPH does not require the area for administration or storage purposes.
- Conservation works to the undercroft are nevertheless required by the HCWA under the Heritage Agreement and are expensive, in the vicinity of \$150,000.
- The non-profit nature of the CAPH operation means that limited funds are available for such works. Leasing the space would assist by off-setting the cost and ensuring ongoing maintenance.
- The tenant is intended to be the WMRC, a body affiliated with local governments. The WMRC has only 6 staff, with normal office hours (8:30am to 5:00pm Monday to Friday) apart from one late meeting a month.
- Vehicular access would be from the existing Warton Street entrance.
- Parking would be provided on site as part of the planned upgrade of the outdoor areas, and would be obscured from the street. Very few vehicle movements are expected during the day – only the CEO and one other staff member would be undertaking non-commuting trips.
- The tenancy is not expected to impact on surrounding areas in any manner.

PLANNING CONSIDERATIONS

Floor area

At 107m² the undercroft area amounts to less than 1% of the 20,649m² site and represents a negligible proportion of the total floorspace.

Location

The location in the undercroft is tucked-away at the back of the CAPH complex and removed from the main entrance and parking on Gibney Street, with its own separate entry to the rooms and established vehicular access to this part of the site. As such the proposed office use would be in a quiet location with limited traffic movements and would not compete for the main parking bays.

Hours

The proposed hours of operation are consistent with normal office hours during the working week and are also compatible with the other activities on site.

Parking

TPS2 has a parking requirement of 1 bay per 40m² of Office space. Hence the minimum of 3 bays required by the Scheme can easily be provided on site as part of the existing parking areas, and in practice it is understood that all 6 staff would have a parking bay. As the undercroft is some 90m from the nearest residence there would be no traffic or parking impact.

Amenity

As no physical development is involved, the built-form amenity aspects of the Scheme are not applicable.

Clause 5.1.2(k) provides for Council to have regard to: *The impact on the general quiet of the locality, including the times of activity, traffic generation, access and parking, and air conditioning, plant rooms and machinery, in relation to neighbouring properties.* The secluded location of the proposed minor office use internal to the site, within an existing building and with existing access and parking, means that it would be remote and have no amenity impact.

No physical development

As the proposal is to occupy existing unused space it does not entail any new building or renovation, hence does not involve physical development per se.

Use

The main planning consideration is that of an additional use at this property. When considering proposals for reserved land, cl 2.3 of TPS2 provides that: *In giving its approval, the Council shall have regard to the ultimate purpose intended for the reserve, which in this case is Public Purposes (Hospital and Aged Persons Dwelling).* This means that the presumption is in favour of the purpose of the reserve, which Council is required to be mindful of, but affords discretion for the consideration of variations.

Note that the land is held as a Lot rather than a Crown Reserve, so it is not the purpose or type of land tenure reserve which is relevant here, but instead the purpose of the local planning reserve classification of the land.

Whether a proposal is seen as appropriate is a question of nature and degree. Temporary or time-limited uses with no consequences may be acceptable. Unrelated private commercial development or a high-impact use, however, would be considered inappropriate unless approved following to the normal rezoning etc processes and with suitable controls. Nonetheless, in some places such as Kings Park, new uses

and developments such as health clubs have been approved as compatible with yet not germane to the purpose of the town planning reserve.

While *Office* use is not the core of the above purpose, it is already a subsidiary part of the CAPH administration in their modern building. The proposition of a small, low-key and local government-based additional office activity in the unutilised undercroft may therefore be seen as reasonable and causing no impact. Although not part of the primary purpose of the reserve, it is compatible with the main use and inoffensive to the surrounds.

The local government organisation nature of the WMRC is essentially a public purpose, which is the basic status of the reserve, and it serves a community need. Also, the WMRC is involved with all four of the CAPH councils.

In this respect guidance is given by clause 1.4 of TPS2 which describes that the general intent of the Scheme *is to direct and control the development of the scheme area in such a way as shall promote and safeguard the health, safety and convenience, economic and general welfare of its inhabitants and the amenities of every part of the district.* The proposal does not conflict with this broad aim.

CONCLUSION

The proposal for a minor additional office use for a local government-related activity, on a local public purpose reserve for a main local government-based activity, is assessed as acceptable. This is because the use is small, low-key, has no impact and does not involve any physical development, plus as it would support the conservation and maintenance of the vacant heritage premises.

Approval to such is unlikely to be taken as a precedent for expansion of the office use or the addition of other unrelated uses or development to the site by this means, and Council has the decision-making authority in each case regardless.

