



TOWN PLANNING SCHEME NO. 6

SCHEME REPORT

December 2001

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INTRODUCTION

This report has been produced to meet the requirements of the Town Planning Regulations in providing a strategic context to the City of Gosnells Town Planning Scheme No 6, the new District Zoning Scheme for the municipality.

The report provides a background to the Scheme in relation to the land use objectives and State Planning framework in which it is placed. Under the Town Planning Regulations it is stated that a Local Planning Strategy shall be prepared where a Local Government is preparing a scheme which proposes land use designation. In addition 12(3) of the Town Planning Regulations states:

“A Local Planning Strategy shall —

- (a) set out the long-term planning directions for the local government;*
- (b) apply State and regional planning policies; and*
- (c) provide the rationale for the zones and other provisions of the Scheme”*

However the relevant amendments to the Town Planning Regulations setting out the form and procedures for a Local Planning Strategy were enacted after Town Planning Scheme No 6 was adopted for public comment. Section 12A(4) of the regulations state:

“If the Minister so approves, subregulation (1) does not apply in respect of a proposed town planning scheme where —

- (a) the scheme was adopted by the local government before the coming into operation of the Town Planning Amendment Regulations 1999; and*
- (b) the local government has prepared a Scheme Report containing such information, and in such manner, as the Commission requires”*

On this basis this report aims to act as a bridge between the Scheme Report advertised with Town Planning Scheme No 6 and the Local Planning Strategy which is being progressed by the City of Gosnells.

It needs to be acknowledged that Town Planning Scheme No 6 represents a consolidation of Town Planning Scheme No 1, and in itself does not propose any fundamental change in land use or residential density. The major changes associated with Town Planning Scheme No 6 is the modernisation of the Scheme format and administration to make these consistent with current practice and the Model Scheme Text.

The intention behind Local Planning Strategies was to make them dynamic documents. A Local Planning Strategy can be seen as an “umbrella” document which provides an overall assessment of and articulates a strategy for land use in a Local Government area. A fundamental review of all facets of land use within a municipality of the size and complexity of the City of Gosnells is however, a task of such a vast nature that an approach has been taken to review components in a phased manner. To this end it is proposed that this document be viewed as a working document from which amendments will be made (as provided for within the Town Planning Regulations) as Council reviews its approaches to residential density, urban design, rural land use and commercial floorspace distribution. This is not to say these issues are not addressed within this report, but rather that Council intends to review its position with in depth analysis via the preparation of a Local Planning Strategy for endorsement by both the Council and the WA Planning Commission. To this end Council has prepared several of the necessary components of the Local Planning Strategy being:

- Local Commercial Strategy (submitted to the WA Planning Commission for approval)
- Municipal Heritage Inventory
- Foothills Rural Strategy (revised draft submitted to WA Planning Commission for approval)

In addition Council is currently progressing a detailed review of its Local Housing Strategy which was originally adopted in 1993 and amended in 1999. The review involves the creation of sixteen (16) residential precinct areas which are subject to a detailed analysis based on a range of factors.

Council will also be undertaking other strategies, as a matter of priority, relating to the provision of open space and to transport/movement systems.

This report comprises the following components:

- Historical Context
- Social Context
- Global and National Context
- Metropolitan Context
- Local Strategic Planning Objectives

TOWN PLANNING SCHEME NO. 1

Councils original Town Planning Scheme No. 1 was granted final approval through a notice in the Government Gazette on 17 May 1968. In 1975 a major consolidation and Scheme Text review was undertaken, however, the Scheme Maps were not redrafted. Since 1968 the Scheme has been amended on over 500 occasions in order to maintain its currency in terms of permitting desirable development and also being updated to comply with the State Government requirements and planning policies. To that end Council has constantly updated and amended its Scheme to ensure that the City's growth and standards of development have not been impeded.

Being one of the original town planning schemes for the Perth Metropolitan area the Scheme was based on what may be considered as an outdated style and hence there would appear to be a desire to restructure the Scheme to bring it into line with current practices. Due to the number of amendments, the Scheme has become administratively untidy and cumbersome. In some instances amendments have overlapped which has caused some confusion.

With so many amendments to the Scheme map the document has become untidy and in need of review.

CITY OF GOSNELLS

The City of Gosnells municipality has a total area of approximately 128 square kilometres and lies in the south-east urban corridor of the Perth Metropolitan Region. The geographical centre of the City (Maddington Railway Station) is approximately 17 kilometres south-south-east of the Perth Central Business District.

The City of Gosnells has a long and proud history. The City recognises the traditional owners of the area, being the Beeloo people.

The area is diverse geographically, containing a portions of the Darling Scarp and the Canning and Southern Rivers. The majority of the municipalities 128 square kilometres lies on the Swan Coastal Plain. The geography of the area has significant impact on the historical and future planning of the area. Preservation of the Darling Scarp, water quality of the Swan/Canning River System, drainage and preservation of remnant bushland and wetland systems remain significant factors in the development of the municipality.

European settlement of the area began soon after the establishment of the Swan River Colony in 1829, particularly along the Canning River. A number of small settlements emerged and agriculture (particularly orchards), raw materials and commerce became the foundation of the local economy. By the year 1955, when the Stevenson Hepburn report and plan for the metropolitan region was

first published, the district had an area of approximately 50 square miles with a total population of about 7,366 as per the 1954 census. By this time the district contained four (4) well defined village centres at Beckenham, Kenwick, Maddington and Gosnells.

