



TOWN PLANNING SCHEME NO. 4

*REVIEW OF RESIDENTIAL DENSITY CODES WEST
OF KELMSCOTT TRAIN STATION*

AMENDMENT
No. 100

CONTENTS

- A. Form 2A (Regulation 35 (1))
- B. Scheme Report
- C. Final adoption and signatures

Planning and Development Act 2005

**RESOLUTION TO PREPARE AMENDMENT TO
LOCAL PLANNING SCHEME**

CITY OF ARMADALE TOWN PLANNING SCHEME NO. 4

AMENDMENT NO. 100

RESOLVED that the local government pursuant to section 75 of the Planning and Development Act 2005, amend the above Local Planning Scheme by:

- A. Amend the Residential Density Codes to recode the land from R15/40 and R25/40 to R15/60 and amend the Scheme Maps accordingly;
- B. Modify the TPS No.4 Text, Part 4-General Development Requirements, as follows:
 - i) delete 'R15/60' and insert 'or' before 'R25/40' from clause 4.2.4(b);
 - ii) add 'adequate waste collection' to clause 4.2.4(b)(i) before the word 'and';
 - iii) add clause 4.2.4(c) as follows:
 - '(c) Where land is identified on the Scheme Map as R15/60 -
 - i) up to R60 where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 1400m² and a minimum frontage of 25 metres;
 - (c) Where the development is for Grouped Dwellings, a minimum of 75% of dwellings to comprise of at least two storey dwellings with at least one habitable room on the second floor;
 - (d) Existing native trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.
 - ii) up to R80 for multiple dwellings only where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;

- (b) the lot/development site has a minimum area of 2000m² and a minimum frontage of 25 metres;
 - (c) Existing native trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.
- iii) where the development under Clause 4.2.4(c)(i) and (ii) is for Multiple Dwellings, for each Multiple Dwelling positioned above another, a minimum of 50% of the plot ratio area must be vertically above the lower dwelling.'

C. Amending Clause 4.2.5 by:

- i) inserting 'R80' in Clause 4.2.5(a) after the word 'as'; and
- ii) adding at the end of the Clause 4.2.5(b) the following wording:

“or for land identified on the Scheme Map as R15/60 subject to Clause 4.2.4(c)(i)”.

The Amendment is standard in accordance with Part 5 Clause 34 of the Planning and Development (Local Planning Schemes) Regulations 2015.

Dated this **17th** day of **December, 2018**

JASON LYON
A/CHIEF EXECUTIVE OFFICER

D77/12/18

**CITY OF ARMADALE
TOWN PLANNING SCHEME NO. 4**

AMENDMENT NO. 100

SCHEME REPORT

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1. DETAILS OF PROPOSAL

Amendment 100 is considered a ‘*standard amendment*’ under Part 5, Clause 34 - standard amendment, subsection (a), (b), (c), and (g) of the Planning and Development Regulations 2015 (Regulations).

Amendment 100 proposes to implement modifications to the existing Residential Density Codes for properties on the western side of the railway line adjacent to the Kelmscott Train station and the Kelmscott District Activity Centre which will increase the potential for redevelopment and the introduction of new housing types such as Apartments and more one (1) or two (2) bedroom dwellings within the catchment for both the train station and the District Centre. This Amendment is in accordance Housing Strategy Actions HSA 1, 3 and 6 contained in the City’s Local Planning Strategy (LPS).

The proposed density code modifications will be supported by proposed scheme text provisions to promote development at the new upper spilt code R60, and a R80 ‘density bonus’ which will in turn increase potential for greater housing diversity in the area including more one (1) and two (2) bedroom dwellings, possible maisonette type developments and two (2) to three (3) storey development, particularly in the form of multiple dwellings (apartments).

Increasing residential densities in the residential area located west of the Kelmscott Train Station and the Kelmscott District Activity Centre will increase the viability of the Activity Centre, enable more people to live in walking distance to the train station, potentially reduce the need for car ownership, provide a greater variety of housing types in the City to accommodate a more diverse population and to assist in achievement of State generated targets for infill development within the City.

2. SUBJECT LAND

Amendment Area Characteristics

The area of land subject to Amendment 100 comprises approximately 35 hectares of residential land (excludes roads, public open space and other reserves). There are currently 506 dwellings within this area. Approximately 4 hectares of land within the amendment area has already been redeveloped to a level that precludes redevelopment in the short-medium term. This leaves approximately 31 hectares of land available for redevelopment. This includes approximately 3.9 hectares of vacant or significantly underdeveloped land in large parcels ranging from 1500m² in area up to 8603m².