On this basis an approval limited to that space and the WMRC is recommended, with appropriate conditions.

The alternative view would be that the essential purpose of the local planning reserve for aged care should be adhered to and no foreign use supported, even another local government activity, whereby the proposal would not be supported by Council. In that event, rather than receive a refusal, the applicant may wish to withdraw the application or have the matter deferred for discussion and possible further consideration.

VOTING

Simple Majority

COMMITTEE COMMENT

Committee indicated support for the proposal in principle and took further advice from the Manager Development Services in relation to the desirability of deferring the item at this stage. Mr Jackson explained that the current land title, lease and constitutional arrangements contained restrictions which would need to be amended to enable the proposal to proceed, and this required legal advice plus administrative

procedures which would take some time, however, progress may be able to be reported in December. A conditional approval is not favoured as it would pre-empt this review and the processes involved, which still need to be ascertained. Mr Jackson provided wording for a deferral which Committee supported.

OFFICER & COMMITTEE RECOMMENDATION

That Council GRANT approval to Office use of the undercroft rooms in the historic Wearne Hostel building on Lot 555 (No. 1) Gibney Street, Cottesloe, in accordance with the application received on 5 November 2010, subject to the following conditions:

1. The support of the Heritage Council of Western Australia to the proposal, prior to occupation.
2. Confirmation that the applicant has power to sub-lease, to the satisfaction of the CEO of the Town of Cottesloe, prior to occupation.
3. This approval is limited to Office use only, by the Western Metropolitan Regional Council (WMRC), with a maximum of six employees, in the subject undercroft area and for a period of five years from the date of the decision letter. Continuation beyond that time shall require a prior fresh application and approval.
4. Six car parking bays for the WMRC employees shall be provided near the undercroft, grouped together, and marked or sign-posted for their exclusive use during their attendance, all to the satisfaction of the Manager Development Services. The details of this are required to be submitted to the Town for approval prior to occupation of the undercroft.
5. Signage does not form part of this approval. Any proposed external signage to the premises or property for the WMRC requires further application to and approval by the Town of Cottesloe.
6. Any future operational changes, including an increase in the number of employees, or physical changes, including structural, conservation or repair works, or change or use, proposed by any party shall require further applications to the Town of Cottesloe for determination.

COMMITTEE RECOMMENDATION

Moved Cr Dawkins, seconded Cr Woodhill

That Council defers consideration of the application, pending further examination by officers and the applicant as to whether there is the ability to permit the intended use and sub-lease, having regard to the existing land tenure, lease and applicant's constitutional arrangements.

Carried 7/0

10.1.2 MULTI UNIT HOUSING CODE FINALISED – FOR COUNCIL'S INFORMATION

File No: D09/12246
Attachments: [Proposed amendment to the residential design codes.pdf](#)
Responsible Officer: Carl Askew
Chief Executive Officer
Author: Ed Drewett
Senior Planning Officer
Proposed Meeting Date: 15 November 2010
Author Disclosure of Interest Nil

INTRODUCTION

This report updates Council on changes to the Residential Design Codes (RDC) to include a Multi Unit Housing Code (MUHC) that was approved by the Western Australian Planning Commission (WAPC) and the Minister for Planning on 19 October 2010. The new provisions will be gazetted on 22 November 2010 and take effect from that date.

BACKGROUND

The MUHC enhances the existing RDC by providing additional built form provisions for multiple dwellings and the residential component of mixed-use developments.

On 14 December 2009 Council considered a discussion paper and guidelines on the proposed MUHC that was being advertised by the WAPC and resolved to:

1. *Advise the Department of Planning and WALGA that it notes and supports the proposed Multi Unit Housing Code and Explanatory Guidelines.*
2. *Requests that the technical comments made in the Officer's Report be taken into consideration before the new Code is approved by the Minister for Planning.*
3. *Urges the Minister to incorporate Universal Access Design principles and standards into the new Code.*

The WAPC received 49 submissions during advertising from a range of organisations and industries, predominantly from local governments. The majority of submissions supported the proposal with suggestions for improvement or amendments.

A copy of the previous report to Council is attached, together with a chart of the changes endorsed by the WAPC following advertising.

SUMMARY OF CHANGES TO MUHC

The WAPC has considered the submissions received, including Council's, and made a number of textural amendments. The main changes are outlined below:

Building size (plot ratio)

- Introduction of a maximum plot ratio of 0.5 for multiple dwellings in R30 areas, in lieu of the 0.6 originally proposed.
- Modification to maximum plot ratios in Activity Centre areas (R-AC). *This is not relevant to the Town of Cottesloe under its current or proposed Scheme.*
- Definition of plot ratio in the RDC to exclude space below natural ground level, bin storage areas and passageways thereto, or balconies needing to be open on at least two sides.