The Stevenson Hepburn report envisaged a continuation of this generally rural development with a final population figure for the district of approximately 16,000 people. This pattern was incorporated into the Metropolitan Region Scheme which was gazetted in 1963. In 1968 the Cannington/Armadale corridor amendment to the Metropolitan Region Scheme was gazetted. This provided for the virtual removal of the village settlements and the consolidation of the whole area into one urban node spread down the full length of the Albany Highway/South-west Railway spine. At this time it was estimated that the ultimate population for the municipally would be in the order of 66,000.

The land use implications of this history are still prominent, with a number of older townships now under pressure to accommodate the growing metropolitan population, whilst seeking to maintain components of their history, character and form. Conflict with traditional rural and quarrying activities must be managed.

The geographic and historical features of the City of Gosnells can be viewed as constraints on development, however they also provide an opportunity for a diverse and vibrant community with a distinct identity. These issues do however require innovation in approach in order to maximise the benefits whilst managing the conflicts.



Gosnells Hotel – Heritage as a Landmark

SOCIAL CONTEXT

POPULATION

The population of the City of Gosnells is estimated to be some 80,000 in 2000. Population growth rates for the separate localities vary quite considerably, with the major growth coming from new urban development in Canning Vale, Thornlie and Huntingdale. The trend toward smaller household sizes and the general ageing of the population has seen population decline in some established areas, however this is in part offset by infill subdivision and group housing development.

Population changes for each of the localities from 1986 to 2000 are as follows:

Suburb	1986	1996	2000¹
Thornlie	17,177	22,292	23,500
Huntingdale	3,710	6,470	8,000
Gosnells	14,054	16,323	17,900
Langford	5,310	4,858	4,600
Canning Vale	599	2,006	6,000
Southern River	660	700	960
Beckenham	6,013	5,828	6,000
Kenwick	2,914	4,094	4,500
Maddington	7,848	8,815	9,500
Martin	1,228	1,015	1,000
Orange Grove	773	722	700
TOTAL	60,286	73,121	82,860

The population growth is expected to continue as urbanisation of the western localities of Canning Vale and Southern River increases and as infill development and redevelopment occurred in established localities. The introduction of the urban zoning to Canning Vale and parts of Southern River will accommodate this within Town Planning Scheme No 6. Significantly the Scheme recognises that development is likely to occur within fragmented land parcels through the introduction of the Residential Development Zone and provisions associated with the application of Outline Development Plans.

DEMOGRAPHICS

The City of Gosnells is diverse in its population base with significant variance occurring between areas. Overall there are issues associated with demographics that require consideration due to their land use implications, and these are outlined below:

¹ Estimate based on building statistics

ISSUE	PLANNING RESPONSE
Ageing Population	<ul style="list-style-type: none"> • Provision of variety of housing types to allow long term residents to remain in the locality by providing for a range of residential densities in accordance with the objectives for the Residential and Residential Development zones. • Inclusion of specific clauses to improve accessibility which require consideration of a range of relevant matters for development proposals such as access to buildings and the provision of parking for disabled and aged persons and the availability of community infrastructure including pedestrian movement systems. • Provision for home based business (semi-retired)
Low Car Ownership	<ul style="list-style-type: none"> • Inclusion of specific clauses requiring due consideration of the availability of public transport services, bicycle and pedestrian movement systems for all development proposals. • Requirements associated with other forms of transport; • Density associated with transport nodes; • Cater for development of local business/employment by designating appropriate commercial and industrial zonings.
Young Families	<ul style="list-style-type: none"> • Inclusion of specific clauses relating to the provision of sites for schools, childcare and other community services, open space in accessible location, a variety of lot sizes and new residential land.
Low Household Income Unemployment	<ul style="list-style-type: none"> • Re-vitalisation of areas (ie Langford, Gosnells); • Provision for Local Employment growth by appropriate land use zonings; • Inclusion of specific clause relating to home based business and home occupations; • Catering for public transport and access to other employment centres; • Provision of sites for community services.

METROPOLITAN CONTEXT

Town Planning Scheme No 6 and the planning directions of Council are in part determined by policies and requirements of the WA Planning Commission as the authority responsible for planning in Western Australia. The detail and implementation are, in part, the responsibility of Local Government, however the State Government, through the Commission, has clear objectives relating to land use represented by the Metropolitan Region Scheme, Regional land use strategies and Statements of Planning Policy.

In relation to the planning of residential land the State Government's Planning Strategy for the Perth Metropolitan Region, "Metroplan" was released in 1990 and encouraged local government to prepare Local Housing Strategies as a policy framework for determining residential densities and standards of development within a municipality. Metroplan is the current strategic plan for the Perth Metropolitan area and promotes the principle of increased emphasis upon urban containment and suburban renewal by:

- Providing increased choice and variety in housing
- Locating medium density housing close to activity centres and public transport facilities
- Revitalising existing suburbs

The Urban Expansion Policy (1990) supported the principles contained in Metroplan and identified three land categories suitable for new urban development basically relating to levels of constraints on and timeframes for development. Southern River and Martin were included in Category A2 being medium to long term development areas with some constraints which if satisfied could be developed earlier. Canning Vale was included in Category B which was land generally suitable for development but subject to major constraints on development in the short term which need to be overcome.