Existing Housing Stock

The Amendment area contains a mix of lot sizes and housing types representing development that has occurred in various eras. These include larger lots with older houses the result of the progressive break-up original allotments, and single houses from the 1960s to 1970s and also some more recent subdivision developments. Grouped housing developments are more recent dating from the 1980s up to the present day. These include large multi-unit developments serviced by extensive communal access ways, and smaller developments including duplexes, triplexes and quadruplexes, some of which retained the original dwelling as part of the development cluster. Grouped housing (medium density) developments have generally occurred as a result of the higher R40 density code, which was available under TPS 2 for many years, and TPS 4.

3. LANDOWNERS

There are numerous landowners within the Amendment Area, which contains 506 residences, a nursing home and a Medical Centre.

4. APPLICANT

The City of Armadale has proposed this amendment in accordance with a recommended action contained in the City's current Local Planning Strategy.

5. CURRENT ZONING

MRS : Urban
TPS No.4 : Residential R15/40 and R25/40

6. PROPOSED ZONING

No changes are proposed to the existing zoning of the land within the Scheme Amendment area. Changes are proposed to the density codes applicable to the land and modifications are proposed to some existing Scheme Text provisions and the addition of some new provisions with regard to the potential for development at higher density codes..

7. BACKGROUND

Local Planning Strategy 2016 – Recommended Actions relating to Kelmscott and Residential Density increases around Kelmscott Train Station and District Centre.

The City's LPS sets out the future direction of land use, growth and development in the City until 2025. The LPS includes a Strategic Plan identifying existing and future land use in the City and strategies (actions) to address the key planning themes and issues confronting the City. Housing is one of the key planning themes considered under the 'Housing Strategy' section of the LPS.

The LPS 'Housing Strategy' considered residential density and the outcomes of development at the higher dual density codes in R15/40 and R25/40 areas as a key issue. It established that the current higher R40 dual density code had provided the City with increased group housing stock in key areas including adjacent to Armadale and Kelmscott centres and in the public transport corridor locality. However, developments in many instances had resulted in: 'over-build' on sites; a lack of open space (specifically gardens and trees); repetitious building design; a prevailing single storey skyline; and a lack of housing diversity particularly with regard to one (1) and two (2) bedroom dwellings. Whilst some of these matters have been addressed in Reviews of the Density Development Policy 3.1, up coding will assist in addressing and providing more opportunities to diversify the housing types.

The LPS 'Housing Strategy' includes a 'Local Housing Strategy Map' and nine (9) 'Housing Strategy Actions' (HSA). The 'Local Housing Strategy Map' identifies locations adjacent to the Armadale and Kelmscott centres, and in the public transport corridor locality on each side of the Armadale train line (adjacent to Challis and Sherwood stations) for an 'increase in residential density coding', and an 'increase in residential coding for sites over 2000sqm'.

The HSA 1, 3 and 6 below, reinforce the density recommendations in 'Local Housing Strategy Map' catchments:

HSA 1 'Increase density potential around the main centres (particularly the Strategic Metropolitan Centre) to R60 and R80 or higher subject to design requirements.'

HSA 3 'In R40 areas and areas with an upper split code of R40, permit access to R60 density codes for lots with a minimum lot size of 2000 sqm and frontage of 25m.'

HSA 6 'Amend the Scheme to provide Scheme clauses to give greater incentive to develop specific housing types, such as maisonettes and one and two bedroomed dwellings in residential zones.'

The LPS 'Housing Strategy' also considered dwelling targets set by the State Government's *Directions 2031 and beyond, 2010, (Directions 2031)* and it was estimated that an additional 25,686 dwellings would be constructed in the whole of the City of Armadale by 2031 (most of which will be in the new growth areas), exceeding the *Directions 2031* target of 11,400 dwellings by 2031. This considerable variation in the estimations by the City and WAPC was due to the City's Forecast ID estimates being based on more local knowledge than the *Directions 2031* methodology the City's growth areas. The *Directions 2031* targets and the time horizon for development have since been revised upwards in subsequent State Government planning frameworks, including *Perth and Peel @ 3.5Million* and the *South Metropolitan Peel – Sub Regional Planning Framework, 2018 (SMP-SRPF)*. Further discussion of these State planning frameworks, and an estimate of the number of additional dwellings that could eventuate in the Kelmscott west of railway area as a result of Amendment 100 are provided in the 'Analysis' section of this report.