Building height

- Maximum building heights in Activity Centre areas are stipulated in addition to the RDC provisions. *This is not relevant to the Town of Cottesloe as the height provisions in Town Planning Scheme No. 2 (and proposed LPS3) prevail.*

Street setback

- Inclusion of primary setbacks, with modification to requirements for R50 density and above.
- Reinsertion of secondary street setbacks, with modification to current requirements for R50 density and above, for consistency with primary street setback requirements.

Side and rear boundary setbacks

- Reinsertion of existing RDC provisions for R30-R60 densities.
- Simplification of side and rear setback requirements for R80-R160 and R-AC densities.
- Inclusion of permitted zero setbacks to one side boundary, subject to satisfying certain requirements.

Maximum site cover

- Inclusion of the term 'open space' rather than 'maximum site cover', with a minimum 45% being required in R30-R60 densities, consistent with current provisions for single and grouped dwellings.

Unit size

- Requirement for a minimum percentage of 1 and 2 bedroom dwellings where multiple dwellings contain more than 12 dwellings.
- Introduction of a minimum plot ratio area.

Parking

- Specific parking requirements apply with reductions if development is located within 800m of a train station or within 250m of a high frequency bus route.
- Minimum requirements for bicycle spaces.

- Vehicle spaces to be fully concealed from the street or public place.

Solar access / overshadowing

- Remains similar to existing requirements but only applicable to developments adjoining R60 or lower densities.
- No overshadowing controls apply to densities above R60.

Visual Privacy

- Remains similar to existing requirements but is only applicable to developments adjoining R60 or lower densities.
- No visual privacy controls will apply to areas above R60 density.
- Height of required screening modified to reflect existing Codes. *This was requested in Council's submission to the WAPC.*

CONCLUSION

Following gazettal, the changes endorsed by the WAPC and Minister will be binding on Local Governments as part of the RDC with respect to the assessment of new proposals for multiple unit development or mixed-use development in areas coded R30 and above.

The MUHC provisions will be of benefit for this type of housing and compatible with the Council's approach to such development in the Town Centre, for example. The MUCH will be applied pursuant to TPS2 and future LPS3 in the normal manner, and the schemes will prevail where their provisions override the codes.

Council's request to include universal access design principles and standards in the MUHC has not been taken-up, however, these requirements will continue to be addressed by planning and building applications in the normal manner.

VOTING

Simple Majority

COMMITTEE COMMENT

Committee queried the application to the MUHC in general and to Cottesloe. Officers explained that it was intended for town centre type areas or new housing areas with appropriate zoning and density coding, such as the railway lands area which under proposed LPS3 is a Development Zone to have structure planning with a view to accommodating mixed uses and more dense development.

OFFICER & COMMITTEE RECOMMENDATION

Moved Cr Woodhill, seconded Cr Strzina

That Council notes the modifications to and finalisation of the Multi Unit Housing Code.

Carried 7/0

10.2 GENERAL

10.2.1 BRIEFING ON DIRECTIONS 2031 REGIONAL PLANNING STRATEGIES

File No: SUB/100-06
Attachments: [Directions 2031 pt 2.pdf](#)
[Directions 2031.pdf](#)
Responsible Officer: Carl Askew
Chief Executive Officer
Author: Andrew Jackson
Manager Development Services
Proposed Meeting Date: 15 November 2010

INTRODUCTION

This item briefs Council on the State Government's latest Perth metropolitan planning strategy and associated measures, in general plus with particular reference to Cottesloe, which have been prepared by the Western Australian Planning Commission (WAPC).

Directions 2031 and Beyond: metropolitan planning beyond the horizon (final report) published in August this year is the overall broad metropolitan planning strategy giving direction to development of the Perth-Peel region.

The draft *Central Metropolitan Sub-regional Strategy* was released conjointly and supplements the overarching strategy, providing more detail on the strategic methodology, desired targets and implementation means. It is open for public comment to 29 November 2010 – hence this advice to Council – before a final sub-regional strategy is prepared and disseminated.

In addition, *State Planning Policy 4.2: Activity Centres for Perth and Peel* came into operation on 31 August 2010 as the key regional instrument regulating multi-purpose activity centres.

Selected extracts from the documents are attached to illustrate the discussion in this item.