The then Department of Planning and Urban Development released "Guidelines for the Preparation, Form and Content of Local Housing Strategies" in December 1992 to assist Local Government. Other documents have been released by the WA Planning Commission which provide a regional framework for determining residential densities, zonings and standards of development which include:

- Residential Planning Codes (Statement of Planning Policy No. 1 – 1991)
- Policy for Development near Metropolitan Railway Stations (1992)
- Policy for Regional Residential Density Guidelines for the Perth Metropolitan Region (1994)
- Liveable Neighbourhoods: Community Design Code (Edition 1 – 1997; Edition 2 – 2000).

The State Planning Strategy, finalised in December 1997, is also specifically relevant to the development of residential areas. It promotes sustainable urban development and advocates increased densities in appropriate locations such as near activity centres and public transport facilities as well as a range of lot sizes, housing types and density mix to meet the needs of a changing population/household structure. A key element was the development of the “Liveable Neighbourhoods” document which, when finalised, is intended to implement the sustainable urban development objectives of the State Planning Strategy. (Edition 2, released June 2000, and is now under review). This document articulates a clear concept for new residential development based on principles of resident accessibility to urban infrastructure including transport and movement systems and commercial areas.

There is a range of regional planning initiatives and policies applicable to rural land use. The State Planning Framework Policy (Statement of Planning Policy No. 8) provides the proper framework for the various policies and strategies under the following hierarchy:

- *Regional Strategies:* Metroplan (1990). This establishes a broad planning framework and acknowledges the need to reconcile pressure for fragmentation of rural land with regional planning and environmental imperatives i.e. the protection of water resources, basic raw materials, key agricultural land, important landscape and environmental areas, providing definition to the urban areas.
- *Regional and Subregional Structure Plans:* The Foothills Structure Plan (1992) which addresses the City’s rural foothills areas in Kenwick, Orange Grove and Martin. A key objective is the protection and conservation of significant scenic landscapes and environmental assets.
- *Strategic Policies:* The Urban Expansion Policy (1990) which identifies potential urban land; The Basic Raw Materials Policy (1992; 2000) which seeks to secure key extraction sites and protect operations from incompatible land uses; and The Metropolitan Rural Policy (1995) which is a policy statement for rural land use. These and others provide a more detailed interpretation of the planning principles set out in Metroplan.
- *Operational Policies:* A range of detailed policies relating to various aspects of rural land use planning including: Policy DC 3.4 Rural Land Use Planning (1989; 1992); Guidelines for the Preparation of a Local Rural Strategy (1989); Guidelines for Land Capability Assessment of a Local Rural Strategy (1989); Guidelines for Better Bush Fire Protection (1989); Guidelines for Rural-Residential Development in the Perth Metropolitan Region (1992); and Bush Forever (2000).

Town Planning Scheme No 6 is consistent with the Metropolitan Region Scheme and with regional land use strategies, policies and guidelines briefly summarised above. In relation to these the following applies:

RESIDENTIAL DENSITIES

Council's Local Housing Strategy (Appendix A) is generally in conformity with the WA Planning Commission's "Regional Residential Density Guidelines for the Perth Metropolitan Region" 1994.

The guidelines aim to assist local communities to understand future housing needs and to encourage greater involvement in residential planning to meet those needs. While protecting the preferred traditional lifestyles, housing and densities in established suburbs, the guidelines provide for a wide range of housing to reflect the needs of smaller and ageing households which are expected to be more typical in the future.

Residential density is principally the responsibility of Local Government and is implemented through their Town Planning Schemes and the subdivisional approval process controlled by the WA Planning Commission.

The reference to the Residential Planning Codes in the Scheme provides an important policy mechanism to secure commonality of some planning provisions in the interest of the more efficient use of land.

Providing for a range of housing types in established residential areas is a considerably different proposition than providing for a range of housing types in new broad hectare developments. In this regard Local Governments are in the best position to assess potential impacts and to introduce appropriate codings and residential design guidelines to accommodate development in a manner sensitive to community aspirations.

Guidelines for allocating residential densities are summarised below:

Residential Precincts

Residential precincts should be identified within each Local Government area based on existing character or desired future character to allow allocation of the most appropriate Residential Density Code.

Strategic Residential Localities

Localities with good access to major transport links, employment centres, commerce or other regional facilities present significant opportunities for a range of housing types and densities.

These areas are referred to as Strategic Residential Localities (see Plan 1) and include:

- * metropolitan passenger railway stations;
- * major bus interchanges;
- * Regional Centres (strategic and other) as defined in the Metropolitan Centres Policy Statement (1991; 2000);
- * Central Perth;
- * major tertiary institutions; and
- * major metropolitan hospitals.

Within the City of Gosnells the Strategic Residential Localities identified in the guidelines are the precincts (800m radius) surrounding Beckenham, Kenwick, Maddington, Gosnells and Seaforth railway stations.

When considering the above localities for a range of housing types and densities, full consideration should be had for their established characteristics. This may mean that not all Strategic Residential Localities should be considered for medium or high density development or that only a portion(s) of such areas is suitable for increased densities.

Large Sites

Large sites within an established urban area, such as those resulting from former institutions or industrial development, may also present opportunities for providing a greater range of dwelling types at higher densities. This is likely to apply especially in the central areas which have locational advantages. Where large sites exist with spare infrastructure capacity or where it can be provided, the site should be given priority consideration for residential development to maximise the use of that infrastructure potential.

Large sites offer the opportunity for comprehensive design and avoidance of impacts often associated with higher density development. In this regard, these sites are able to incorporate buffers to reduce impacts on adjacent established areas.