At the Council meeting held on 23rd April 2018, Cr Wielinga referred the following matter to the Development Services Committee.

That the matter of interim or permanent planning measures for the site west of Kelmscott Town Centre bounded by Westfield Road, Cammillo Road and Railway Avenue be referred to the Development Services Committee.

Comment from Cr Wielinga

The area west of Kelmscott Train Station is recognised in the Local Planning Strategy (2016) as having potential for increased density as it is situated on the railway line, near shopping centres and is close to public open space. As such, the area would make an excellent example of urban renewal in the City, with new development at medium to high density. Unfortunately the current zoning is not yet been changed as suggested in the LPS. Currently house-behind-house development is allowed and because it is often the cheapest, most convenient for existing home owners, is creating development at arguable the wrong density and style for this excellent location.

A report was included in the Executive Director Development Services Report to Council on 25 June 2018 with regard to the LPS recommended Actions and their implications with regard to the Councillor's referral item. The City had delayed implementation of this re-coding pending progression of the WAPC's Design WA (Apartment Code) and discussions with the Metropolitan Redevelopment Authority. If the City was to progress separately Design Standards, this would be costly with limited effect given the WAPC's Design WA is due soon. Subsequently, at their meeting held on 25 June 2018 Council resolved as follows:

That Council:

1. *Notes that a report will be prepared for Council's consideration to initiate a scheme amendment to recode portions of the residential land west of the Kelmscott Town Centre by the end of 2018.*

8. ANALYSIS

Amendment Area Characteristics

The area of land subject to Amendment 100 comprises approximately 35 hectares of residential land (excludes roads, public open space and other reserves). There are currently 506 dwellings within this area. Approximately 4 hectares of land within the amendment area has already been redeveloped to a level that precludes redevelopment in the short-medium term. This leaves approximately 31 hectares of land available for redevelopment. This includes approximately 3.9 hectares of vacant or significantly underdeveloped land in large parcels ranging from 1500m² in area up to 8603m².

Existing Housing Stock

The Amendment area contains a mix of lot sizes and housing types representing development that has occurred in various eras. These include larger lots with older houses the result of the progressive break-up original allotments, and single houses from the 1960s to 1970s and also some more recent subdivision developments. Grouped housing developments are more recent dating from the 1980s up to the present day. These include large multi-unit developments serviced by extensive communal access ways, and smaller developments including duplexes, triplexes and quadruplexes, some of which retained the original dwelling as part of the development cluster. Grouped housing (medium density) developments have generally occurred as a result of the higher R40 density code, which was available under TPS 2 for many years, and TPS 4.

Housing Authority landholdings within the Amendment area

The Housing Authority of Western Australia (HAWA) owns 17 properties within the Amendment area including a cluster of vacant abutting properties in the area bound by Merrifield Avenue and Railway Avenue that total 1.7 hectares in area. This may provide for a substantial development site that can be developed in a coordinated and complementary manner and could also be a catalyst and demonstration development for the area.

It should be noted however, that Public Authorities such as the Housing Authority must have due regard to but are not bound by Local Planning Schemes. Determination of Development proposals put forward by Public Authorities is issued under the Metropolitan Region Scheme only. In addition, the Western Australian Planning Commission have delegated authority to determine Housing Authority Development applications to the Housing Authority themselves for developments involving 10 dwellings or less. Housing Authority developments of more than 10 dwellings are determined by the WAPC following referral of the application to the relevant Local

Government for recommendations with regard to approval or refusal of a development and any conditions that should be applied.

For Housing Authority developments exceeding \$10 million value it is mandatory that the applications be referred to the JDAP for determination with the WAPC being the referring authority in those cases and the City providing advice.

The City has corresponded with and briefly met with the Housing Authority with regard to their Merrifield Avenue and Railway Avenue landholdings and the Housing Authority is keen to do a development that will meet the needs of more of the community (such as with a variety of housing types) and provide affordable housing opportunities. It is likely that the Housing Authority would only retain a proportion of the dwellings as rental properties for Housing Authority Tenants with the remainder being sold.