DIRECTIONS 2031

This is the strategic planning vision and spatial framework for future Perth. It builds on previous metropolitan strategies and replaces *Network City* circa 2004. In essence, it is a statement of intent towards achieving a consolidated, interconnected and sustainable city, aimed at accommodating population growth of half a million by 2031, to an ultimate total of some 3.5 million around 2056. It looks at land use patterns, transport systems, infrastructure provision and environmental management as a whole.

Five themes with objectives are identified, for a city which is liveable, prosperous, accessible, sustainable and responsible. Each has a set of more definitive principles to be pursued.

Three elements are devised to guide the metropolitan structure in an integrated manner: activity networks, movement networks and green networks. The growth strategy is grounded in population forecasts and the coordination of urban development. It embodies a tangible approach to implementation via the sub-regional strategy methods and supporting actions, including:

- An Urban Expansion Management Program (especially for housing land supply) and the continuing Urban Development Program.
- An Activity Centres Policy and the development of these centres.
- A 20-year public transport plan.
- Sub-regional structure plans.

The strategy oversees the development of activity centres, roll-out of infrastructure, facilitation of infill urban development and provision of transport networks. An implementation plan is mindful of short, medium and long term and ongoing initiatives to realise the themes. This includes a matrix of lead agencies, partners and stakeholders in relation to the objectives and principles listed.

Local government is seen to have a vital collaborative role to play, with responsibilities for consultation, fine-grained planning and approvals processes. Local planning strategies and schemes, local structure plans, precinct plans and activity centre plans are the main tools to be utilised.

The focus is on responding to population, dwelling and employment projections by containing urban expansion and fostering urban infill. Several sub-regions are classified and targets for increases in these parameters are specified. The central sub-region comprises the 19 local governments in the inner and middle sectors: Bassendean, Bayswater, Belmont, Cambridge, Canning, Claremont, Cottesloe, East Fremantle, Fremantle, Melville, Mosman Park, Nedlands, Peppermint Grove, Perth, South Perth, Stirling, Subiaco, Victoria Park and Vincent.

COMMENT

The themes, objectives and strategies underpinning the regional planning direction are credible contemporary principles commonly pursued at all levels of government. These aspirations tend to be echoed in Council's strategic plans and operational programs. Therefore, satisfying such local planning intentions are steps towards satisfying regional planning requirements.

CENTRAL METROPOLITAN SUB-REGIONAL STRATEGY

The sub-regional strategy applies the Directions 2031 parent strategy by way of guidance for practical implementation at the local level. It covers the policy framework, sub-regional context, future direction and governance aspects. The component means entail as follows:

- Housing targets, affordability and choice.
- Planned urban growth areas – ie, small-scale incremental development, transit-oriented development (TOD) and urban corridors.
- Activity centres.
- Transport networks

- Infrastructure coordination.
- Governance roles and responsibilities – including funding prospects, approvals processes and monitoring/review.

As such the sub-regional strategy correlates with local planning to firm-up on development opportunities/potential, priorities for action, employment/economic support, and transport/services delivery.

Housing and employment targets are at the core of the sub-regional strategy as a reflection of handling population growth. In the next 20 years the sub-region's population is expected to increase by nearly 30% to over 0.9 million, needing approximately 121,000 new dwellings, to be accommodated creatively yet sensitively into the established suburbs. This calls for greater density and intensity of development, together with better public transport, improved facilities and enhanced amenity. Existing activity centres are flagged to undergo expansion/revitalisation, while innovative and quality urban design is advocated.

The draft housing target for Cottesloe for this horizon is 1300 dwellings. The targets were formulated in consultation with local governments and service authorities, so are a fair indication of available locations and feasible yields. This is subject to removing constraints, carrying-out consultations, undertaking detailed planning and administering approvals processes.

It must be appreciated that the housing target is not one-dimensional, as housing demand is more than merely numeric, owing to demographic trends; ie, aging population, decreasing persons per household and other dynamics. In terms of housing supply, the estimated demand for new dwellings in Cottesloe (allowing for demolitions) is some 474 over a 10 year period. Matching dwelling types to the population profiles is a vital consideration, having regard to location, diversity/ choice and availability/affordability.

The WAPC is serious about applying the housing targets. Following a review of submissions on the sub-regional strategy the WAPC intends to adopt the finalised housing targets as policy. This will give direction to local planning strategies and schemes to plan for the targets; eg, by zones, densities, housing types, development standards, detailed plans, local polices, incentives/concessions and so on.