Low Density Zones

Single detached houses on separate lots are expected to continue to be the main form of residential accommodation in Perth. Accordingly, there will be areas where low density coding will need to be maintained and identified in local housing strategies and Town Planning Schemes. In addition to the broader low density areas, other more specific areas of low density will include those where:-

- * the land is remote from reticulated sewerage and capacity cannot reasonably be provided;
- * topographical or environmental conditions make higher densities unfeasible or undesirable;

- * protection of heritage dwellings, precincts or streetscapes is required and where these are specifically identified for preservation in a Town Planning Scheme or under the Heritage of Western Australia Act 1990; and
- * an area has been identified specifically as a low density precinct for a specific lifestyle or for the preservation of an area of landscape or conservation value.

In areas where adequate sewage effluent disposal is not currently available but may be improved in the future, the land could be designated with a dual coding, generally reflecting the density which could be accommodated without sewerage and which would apply if satisfactory arrangements for sewage disposal were available.

Medium Density Zones

Medium density housing requires more careful attention to location, especially within existing residential areas where providing housing choice must be balanced with minimising adverse impacts on existing low density areas.

The following criteria should be considered when determining the location of areas for medium density codes:

- * availability of spare capacity or ability to provide additional capacity in utility services, especially sewerage;
- * land in close proximity to arterial roads serving as bus routes, especially those where properties front the road, but vehicular access can be obtained from intersecting streets;
- * land in close proximity to schools, especially tertiary education campuses, and other regional or sub-regional facilities;
- * land in close proximity to the District and Local Centres;
- * land overlooking open space;
- * sites which have frontage to more than one street; and
- * areas where topography and the existence of views combine to make higher density attractive.

High Density Zones

Due to the potential of high density, especially high-rise, buildings to impact on local amenity, great care needs to be taken in the selection of sites and the design development.

The following criteria should be used as a guide to determine the location of areas for high density codes:

- * availability of spare capacity or ability to provide additional capacity in utility services, especially sewerage;

- * the desirability of consistency with existing areas of high density;
- * land at the periphery of low and medium density residential areas, such that traffic is not induced through those lower density streets;
- * land in close proximity to arterial roads which serve as bus routes, provided that private vehicle access from the arterial route is avoided in favour of access from the rear or from intersecting streets;
- * the Inner City area of Perth (the area defined by the Report of the Perth Inner City Housing Taskforce);
- * land with outstanding views, especially of the ocean, the Canning and Swan Rivers, and regional parks;
- * where residential and other uses are mixed in the same building or on the same site;
- * where land is so physically disposed that development of high density housing would not significantly affect the amenity of adjoining or nearby low density coded land; and
- * land that is blighted and redundant to its current zoning and could be developed for housing.

Town Planning Schemes (and Amendments) present the best medium for implementing the guidelines in association with other relevant housing policies.

To ensure zoning and density coding of land for residential use does not occur on an ad hoc basis, Town Planning Schemes must have full regard to broader regional and local housing strategies.

As previously discussed, the concept of increasing densities near railway station precincts and major tertiary institutions could have a significant and positive impact on established residential areas if appropriately planned for.

Local Housing Strategy

Based on the foregoing it is apparent that a range of residential densities and housing types should be considered and planned for in the City of Gosnells.

As an overall strategy for residential densities and to reflect the WA Planning Commission's Regional Residential Density Guidelines it is proposed that there be increased residential densities, generally within 800 metres of railway stations and other activity nodes.

Council has prepared a Guided Development Scheme (Scheme No. 20) around the Gosnells station which provides for densities at the R30/R40 standard. Similar Guided Schemes are in the course of preparation for areas within 800 metres of the Maddington, Kenwick, Beckenham and Seaforth railway stations.

Scheme No. 20, which is based on the older area of the Gosnells has seen in the order of 200 additional grouped dwellings constructed within the scheme area since its inception in 1994. It is anticipated that similar schemes for the other railway station precincts will also encourage redevelopment opportunities. Such schemes aim to promote orderly and proper planning for urban consolidation by funding the upgrade of the original drainage systems (to cope with increased stormwater runoff resulting from higher densities) and of other infrastructure items such as road treatments, street landscaping and the acquisition of new road links.

For areas outside of the Station Precincts it is proposed to also allow for some medium density development in order to provide for a range of housing types to address the needs of changing household and age structures within the population and to allow for the efficient use of urban land i.e. maximising use of existing infrastructure. Council has adopted a position that 10% of the remaining areas can be developed at the R30/R40 standard. This is an arbitrary figure which is currently being reassessed as part of the detailed review of Council's Local Housing Strategy. The review will examine the opportunities for increased densities around activity nodes such as retail areas, public open space and transport centres, taking into account inter-alia the age and type of housing stock, lot sizes, the availability of established community facilities including private infrastructure. For the present time the emphasis will be on satisfaction of defined locational criteria applied to specific geographical locations as opposed to the imposition of an arbitrary 10% of the housing stock. This may well lead to the need to undertake amendments to Scheme No.6 particularly in relation to the mix of residential densities.

The locational criteria Council uses in determining proposals seeking the higher R30/R40 densities outside of the Strategic Residential Localities are:

- * sewer facilities;
- * drainage;
- * proximity to public transport; and
- * retail, cultural, medical and open space facilities and services.