Kelmscott Train Station

The original Kelmscott station opened on 2 May 1893 as one of the original stations on the Armadale line. The station has a bus interchange situated in the centre of the platform. This feature makes the station unique in Western Australia. In 2008, the Public Transport Authority completed a \$10.8 million upgrade of the station.

Amendment 100 will provide for a significant increase in residents within the walkable catchment of the train station with transit oriented development and therefore should have a positive impact on passenger numbers using Kelmscott train station.

Kelmscott District Activity Centre

The Kelmscott District Centre is linear in nature and stretches from Turner Place in the north to Brookton Highway in the south and addresses both sides of Albany Highway. A portion of the Kelmscott District Centre, between Davis Road and just north of Page Road on the western side of Albany Highway, is under the planning control of the Metropolitan Redevelopment Authority.

The viability of the Kelmscott District Centre and expansion or redevelopment of the centre has a dependence on the increase in the population within the catchment of the centre. Accordingly, Scheme Amendment 100 is significant in regards to providing for the density of residential development to increase considerably directly adjacent to the District Centre.

The provision of more housing and a range of types of housing (such as one (1) and two (2) bedroom dwellings) will provide the benefit of offering alternative accommodation for existing residents of the City who are downsizing. Aging people will have the option to remain in the area rather than having to move elsewhere if they are looking for smaller housing. In addition, there is the potential for a wider range of shops and services to be provided in Kelmscott if the population increases so residents would be able to reduce trips outside of Kelmscott to access what they need or want.

Current development in the Amendment area equates to an average density of approximately R12.5. This density is well below the average R30 density that State Planning Policy SPP 4.2 Activity Centres for Perth and Peel recommends within the walkable catchment of a District Centre.

Denny Avenue & Davis Road Tunnel

In June 2018 the State Government's Metronet Team announced its preferred design for the closure of the Denny Avenue rail crossing and the construction of a tunnel for vehicles with the railway elevated above it at Davis Avenue. This development will significantly ameliorate traffic flow issues currently occurring in the area, due to the railway crossing. Metronet has announced that construction of the new crossing will commence in 2019.

Design WA

The State Government is progressing with the preparation of Design WA which is a draft State Planning Policy initiative to ensure good design is at the centre of all development in Western Australia. The Western Australian Planning Commission has proposed to release Design WA in stages with the first stage including Draft Apartment Design Policy. The Stage one release of Design WA occurred in mid-2016 and the City provided its comments to the WAPC following a Council resolution on the 19th December 2016.

It is anticipated that final approval of Design WA stage one will take place soon and will create a better design standard to guide multiple residential and apartment development and make for improved development around key activity centres within the City such as Kelmscott District Centre and Armadale Strategic Metropolitan Centre. The alternative approach would be for the City to fund Design Guidelines at its cost and that they will be more difficult to implement and won't be as widely accepted. It is expected that the WAPC will release the Draft Design WA Stage One documents (including two (2) associated policies and a Guide for Local Government with regard to setting up Design Review Panels) by the end of 2018.

Variations to LPS 'Housing Strategy' recommendations

Detailed planning assessment has identified that some refinement is required in the implementation of Housing Strategy Actions the subject of this Amendment. The proposed density code modifications on the TPS No.4 map from R15/40, and R25/40 to R15/60 is applied uniformly to areas indicated on the LPS 'Local Housing Strategy Map' as 'increase density coding' and 'increase density coding for sites over 2000m²'.

Although there are a number of lots 2000m² and greater in the Amendment area, the majority of lots are currently single residential lots of 800m² or less and, applying the minimum 2000m² development site criteria for R60 development as indicated in the 'Housing Strategy' would likely limit the overall redevelopment potential of the Amendment area as owners would need to amalgamate 3 or more lots to achieve the minimum development site area. Accordingly, a minimum development site size requirement of 1400m² is proposed. It is anticipated that the 1400m² development site criteria would encourage consolidation (amalgamation) of land holdings in the subject

localities and in many instances only two (2) single housing lots would need to be amalgamated to achieve the lot size and frontage criteria.

A 'density bonus' up to the R80 density code (for Multiple Dwelling developments only) would be available in the Amendment subject to a minimum site area of 2000m² and site frontage requirements. The minimum site area of 2000m² recommended in the LPS is retained for these more intensive developments to provide for a better spatial layout, addressing building bulk and scale issues and the retention of or planting of substantial trees.