Planning reforms, including streamlined structure planning, the Multi Unit Housing Code (MUHC) and Development Assessment Panels (DAP) are being enacted to enable the regional strategies and local proposals.

The five strategic themes mentioned above are articulated in a table with actions, lead agencies, partners and timeframes.

Planned urban growth areas are defined and refined in maps. Cottesloe falls within Quadrant 2, and is shown as having a number of minor growth areas (ie, 10-399 dwellings); located at the beachfront, train stations and development areas. The Stirling Highway corridor is shown as a major growth area (ie, 1000+ dwellings). At this stage there are no major TOD sites identified in the district – the Town Centre/railway lands is not shown in that category. Cottesloe Beach is shown as metropolitan attractor, ie, a magnet for visitors, generating transport demand and

possible consideration of higher density residential development. The regional transport routes and coastal open space in Cottesloe are recognised as main urban elements.

In summary, Cottesloe does not qualify as a key growth area; however, it offers small-scale incremental development capacity by virtue of scheme zonings/densities, potentially available sites, future redevelopment projects and the high amenity exhibited by the locality.

A prescription for TOD and urban corridors is given in the sub-regional strategy – for the latter the SHACS concept is elaborated upon, including transit by bus, car and bicycle, the nature/magnitude of redevelopment, and built form guidelines.

Urban renewal and infill is where local governments are seen to have a main role. In this regard the sub-regional strategy promotes that councils reach beyond their normal planning and regulatory responsibilities and prepare to actively participate in such projects; eg, by directly undertaking development, joint ventures, underwriting projects, land assembly and partnerships. The State Government is examining how to assist this flexibility, including any legislative restrictions.

Local government case studies are cited and the WESROC is given as an example, noting the density study produced. The roles of the private sector and State Government in achieving housing density targets are discussed. The Urban Development Program will monitor infill growth statistically and distribution-wise. A new, high-powered redevelopment authority is contemplated, subject to legislation succeeding.

Appendix 3: Planned Urban Growth Areas gives a break-down of such sites for each local government. For Cottesloe the locations and estimated dwelling yield (assuming 85% take-up) are:

<i>Growth Area</i>	<i>Dwelling Yield</i>
Town Centre TOD	204
Grant St station TOD	17
Swanbourne station TOD	17
Central beachfront	85
OBH site	85
CBH site	43
South Cottesloe	85
Depot site	17
Wearne site	43
WAIDE site	51
<i>Total</i>	<i>647</i>

Appendix 4: Compendium of Examples Planned Urban Growth Areas is a useful reference for planning, urban design and development purposes.

Appendix 5: Potential Capital Works Projects List includes the Cottesloe electricity sub-station and construction of Curtin Avenue to North Fremantle, which confirms the status of these infrastructure components in the sub-region.

COMMENT

Council in July 2007 as part of the scheme review received a report on *Indicative Development Potential of Railway Lands and Comparative Density Increases* and in July 2010 received a report on *Government Request for Surplus Land Information*. Copies of these reports and Council's resolutions are attached and convey substantial background information about Council's efforts and outlook in addressing local and regional strategic planning matters.

The population estimates and indicative dwelling yields have been prepared by the Department of Planning (DoP) and local governments over time, having regard to site availability, zoning, density-coding, lot sizes, dwelling types, height controls, and other planning and development aspects. As many factors are involved the projections are not meant to be absolutely definitive and do not dictate the final built form or height of development.

The DoP has previously acknowledged that defined development precincts and planned pockets of density increase better achieve dwelling and population gains than simply increasing density codes in developed areas.

The growth areas shown in the sub-regional strategy correspond with proposed LPS3, which incorporates Development Zones at the OBH, depot, Wearne, WAIDE and railway lands sites. LPS3 also provides for greater residential densities near the beachfront, recognises the opportunity for short-stay accommodation at the hotel and other beachfront sites, and encourages mixed-use commercial/residential developments in the Town Centre.

Council in the Enquiry by Design with the DoP examined how land use, building height and form, urban design and public domain improvements can enhance the beachfront and foreshore locality while preserving its special qualities.

It is too simplistic to align population growth and housing supply automatically with medium or high-rise development, because the function, context and sense of place of each locality ought to be carefully planned and development sensitively managed. Similarly, it would be arbitrary to prescribe a universal built form to fulfil a broad-brush strategic objective, because each precinct is unique and should be shaped with community support by proper consultation processes.

Council through its studies for LPS3 in relation to the railways lands and Town Centre has ascertained that the area may absorb buildings of up to four or five storeys, subject to detailed structure planning and urban design, in a way which would avoid the adverse impacts and undesirable consequences demonstrated to be caused by taller buildings along the beachfront. At the same time it will be important to preserve the traditional village character and amenity of the Town Centre.