Apart from allowing for R30/R40 densities outside of the Strategic Residential Localities, these areas are otherwise earmarked to provide for traditional family housing and to preserve the existing densities and residential amenities. This in effect complies with the WA Planning Commission's Regional Residential Density Guidelines in that R30/R40 densities are also promoted in areas around shopping precincts, schools and recreation facilities. The only difference is that specific sites are not coded on the Scheme Maps. This has been done so as to give Council greater control, particularly where there are drainage or servicing problems as to not allow redevelopment as of right to the detriment of the amenity and character of established residential areas. This also limits ad hoc unco-ordinated redevelopment. The review of the Local Housing Strategy will provide greater guidance and direction in identifying the geographic locations that are most suited for higher densities.

Council's strategy for its residential density policy takes in to account all of the above issues and in essence is based on the following salient points:-

- A The outer metropolitan areas are expected to continue to provide for the bulk of young family, high occupancy ratio dwellings.

Within the City of Gosnells this translates primarily to greenfield sites in the localities of Canning Vale and Southern River. Here approved Structure and Outline Development Plans exist to guide development along the "Urban Front" (the Southern River/Forrestdale/Brookdale/Wungong District Structure Plan and the Canning Vale Outline Development Plan respectively).

There are also underdeveloped areas in the east of the City in the localities of Kenwick and Maddington where the infill sewer programme presents opportunities for relatively large scale residential development. This will also necessitate the preparation of Structure and Outline Development Plans to guide and co-ordinate development. Outline Development Plans are currently being advanced by Council to address finer grain planning requirements in Southern River.

Predominantly lot sizes in these developing areas are expected to be between 550m² and 700m². This facilitates the development of three/four bedroom, two bathroom residences with more space in the surrounding backyard for swimming pools and play-areas, and more area to park a higher than average number of motor vehicles on-site, which tend to be features desired by young families aspiring to maintain the Perth lifestyle.

- B The established inner areas within the City of Gosnells are those older areas along Albany Highway, Canning River and Southern River i.e. the localities of Langford, Thornlie, Beckenham, Kenwick, Maddington and Gosnells. Here lot sizes are in the range of 680m² to around 1,000m² with homes established primarily in the period from 1950's to the 1980's. With the exception of the five Station Precincts it is considered that these areas will not generally be suitable for redevelopment for some years or decades. For the short term, eg five years, it is proposed in this Scheme to protect the existing urban fabric and amenity by keeping the density coding at R17.5. In the main this will permit additional residences to be built on a limited proportion of properties (being seweraged properties in excess of 1000m²). Redevelopment in these areas either in terms of demolishing existing residences and constructing units or building a new unit at the rear of the lot is not generally, at this time, economically viable. Council's revised Local Housing Strategy, however, will identify appropriate areas and sites for redevelopment at densities higher than R17.5.

Council considers that these individual redevelopment sites should proceed through the normal rezoning process in order to give the local residents of these localities an opportunity to comment ie local input on a case by case basis. Experience has shown that residents within these established localities want to have a community based input into the fabric and amenity of their suburbs. A blanket coding of above R17.5 will deny local residents these opportunities. In recent years, Council has experienced a number of applications being made for rezonings within these residential areas and on average approximately 80% of the proposals are approved.

Council considers that generally retaining a R17.5 blanket coding will encourage and direct redevelopment to the areas surrounding the railway stations and this can take advantage of the commercial and public infrastructure based within these areas. Increased density development outside of the Station Precincts may be appropriate subject to satisfaction of defined locational criteria however a blanket increase in density would undermine the philosophy of increased densities within and adjacent to identified activity nodes.

URBAN EXPANSION

Under the State Planning Strategy, Metroplan and the Urban Expansion Policy (WA Planning Commission documents) a key objective is the provision of land for residential development within the Perth Metropolitan area. This objective is qualified by seeking new land development which has access to key services and infrastructure and which contributes to the socially and environmentally sustainable growth of Perth.

The City of Gosnells has participated in meeting these objectives to date, and Town Planning Scheme No 6 remains consistent with these objectives. The following areas have been identified for urban expansion:

- Canning Vale

Canning Vale is expected to continue to develop rapidly over the coming five years. Development of this area has been facilitated through amendments to the Metropolitan Region Scheme and to Town Planning Scheme No 1 (Amendment 478). Town Planning Scheme No 6 retains a “Residential Development” zoning over the area and carries over the infrastructure and development plan requirements from Amendment 478.

- Southern River

Southern River has commenced developing for residential purposes with the ongoing construction of the Brookland Park Estate, however the majority remains zoned “Urban Deferred” under the Metropolitan Region Scheme. Development of this area is tending to flow from the west, with a strong association with Thornlie and Canning Vale. The development

of this area has also been accommodated through the development of a district structure plan by the WA Planning Commission (The Southern River/Forrestdale/Brookdale/Wungong District Structure Plan finalised in January 2001). Town Planning Scheme No 6 will, when appropriate, accommodate this development through the provision of the Residential Development zone and Outline Development Plan provisions. Now that the district structure plan is finalised, work has commenced on the development of detailed plans for the area in line with the regional objectives to enable the land to be zoned for urban development under the scheme.

- Martin (West of Tonkin Highway)

The vast majority of this area remains “Rural” under both the Metropolitan Region Scheme and Town Planning Scheme No 6, however Council is presently undertaking investigations regarding the future development of the area. Under the Urban Expansion Policy, the area was identified as relatively unconstrained, however there are many factors (political, social and physical) which require careful consideration prior to determining an appropriate outcome. Public workshops and draft designs have been developed, however any change will be the subject of the normal planning process and procedures.

The primary focus of new urban growth within the municipality will be in the west, with the ongoing urbanisation of Canning Vale and Southern River.