Further information about and reasoning behind the proposed R-Code densities, including the density bonus, and amendments and additions to Scheme provisions is detailed below.

R-Code (Density Code) Modifications

TPS No.4 currently provides a dual density code system on the Scheme map for many Residential zone localities, with the upper density code applying to developments that achieve the locational, servicing and design criteria of the City's Scheme text and Local Planning Policy PLN 3.1 Density Development (PLN 3.1). The area covered by Amendment 100 is currently subject to two split codes being R25/40 and R15/40. Under Amendment 100 it is proposed to retain a dual density code, but the lower code is to be reduced to R15 (for those lots currently coded R25/40) and the upper code increased to R60 for all properties within the Amendment area. Modifications to TPS 4 provisions will allow a density bonus of up to R80 subject to the development meeting special site and development criteria and the development comprising Multiple Dwellings (Apartments) only.

The lowering of the base density code to R15 aims to discourage battle-axe lot subdivisions (a single house behind an existing single house) and/or strata title duplex developments, under the current R25 lower density code. This under development is considered to allow too many single storey Grouped Dwellings and be an inefficient use of land that is within the walkable catchment of both a train station and a District level Activity Centre.

Increasing the upper density code to R60 (with a potential 'density bonus' of up to R80) aims to encourage increases in housing stock and housing diversity including 1 and 2 bedroom dwellings which are more easily accommodated in R60 and R80 developments than in R40 developments. More varied building designs i.e. multiple dwellings are also anticipated to be provided under the R60 and R80 density codes.

Refer to attachments for Existing and Proposed Zoning Map

Modifications to TPS No.4 Text

In order to facilitate quality development at the highest possible density codes Amendment 100 will add new provisions in Part 4 clause 4.2 'R-Codes' of the Scheme text to specify the requirements to qualify for the modified upper density code. These

provisions will include locational and design criteria aimed at achieving the highest possible densities and the highest quality of development.

Waste collection for higher density developments can be problematic due to the difficulty of fitting increased numbers of bins into the road verge for collection and is especially difficult for sites with narrow frontages at the ends of culs-de sac or roads with 90 degree bends. The criteria of 'adequate waste collection' is therefore proposed to be included as a provision into clause 4.2.4(b)(i) to ensure waste collection is considered early in the Design Process. Further clarification of waste collection requirements is provided in the City's PLN 3.1, and discussed in the 'Analysis' section of this report.

The loss of mature trees from streetscapes (e.g. street verge trees) and development sites and particularly native trees is also a concern to the Council. Accordingly, it is intended to include provisions that require native trees of a certain size to be retained on development sites.

It is proposed to add the following sub-clause (c) to clause 4.2.4 of the Scheme text to specify requirements for development applications at the upper density code in areas with the proposed R15/60 density code including the two criteria discussed above (waste collection and tree retention):

'(c) Where land is identified on the Scheme Map as R15/60 -

- i) up to R60 where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 1400m² and a minimum frontage of 25 metres;
 - (c) Where the development is for Grouped Dwellings, a minimum of 75% of dwellings to comprise of at least two storey dwellings with at least one habitable room on the second floor;
 - (d) Existing native trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.
- ii) up to R80 for multiple dwellings only where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 2000m² and a minimum frontage of 25 metres;
 - (c) Existing native trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.

- iii) where the development under Clause 4.2.4(c)(i) and (ii) is for Multiple Dwellings, for each Multiple Dwelling positioned above another, a minimum of 50% of the plot ratio area must be vertically above the lower dwelling.’

C. Amending Clause 4.2.5 by:

- i) inserting ‘R80’ in Clause 4.2.5(a) after the word ‘as’; and
- ii) adding at the end of the Clause 4.2.5(b) the following wording:

“or for land identified on the Scheme Map as R15/60 subject to Clause 4.2.4(c)(i)”.

The intent of Clause 4.2.4(c)(i) is to ensure development at the R60 density code complies with the servicing and locational criteria in 4.2.4(b)(i) and (ii), and that new developments attain the R60 density code.