Creating a TOD on the railway lands around the station, linking to the Town Centre and overcoming the barrier-effect of Curtin Avenue and the railway line to improve east-west connectivity, is a vision which Council has explored in depth and is very much in keeping with the Directions 31 and Sub-regional Strategy framework, whereby Cottesloe can make a significant contribution to housing supply/diversity, activity centres and transport innovation.

In these ways appropriate developments can suitably located and shared amongst the beachfront, development zone and other parts of the district in meeting regional and local planning objectives.

The focus on housing supply, diversity and markets needs to be tailored to Cottesloe in relation to local character, heritage, amenity, topography, climate, built form and so on. Cottesloe already has a quite large proportion of medium density housing as well as short-stay accommodation. Especially, the suburban layout, land value and lifestyle attraction of Cottesloe have stimulated high-calibre residential design and development, including sustainability features, coastal weather considerations, technology, housing suited to the retirement-aged, architectural and engineering innovation, and distinctive styles. Council's planning controls have been a vital pillar of this success, with height limits, uniform setbacks, protection of privacy, and so on combining to manage sites, streetscapes and amenity for a high standard urban environment.

The intended regional policy to guide local governments to achieve housing targets through their statutory planning instruments will be of primary interest to Council. It would generate planning work for the Town's officers and consultants (eg, to prepare structure plans; and at a cost) and could require scheme amendments (which under the planning reforms the Minister may direct to comply with policy). Nonetheless, as the statutory processes for the making of regional policy, scheme amendments, structure plans and local policy entail consultation, there will be further opportunities for stakeholders and the community to influence appropriate measures and outcomes for the Cottesloe localities involved.

ACTIVITY CENTRES POLICY

This is a pivotal policy for the metropolitan strategy and a more sophisticated instrument than in the past. Activity Centres are envisaged to contain a diverse range of uses and be well-served by public transport. As with preceding policies a hierarchy of centres still applies; however, there are no longer retail/ commercial floor-space limits, subject to those uses not dominating.

The policy prescribes objectives, provisions, and implementation means in considerable detail. The provisions address activity, movement, urban form and other aspects in a comprehensive fashion – examples are the intensity of activity, residential density and transport modes. A useful tool is *Table 3: Activity Centre Functions, Typical Characteristics and Performance Targets*.

The implementation section is very thorough. *Figure 2: Key Policy Requirements for Implementation* refers. Local planning mechanisms involved include strategies, schemes, structure plans and development control. Retail needs assessment and housing density targets are two of the techniques stipulated. *Table 7: Activity Centre Structure Plan Content and Performance Indicators* refers. *Appendix 2: Model Centre Framework* sets out at length how to do this level of planning.

The Cottesloe Town Centre is classified as a district centre, consistent with its size and function, and has the advantage of a train service. Cottesloe Beach is listed as a metropolitan attractor, being a significant tourist/recreation destination. Stirling Highway is an Activity Corridor spine, with the current *Stirling Highway Activity*

Corridor Study (SHACS) exploring the concept of concentrating development along that route.

COMMENT

The Cottesloe Town Centre is a comparatively small, confined hub with a main-street layout of traditional premises and a village atmosphere. It is very walk-able, has good traffic circulation, considerable parking (albeit in constant demand) and comprises a diverse collection of local shops, services, offices and eating/drinking venues. It is accessible by car, bus, train, cycle or foot, and has a synergy with the Cottesloe Central shopping centre and The Grove Library across the highway.

The northern and southern portions exhibit a degree of redevelopment potential, which Council has examined, while there is substantial latent development potential from the railway westward to existing Curtin Avenue, which is the primary opportunity to augment the Town Centre by a TOD, with an emphasis on housing supply and choice.

PLANNING IMPLICATIONS FOR COTTESLOE

Over recent years Council has undertaken a number of local planning initiatives which link to the thrust of this regional planning direction and umbrella arrangements, including:

- Corporate strategic planning through its Future Plan/Action Plan.
- The Local Planning Scheme Review, entailing the initial Beachfront Site Investigations and Design Guidelines as well as Town Centre Study, Local Planning Strategy, proposed Local Planning Scheme No. 3 (LPS3) and draft scheme policies.
- The related Enquiry by Design stakeholder and community engagement exercise, which produced the draft Foreshore Concept Plan, Building Design Controls for the two beachfront hotel sites and Preliminary Structure Plan for the railway lands west of the Town Centre.
- A more detailed Foreshore Redevelopment Plan and implementation strategy.
- Examination of optional solutions for Curtin Avenue and the railway, having regard to east-west connectivity, the Town Centre and urban development.
- Studies of potential parking and mixed-use redevelopment sites in Station Street, including design guidelines.
- The Town Centre Public Domain Infrastructure Improvement Plan Study.
- Participation in the SHACS (which is yet to be completed and adopted).
- The WESROC Study of Land Use Patterns and Residential Densities in the Western Suburbs.
- Examination of urban infill opportunities for the Development Zones under LPS3, including the railway lands and existing depot site.
- Examination and response regarding Government request for surplus land information.
- Contributions to population and housing forecasts.
- Submissions on Planning Reforms and the Multi Unit Housing Code.
- Consideration of funding sources in relation to these planning, development and works proposals.

This provides a foundation for Council to respond to regional strategies, policies and studies at the local planning level through various implementation means, such as structure planning for the Development Zones pursuant to LPS3. Importantly, it has also embraced community consultation, liaison with state government agencies and concept urban designs, to gain a head-start on prospective planning and redevelopment projects.

The imminent feedback from the WAPC and Minister for Planning on proposed LPS3 as lodged for final approval will inform Council to what extent regional planning objectives are seen to be balanced with local planning considerations. The present phase of planning reforms, regional strategies and activity studies is anticipated to have a bearing on the content of the Scheme and as a result the process may become drawn-out.

Regarding population growth and dwelling supply projections, LPS3 identifies several Development Zones for more detailed planning; especially the vacant Government land around the railway station, for development in a manner which overcomes the barrier-effect of Curtin Avenue and the railway to improve east-west connectivity.

This is a goal which Council has examined in depth and is closely aligned with the Directions 2031 and Sub-regional Strategy framework. There is positive scope for a TOD capitalising on the Town Centre and railway station, as well as addressing the road and rail infrastructure, connectivity, activity centre development, housing supply and diversity, and urban design and amenity. The ability to be properly planned for greater building density and scale, where development caters for mixed uses, interfaces effectively with multiple transport modes and has less impact than on the beachfront, is a discerning attribute of this locality.

In all instances Council's goal is for well-designed outcomes within the district as part of managing metropolitan Perth's growth whilst retaining the qualities that constitute Cottesloe's renowned character, heritage and sense of place.

CONCLUSION

The *Directions 2031* suite of strategic and policy documents are a logical evolution of metropolitan planning for Perth as the city matures, morphs and responds to emerging social, economic, environmental and political phenomena.

The more complex and rigorous approach taken to managing metropolitan growth pressures translates into prescriptive objectives and targets for local governments to address, along with implementation measures to bring about constructive changes.

While the overall strategic direction and guiding principles and objectives are fundamentally plausible, it is imperative that local area planning and community consultation remain at the forefront of determining the detail, form and method of urban restructuring and development proposals.

Cottesloe is a largely developed central suburb with reasonable potential to contribute additional dwellings. However, the target of 1300 new dwellings equates to almost a 36% increase on the existing number in the district, which even if spread over 20+ years appears ambitious, as the suburb is not ripe for wholesale

redevelopment. The challenge will be to locate, plan and develop denser and more diverse housing so as to retain character, protect amenity and enhance lifestyle.

Council, due to its proactive strategic and statutory planning for the scheme review and related matters, is well-positioned to engage and collaborate in finding the best solutions for Cottesloe. Nonetheless, some of the planning reforms being introduced are a concern with respect to ensuring preferred outcomes, and funding sources are limited.

VOTING

Simple Majority

OFFICER RECOMMENDATION

Moved Cr Birnbrauer, Cr Dawkins
That Council:

1. Notes this briefing on the new regional planning strategies and policy.
2. Makes the following comments in a submission to the WAPC on the Central Metropolitan Perth Sub-regional Strategy:
 - a. Council recognises that Cottesloe has a comparatively small yet important share of infill urban housing to contribute over time to assist in accommodating regional population growth, as well as a significant urban regeneration role in relation to regional transport routes and activity centres.
 - b. Council in recent years through its scheme review and associated studies has been proactive in examining regional and local planning issues and requirements in order to ascertain the most appropriate solutions for the various localities and circumstances involved.
 - c. This provides a solid foundation for Council and the community to continue to engage with state government agencies and other stakeholders towards realising the opportunities for addressing the regional transport routes, connectivity, town centre enhancement, new urban precincts, infill residential development, housing supply and diversity, the beachfront/foreshore recreational destination and additional matters which may arise.
 - d. Council will be seeking to pursue these initiatives through finalisation of Local Planning Scheme No. 3 (LPS3), further studies, structure planning, other local planning tools, and detailed planning, design and development control, in collaboration with relevant parties and subject to stakeholder and community participation.
 - e. In particular, the railway lands area west of the Town Centre, which includes the railway line/station and Curtin Avenue in their current alignments and is classified as a Development Zone in LPS3, exhibits strong potential for detailed structure planning (based on the