METROPOLITAN RURAL POLICY

The Metropolitan Rural Policy establishes objectives for land identified as Rural under the Metropolitan Region Scheme. The City of Gosnells has numerous rural landholdings, however those in the West are proposed to be urbanised (see above), therefore strategic assessment is only appropriate for that land east of Tonkin Highway and north of Bickley Road, being the foothills of the Darling Scarp.

In 1998 the City of Gosnells prepared a draft report for the Foothills and Scarp area, this has been extensively revised in line with comments from the WA Ministry for Planning. The revised draft Foothills Rural Strategy was forwarded by the City to the WA Planning Commission in July 2001 for endorsement for public comment.

Once approved by the Council and the WA Planning Commission, the Foothills Rural Strategy will be adopted as a planning policy under the provisions of Scheme No. 6 and will form the basis of Council's recommendations on subdivision applications and determinations of applications for planning approval for developments and land use.

The Council will also have regard to the Strategy recommendations when assessing the merits of rezoning proposals and for appropriate land use and land management provisions to be inserted into the Scheme for rural-residential lot development.

COMMERCIAL CENTRES

Metroplan and the Metropolitan Centres Policy Statement for the Perth Metropolitan Region (October 2000) establish a framework for the location and hierarchy of commercial centres throughout the Perth Metropolitan Area. The major method of implementing the policy's objectives is through the development of Local Commercial Strategies by Local Government.

Objectives of the Strategy are:

Implement a hierarchy of well-located centres in the metropolitan region that will:

- promote the Perth Central Area as the dominant centre and the primary focus for retail, commercial, cultural, entertainment and tourist facilities;
- promote Strategic Regional Centres as "cities in the suburbs" and the preferred location for major offices and retailing as well as a mix of entertainment, recreation and community facilities;
- promote Regional Centres as important suburban centres offering a focus for the community by providing a mix of retail, office, entertainment, recreation and community facilities;
- promote District Centres to meet the weekly shopping and service needs of the community including the provision of offices and community facilities;
- promote Neighbourhood Centres, Local Centres and corner shops as performing a vital role in providing the day-to-day convenience shopping for the neighbourhood as well as an important focus for neighbourhood services and community facilities;
- promote the revitalisation of established traditional "main street" centres as integrated, mixed use, safe, attractive and vibrant centres and which provide a community focus;
- where practicable, promote the development, in whole or in part, of new centres in accordance with "main street" design principles.

The policy establishes a hierarchy of centres based on floorspace and use. Strategic Regional Centres are located either side of the City of Gosnells in Canning and Armadale, with a Regional Centre nominated at Maddington. Regional Centres are intended to serve a residential population of between 50,000 and 100,000, however are generally less optimally located than Strategic Regional Centres. Regional Centres, such as Maddington, are identified as multi-purpose centres, providing a predominately retail function, but

a mix of offices, community and entertainment facilities should also be encouraged. The Commission encourages the preparation of centre plans for Regional Centres to shape their form, character and development.

The policy also nominates four District Centres within the City of Gosnells, being the existing centres at Gosnells, Thornlie and Forrest Lakes, and a centre for Southern River. District Centres are intended to service a population of between 25,000 and 50,000 with weekly shopping and service needs. Centre plans are encouraged for new District Centres as well as centres undergoing change and or development pressure.

Neighbourhood and Local Centres are identified as catering for the day to day needs of the locality. The focus of these centres is intended to be on convenience retailing, with some provision of small offices which serve the local community. There are numerous local centres within the City of Gosnells, ranging in size and function.

The revised Metropolitan Centres Policy (2000) gives particular emphasis on the need to accommodate traditional "main street" centres in line with the objectives of the Liveable Neighbourhoods – Community Design Code.

The City of Gosnells has prepared a Local Commercial Strategy in line with WA Planning Commission guidelines and objectives. The strategy sets out a clear framework for commercial development within the City and has been forwarded to the Commission for endorsement. The strategy sets out the general objectives, particularly the re-enforcement of existing centres, however the following issues need also to be re-enforced:

Maddington Regional Centre

The Maddington Regional Centre is faced with numerous design and function issues. The centre currently lacks clear direction through a centre development plan, however it has significant opportunity for improvement through its accessibility and un/underdeveloped landholding. The City of Gosnells is undertaking a review of the Maddington Regional Centre as part of its work programme for 2000/01 with the intention of developing a holistic development strategy dealing with the centres functionality, urban design and expansion.

Gosnells Town Centre

The Gosnells Town Centre has been the focus of a major revitalisation project, cited as being the innovative and of regional importance. A design plan and implementation strategy have been developed which have been used to guide development and seek funding. The Gosnells Town Centre Revitalisation Plan incorporates a rationale for making a better Gosnells. There are eight rationale points, which are summarised as follows:

1. Creation of a "Main Street" for shopping - and developing a focus for the town centre. The existing town centre is spread out along the Albany Highway, with no point of focus. It is proposed to extend Stalker Road to

form a new "*main street*" to run perpendicular to Albany Highway. This will replicate the town structure of other successful urban centres in Perth, such as Claremont, Cottesloe, Kalamunda, South Perth and Subiaco.