Clause 4.2.4(c)(ii) provides an additional ‘density bonus’ of up to R80 subject to compliance with the servicing and locational criteria in clause 4.2.4(b)(i) and (ii) and development site requirements including a minimum area of 2000m² and a minimum frontage of 25 metres. Higher density developments, especially multiple dwellings (apartments), are better suited to larger wider lots as these sites increase design options for example additional building height/number of storeys and/or can assist developments achieve compliance with development standards including setbacks, overshadowing and privacy requirements, as well as verge waste collection.

Clause 4.2.4(c)(iii) aims to provide for better spatial layouts, more open space, potential for retention of existing trees or planting of substantial new trees and less bulky developments.

Local Planning Policy PLN 3.1 Density Development

A number of modifications will need to be made to the above policy to ensure that the development outcomes that are desired will be achieved. This will include such elements as minimum building heights, types of dwellings and other design requirements. The amended policy is proposed to be referred to Council for approval for the purpose of advertising once the Scheme Amendment has been forwarded to the WAPC for final approval. This timing will allow the policy amendment to be completed almost concurrently with the gazettal of the Scheme Amendment.

State Planning Frameworks and Initiatives

Prioritising urban consolidation and infill development in locations adjacent to train stations as well as major commercial centres through increasing density codes is an integral part of the State Government’s urban policy and strategic planning frameworks for the Perth and Peel metropolitan regions. Infill development reduces many of the societies costs associated with urban sprawl and makes more efficient use of existing infrastructure i.e. trains and buses, as well as other services. Ready access to the Metropolitan rail passenger network is an advantage for residents of Perth and Amendment 100 seeks to encourage greater infill for

well-located areas. The following summarises the Amendment 100 proposals in the light of State Government policy, planning frameworks and other initiatives.

Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development, 2006 (DCP 1.6)

The Western Australian Planning Commission (WAPC) DCP 1.6 encourages higher density residential development (including aged or dependant persons' dwellings) around train stations to increase the potential for residents to use train services. The proposals of Amendment 100 intend to achieve even greater density than the current R-Code (as well as housing diversity) with due regard to the 800 metres walkable catchment and the City's LPS 'Housing Strategy'.

Perth and Peel @ 3.5 Million, 2018 and South Metropolitan Peel – Sub Regional Planning Framework, 2018 (SMP-SRPF)

The Perth and Peel @ 3.5 Million and South Metropolitan Peel – Sub Regional Planning Framework, 2018 (SMP-SRPF) are based on principles espoused in Directions 2031. These strategies map out land use and infrastructure planning until 2050. The Strategy also includes 10 urban consolidation principles to guide infill development. Three (3) of the Principles; 'Urban Corridors', 'Station Precincts' and 'Public Transport', promote high density residential development along transit corridors and around train stations. The proposals of Amendment 100 implement the 3 urban consolidation principles identified above.

Metronet

The Metronet State government initiative (Department of Transport, Public Transport Authority, Department of Planning, Lands and Heritage, Department of Communities, Landcorp and the Metropolitan Redevelopment Authority) aims to progress an integrated approach to the provision of passenger rail infrastructure and land use planning for Perth and Peel regions. The modified density codes as proposed in Amendment 100 are considered consistent with Metronet's objective to better integrate land use and passenger rail transport.

Apartment Design – Draft Volume 2 of State Planning Policy 7.3 Residential Design Codes, 2016 (Apartment Design Codes)

The WAPC's Draft Apartment Design Codes is proposed to replace Part 6 of the R-Codes which specifies design requirements for multiple dwellings in areas coded R40 and greater and within mixed use development and activity centres. New design criteria (development standards) and guidance statements are proposed to improve multiple dwelling built form outcomes. The Apartment Design Codes when finalised as a State Planning Policy will be automatically incorporated into the City's TPS No.4 and the City will be required to refer to them when assessing development applications for multiple dwellings (apartments).

Until finalised, the City will continue to apply the R-Codes and its Policy PLN 3.1 which will be reviewed with consideration given to the Draft Apartment Design Codes, and other design and amenity issues associated with the modified density code proposals of Amendment 100. It is anticipated that the proposed density modifications and scheme text changes of Amendment 100 will result in an increasing number of multiple dwelling developments proposals in the subject localities.