Preliminary Structure Plan and related studies already undertaken) for a demonstration transit-oriented development that solves the alignment and impact of these routes, improves east-west connectivity, delivers new and diverse housing towards achieving the desired target and fosters the town activity centre.

- f. In terms of implementation, a cooperative approach with local governments is advocated rather than the imposition of unpalatable measures or unrealistic demands, and one which respects the individual character, heritage value and amenity of each district or locality, as well as the social composition, local knowledge and community aspirations.
 - g. Special funding arrangements, including assistance to local government, appears essential to enable planning actions and facilitate infrastructure and development projects in order to realise the strategies, policies and targets envisaged.
3. Requests staff to liaise with the Department of Planning with a view to fine-tuning the proposed housing target and other prescriptions applicable to Cottesloe, for future reporting to Council on the progress of the regional planning strategies and policies, implementation arrangements, consultation needs, detailed planning actions and the funding situation.

COMMITTEE COMMENT

Committee suggested some elaboration of the recommendation as outlined in the amendment below, which the Manager Development Services undertook to draft and circulate to Committee members for any fine-tuning in the final recommendation to Council presented in the Minutes.

AMENDMENT

Moved Cr Dawkins, seconded Cr Strzina

That the recommendation is expanded to include reference to: (i) the provision of 10% public open space in development areas; (ii) in point e., Council's preferred option to address Curtin Avenue and the railway; and (iii) in point f., elaboration of the importance of local area planning.

Carried 7/0

COMMITTEE RECOMMENDATION

That Council:

- 1. Notes this briefing on the new regional planning strategies and policy.**
- 2. Makes the following comments in a submission to the WAPC on the Central Metropolitan Perth Sub-regional Strategy:**
 - a. Council recognises that Cottesloe has a comparatively small yet important share of infill urban housing to contribute over time to**

assist in accommodating regional population growth, as well as a significant urban regeneration role in relation to regional transport routes and activity centres.

- b. Council in recent years through its scheme review and associated studies has been proactive in examining regional and local planning issues and requirements in order to ascertain the most appropriate solutions for the various localities throughout the district.
- c. The findings of these initiatives, which involved Council, the community, landowners, consultants and state government agencies, has provided a solid framework for Council and the community to continue to engage with state government agencies and other stakeholders towards realising the opportunities for addressing the proposed regional transport routes, east-west connectivity, town centre enhancement, new urban precincts, infill residential development, the supply and diversity of housing, the beachfront/foreshore recreational destination and additional matters which may arise.
- d. Council will be seeking to pursue these initiatives through finalisation of Local Planning Scheme No. 3 (LPS3), further studies, structure planning, other local planning tools, and detailed planning, design and development control, in collaboration with relevant parties and subject to stakeholder and community participation.
- e. In particular, the railway lands area west of the Town Centre, which includes the railway line/station and Curtin Avenue in their current alignments and is classified as a Development Zone in LPS3, exhibits strong potential for detailed structure planning (based on the Preliminary Structure Plan and related studies already undertaken) for a demonstration transit-oriented development that solves the alignment and impact of these routes, improves east-west connectivity, delivers new and diverse housing towards achieving the desired target and fosters the town activity centre. In this regard the option examined in depth which is strongly preferred by Council involves sinking Curtin Avenue and the railway line in a common trench between the Western Power sub-station and Railway Street, together with a grade-separated road crossing for Jarrad Street (thereby overcoming the existing inefficient and hazardous level-crossing), similarly improved pedestrian and cyclist connections, integration of the train station with the Town Centre, and freeing-up as well as maximising the unused railway lands for urbanisation with a focus on a consolidated transit-oriented development, multiple activities, housing supply and choice, quality public domain spaces and sustainability.

11 ELECTED MEMBERS' MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY ELECTED MEMBERS/OFFICERS BY DECISION OF MEETING

13 MEETING CLOSURE

The Presiding Member announced the closure of the meeting at 6:48 pm.

CONFIRMED PRESIDING MEMBER _____ *DATE:.../.../...*