2. **Solution to Traffic Problems** - To improve access to and from the town centre, a network of streets that disperses traffic is proposed. In addition, there are proposed improvements to existing roads to increase turning capacity at intersections. To address the issue of heavy trucks through the town centre, an upgrade to Mills Road East is suggested, although great care must be taken to integrate land uses across this road, and prevent yet another division of the town.
3. **Promotion of Sustainable Transport** It is proposed to build a new railway station closer to the new Stalker Road extension in order to improve the image of and levels of safety and accessibility. This station will provide an integrated public transport facility with a bus/train interchange and park and ride facilities.
4. **Improved Civic Image** - To improve the civic image and function, a new civic complex, incorporating library, community centre, lotteries house and business centre, is proposed on the site of the existing community centre. Design excellence will be required to make this a landmark facility that improves service to the local community.
5. **Improved Streetscapes** - As part of the effort to restore Gosnells' dignity and develop the sense of place, a new suite of street furniture, underground power, new street trees, and an improved pedestrian and cycle path network is proposed. In addition, it is proposed to allow and promote on-street parking. In order to improve the attractiveness of the town, shops will be encouraged to upgrade facades, and be allowed to develop new frontages in existing car parking areas.
6. **Highlighted Natural Assets**- Gosnells has wonderful natural assets in the Canning River and Ellis Brook, as well as Hillside farm. It is proposed to link these together, to improve recreation facilities and adjacent development, and to realise the full potential of these assets, socially and environmentally.
7. **Make Gosnells a Living Town** - Great towns and cities all have the same characteristic, they have people living in and around their centres. In order to promote living in Gosnells town centre a number of sites have been identified for potential residential development. It is possible for 2000 additional new homes to be built in and around the town centre. This will go a long way to improving the economic viability of the town and public transport systems.
8. **Putting it all together** - The Revitalisation Plan is a framework for integrating a complex range of measures, which will revitalise the town centre. This process will take time and will be undertaken by a range of

agencies, owners and community groups. Partnerships will be essential to resolve the complexity and ensure delivery in a sustainable and positive manner.

The full description of the Revitalisation Plan is contained in a document titled "*The Revitalisation of Gosnells Town Centre*".

Revitalisation Plan for
Gosnells Town Centre



The implementation of this vision has been accommodated within Town Planning Scheme 6 through its designation as a Special Control Area. This classification will allow application of the urban design, land use and site requirements as expressed through planning policy. This is consistent with the objectives of the Metropolitan Centres Policy and the Liveable Neighbourhoods Code.

Southern River District Centre

Although nominated as a District Centre through the Metropolitan Centres Policy, Council has sought to disperse the floorspace throughout the Southern River locality in line with the objectives of the Liveable Neighbourhoods Code. Although not directly expressed through Town Planning Scheme No 6, this objective is provided for within the Local Commercial Strategy.

Home Based Business

Town Planning Scheme No 6 accommodates the development of Home Based Business as sought in the Local Commercial Strategy through definitions and land use permissibility.

URBAN FORM

LIVEABLE NEIGHBOURHOODS COMMUNITY DESIGN CODE

The flexibility provided for through Town Planning Scheme No 6 assists in the implementation of urban form objectives consistent with the Liveable Neighbourhoods Community Design Code. The ability to relax setback and parking arrangements, whilst allowing a wide range of land uses mark a significant move from the present regime of land use and development control.

The City of Gosnells has taken a lead role in the implementation of strategies consistent with the Liveable Neighbourhoods Code. This are demonstrated through:

- Gosnells Town Centre Revitalisation – As outlined above this strategy seeks to refocus the centre along traditional urban principles. The plan provides for the development of a main street, mixture of uses and improvements in traffic and pedestrian movements. The implementation of this strategy is provided for through Town Planning Scheme No 6.
- Canning Vale Outline Development Plan – The Canning Vale ODP provides for urban expansion (with fragmented land ownership) in a framework which is consistent with the objectives of the Liveable Neighbourhoods Code. The ODP facilitates a road hierarchy which is based on a modified grid, a series of pedestrian based/mixed use local centres and density increases around nodes. This approach will be maintained in the development of Southern River.

The City of Gosnells has been a strong advocate of this approach to planning, and it is intended that this approach be applied in the numerous policies and strategies which are to be developed to accommodate the development of the municipality.

OTHER MATTERS

Industrial Development

Metroplan identifies Maddington as a Strategic Industrial Area, and indicates its expansion to the north through Kenwick. Industrial land is also identified in the WA Planning Commission's Southern River/ Forrestdale/Brookdale/Wungong District Structure Plan.

Industrial growth is well catered for in the area of Maddington. Council initiated an adopted Town Planning Scheme No. 15 in 1991 and this made available approximately 150 hectares of gross industrial land. As at mid 1996 it is estimated that approximately 80 hectares of industrial land is still available for development. From the known rate of development depending on the state of the economy, it is estimated that the existing broad area of subdivided vacant industrial properties will meet the demand for industrial uses for at least five years. Council will continue to monitor the take-up of industrial land, and if a

shortage is anticipated then a study will be undertaken in regard to making additional land available.

Light industrial land is mainly distributed along Albany Highway in the localities of Beckenham, Kenwick and Maddington. There are no proposals within Town Planning Scheme No. 6 to extend the Light Industrial areas as this would further exacerbate the commercial nature of strip development along Albany Highway.