City of Armadale Planning and Servicing Considerations

Town Planning Scheme No.4

The subject localities are currently zoned Residential the objectives of which under clause 3.2.1 of TPS No.4 are as follows:

- “(a) To provide for a range of housing and choice of residential densities to meet the needs of the variety of household types which make up the community.*
- (b) To provide for a range of associated compatible activities and development, which will assist in the creation of efficient and sustainable residential neighbourhoods.*
- (c) To facilitate and encourage high quality design, built form and streetscapes throughout residential areas.”*

Amendment 100 is consistent with objective (a) above and increasing residential density also increases the potential for greater housing diversity i.e. 1 and 2 bedroom dwellings and multiple dwellings which are housing forms currently deficient in the City. Objective (c) will be addressed by the proposed review of the City’s PLN 3.1 discussed further below.

Existing Structure Planning within the Amendment Area

Under Special Control Area Map 3 of TPS 4 part of the Amendment area is identified as Development Area 4. This area is bound by Merrifield Avenue, Railway Avenue, Cammillo Road and Third Avenue. DA 4 contains the 1.7 hectares of vacant land that is owned by the Housing Authority as well as fully developed land owned by the Housing Authority, a number of privately owned properties and some small parcels of land (that are mostly land locked) owned by the City of Armadale, the Department of Lands and the Water Corporation. A Structure Plan exists for DA 4. The main purpose of this structure plan was to coordinate development of groups of properties in a way which allowed for driveways to be connected between development sites to allow for on-site waste collection and better access.

Drainage Considerations

The drainage system in the subject localities comprises the City’s network of street drains and drainage basins and swales in the City’s local parks and reserves and the Water Corporation’s Rundle Street and William Street main drainage channels and basins that most of the City’s drain network in the area connects into (some lots adjoining the main drains connect directly into these main drains). The subject localities are within 2 drainage catchments defined by these main drains and it is understood from the Water Corporation that these main drains may have limited capacity to accommodate additional stormwater from their catchment areas.

The issue of drainage for the subject localities is further heightened by the soils in parts of Armadale and Kelmscott which have poor infiltration capacity for stormwater disposal and the fact that developments at higher density, which would occur as a result of the density modifications under Amendment 100, generally increase the areas of hard surfaces which generate more stormwater run-off. In instances where stormwater cannot be contained on development sites due to limited infiltration, the City currently allows a combination of on-site storage (soak wells) for infiltration with limited outflow to the street drainage system via a silt trap, and/or overland flow.

The modified density code proposals of Amendment 100 should be supported by further stormwater drainage investigations i.e. a stormwater management strategy in consultation with the Water Corporation. This should model the requirements of increased density for stormwater run-off management to the drainage networks and any infrastructure upgrades required. The gradual roll-out of new residential developments would provide sufficient lead-time to complete a strategy, however, timely commencement of a strategy is considered appropriate. Should upgrades be required the City will need to further consider requiring development contributions and/or a scheme to formalise contributions towards drainage infrastructure upgrades.

The City will also need to implement the following responses to increases stormwater run-off from higher density development as part of the development assessment process:

- requiring greater clarification of drainage issues and design from developers/landowners early at development application stage including requiring drainage catchment analysis as indicated under PLN3.1;
- requiring developments to maintain stormwater onsite or at predevelopment discharge rates, noting this may be difficult for higher density developments in some locations; and,
- reviewing planning and engineering procedures and policies for stormwater drainage to better specify and clarify requirements and closely align the drainage requirements between Planning and Technical services.

Waste Collection

Waste collection for higher density developments can be problematic due to the difficulty of fitting increasing numbers of bins into the road verge area fronting developments and this is especially apparent on sites with narrow frontages, including at the end of cul-de-sac roads or at the elbows of roads with 90 degree bends. These road types/configurations are present within parts of the subject localities. This is further complicated by the size of the City's Waste Vehicles. The City has waste collection guidelines in place in PLN 3.1 and 'Draft Waste Management Plan Specifications' to inform developers/landowners of the City's waste specifications and management requirements. Further refinement of these guidelines (with the view to developing additional waste collection and management solutions for higher density developments in difficult locations) should be undertaken to support the modified density proposals of Amendment 100. As discussed in the 'Details of Proposal' section of this report, 'adequate waste collection' is introduced into clause 4.2.4 (b)(i) of the TPS No.4 text to elevate waste collection to a Scheme provision which provides the City with greater authority and guidance when considering development applications.

Projected Outcomes of Amendment 100

It is anticipated the proposals of Amendment 100 will result in the following key outcomes for the City.