The existing rural area of Kenwick generally north-east of Bickley Road is to be retained as rural within Town Planning Scheme No. 6, although it is recognised that the area has been identified for industrial expansion in Metroplan. The draft Foothills Rural Strategy takes the potential for future industrialisation in the area into account and recommends that there be no further subdivision in the area (ie in Precinct No. 4) to avoid further fragmentation of landholdings. By implication this mitigates against any residential urbanisation of the area. Also the northern portion of the Kenwick locality is, to some extent, adversely affected by aircraft noise emanating from Perth Airport. The modelling of future noise impacts (i.e. a forecast of the likely extent of adverse noise impacts) is currently being undertaken as part of the Department for Planning and Infrastructure's 'Land Use Planning In The Vicinity Of Perth Airport' initiative. Council intends to retain the current Rural zoning until the issues relating to potential industrialisation and noise levels have been resolved at the regional level.

Heritage

Council has prepared a Municipal Heritage Inventory. This identifies places and buildings of cultural heritage significance which will be afforded protection under the Heritage of West Australia Act 1990. Provisions of Scheme No.6 will enable Council to have regard to heritage matters, protect buildings/places of significance and to offer density bonuses for the preservation of buildings of significance. A copy of the Municipal Heritage Inventory is included in Appendix D.

LOCAL STRATEGIC PLANNING OBJECTIVES

The local strategic planning objectives for the City of Gosnells are shown graphically in Plan 2. The plan represents many of the objectives as outlined in the above sections, however placing it within a geographic context.

Foothills

The City of Gosnells intends to finalise the Foothills Rural Strategy such that a framework for the areas development can be established which ensures retention of the high quality amenity and environmental value of the area.

Beckenham

With the continued construction of deep sewer in the area and the extension of Roe Highway (improved access), Council will be reviewing density allocations within Beckenham. A framework for development of more housing choice and infill subdivisions is required which overcomes constraints of drainage and establishes a high quality of urban design which recognises local heritage. The plan will also seek to implement the objectives of the Rail Station Precinct Study (Ministry for Planning July 2000) for the Beckenham railway station which will be a terminus with the development of the new railway line extension to Thornlie announced by the State Government in July 2001.

Kenwick

With the continued construction of deep sewer in the area and the extension of Roe Highway (improved access), Council will be reviewing density allocations within Kenwick. A framework for development of more housing choice and infill subdivisions is required which overcomes constraints of drainage and establishes a high quality of urban design which recognises local heritage. The plan will need to resolve issues of industrial interface and examine options for the remaining rural section.

Maddington

The Maddington Regional Centre will have a development guide plan formulated which establishes a framework for growth and improves the functionality and urban design qualities of the centre. The centre needs to be recognised as the regional centre for the district. The residential component of Maddington requires a framework for consolidation, particularly centred on the railway station, while urban expansion must also be accommodated in the east.

Martin (West)

The review of this area has commenced and Council will determine the direction for this area in consultation with all stakeholders. Consideration of the unique landscape and heritage values of the area is included in this review.

Gosnells

A plan for the revitalisation of the town centre has been prepared, and implementation has now commenced. The ongoing application and review of this plan is intended. The framework for consolidation has been prepared in part, however similar mechanisms will be developed for the existing commercial areas along Albany Highway to the south of the Town Centre , while providing protection for the area's significant heritage assets.

Huntingdale

A mechanism for the development of the area has been established through TPS 17, and the ongoing implementation and review of this is intended. Some opportunities for infill outside the TPS 17 area will be reviewed.

Thornlie

With the development of the last broad acre land in Thornlie underway, review is intended of the density allocations, particularly within the older areas to the north which are strategically located near the proposed new Thornlie Railway Station. A framework for the re-development of this area will be established prior to the construction of the railway.

Langford

A comprehensive refurbishment is underway for the area as part of the Ministry for Housing's New Living Program. Council will continue to take a key role in this, in particular through examining opportunities for consolidation and infill development.

Canning Vale

A framework for the development of the fragmented landholdings in Canning Vale has been established. This plan will continue to be implemented and reviewed with specific examination of the future railway precinct and the application of Liveable Neighbourhood principles.

Southern River

With the completion of a regional framework through the WA Planning Commission, Council will be undertaking to establish Outline Development Plans which provide for the urbanisation of Southern River. The plans will recognise the environmental values of the area and will be based on the Liveable Neighbourhood principles.

CONCLUSION

Town Planning Scheme No. 6 generally follows the standard arrangement for a District Zoning Scheme in that it consists of a Text which is based on the WA Planning Commission's "Model Scheme Text" and a set of Scheme Maps that indicate the zoning and reservations applicable to all property in the municipality.

In comparison to Town Planning Scheme No. 1 the following changes have been incorporated into Scheme No. 6:

- a) There is a considerable reduction in the number of zones.
- b) The zoning table contains a larger number of discretionary uses and this will make the Scheme more flexible.
- c) Also adding to the increased flexibility is the introduction of provisions that should reduce the number of rezoning amendments.
- d) A large number of policies have been produced and these will be advertised once the Scheme has been gazetted in order to strengthen the Scheme's intent.

Council is currently considering and undertaking further studies that will affect Scheme No. 6, these include:

- i) an assessment of the development potential of Martin (west) to determine the feasibility for urbanisation.
- ii) the development of outline development plans for Southern River to cater for the urbanisation of the area.
- iii) a review of the Maddington Regional Centre with the intent of developing a guide plan for the consolidation and improved amenity and functionality of the centre.
- iv) Council has commenced work on an holistic Local Planning Strategy which will develop upon the recommendations of the Ward Strategy plans.

APPENDIX A

Local Housing Strategy

APPENDIX B

Local Commercial Strategy

APPENDIX C

Foothills Rural Strategy

APPENDIX D

Municipal Heritage Inventory