Housing Stock and Diversity

Amendment 100 will facilitate an increase in the City's housing stock and housing diversity to meet the needs of its growing and diverse population. The R60 (and R80 'density bonus') are more likely to result in the development of 1 and 2 bedroom dwellings as required under HSA 6 of the 'Housing Strategy', than the current higher R40 dual density code which has generally resulted in group housing developments with 3 bedroom villas.

It is estimated, based on current growth rates established by Forecast ID modelling, that by 2036 the total number of dwellings in the Amendment Area will increase by 27 percent.

Making existing Activity Centres more robust

It is anticipated that a growing population in the Amendment area will enhance the viability of the Kelmscott District Centre and encourage expansion and redevelopment within the District Centre.

Train Services

Increasing the number of dwellings within Kelmscott train station's walkable catchment should increase the potential for patronage of the station which will assist in ensuring the service's ongoing viability and support future upgrades and investment in these stations' infrastructure.

In order to maximise development at the higher R60 dual code (and the R80 'density bonus') new Scheme text provision proposals would require new developments above the base to achieve the higher dual code or as close to as possible to the higher dual code subject to compliance with planning and/or site constraints.

Higher density developments in the subject localities need to be supported by stormwater investigations i.e. stormwater management strategy in consultation with the Water

Corporation to determine the capacity of the drainage network and any infrastructure upgrades required to accommodate increased stormwater run-off from future higher density development. Development Approval conditions can be used if required to formalise drainage cost contributions from developments discharging excess stormwater into the City's and/or the Water Corporation's drainage network.

As a related exercise to Amendment 100, the City will also review its technical and planning policy frameworks including PLN 3.1 to address drainage, waste collection and other development issues likely to arise as a result on the modified density code proposals in the subject localities and to improve development outcomes.

The influence of the density modifications on housing stock and diversity will be realised in the medium to long-term (to 2036) as single house sites are gradually redeveloped over this timeframe.

9. CONCLUSION

Amendment 100 will implement the City's LPS 'Housing Strategy' key recommendations and the State Government's urban policy and strategic planning objectives for infill (higher density) development within the walkable catchment of both the Kelmscott Train Station and the Kelmscott District Centre. Amendment 100 will provide the basis and the provisions for the similar upcoding of other areas along the Armadale Train Line such as around Challis and Sherwood Stations.

The key outcomes of Amendment 100 will aim to:

- increase in housing stock, and housing diversity including 1 and 2 bedroom dwellings;
- enhanced viability of the Kelmscott District Centre;
- potential for an increase in train patronage from Kelmscott Train Station; and
- potential for a reduction in car ownership and car usage in the District Centre and to access the train station.

10.0 MODIFICATIONS AT FINAL ADOPTION

After consideration of the submission Committee discussed the advertised amendment, minimum frontage and area, and the grouped dwelling outcomes. The EDDS provided advice on the benefits of the lot size criteria and the Coordinator Strategic Planning provided the rationale from the City's Local Planning Strategy to improve streetscape and development outcomes. Committee resolved to remove Clause (c)i)(b) in Part B. of the Recommendation "the lot/development site has a minimum area of 1400m² and a minimum frontage of 25 metres". Accordingly, the Recommendation was amended and Council at their meeting on 24th June 2019 resolved to modify the Amendment.

In addition, as a result of a number of submissions requesting some additional properties be included in the rezoning area, the Council adopted a modified Rezoning Plan on 24th June 2019.

11.0 MODIFICATIONS REQUIRED BY HON. MINISTER FOR PLANNING

On 11 December 2019 the Western Australian Planning Commission wrote to the City advising that the Amendment required modification in accordance with the matters outlined in the Schedule of Modifications attached.

CITY OF ARMADALE TOWN PLANNING SCHEME NO. 4

AMENDMENT NO. 100

The Armadale City Council under and by virtue of the powers conferred upon it in that behalf by the Planning and Development Act 2005, hereby amends the above Local Planning Scheme by:

- A. Amend the Residential Density Codes to recode the land from R15/40 and R25/40 to R15/60 and amend the Scheme Maps accordingly;
- B. Modify the TPS No.4 Text, Part 4-General Development Requirements, as follows:
- i) delete 'R15/60' and insert 'or' before 'R25/40' from clause 4.2.4(b);
 - ii) add 'adequate waste collection' to clause 4.2.4(b)(i) before the word 'and';
 - iii) add clause 4.2.4(c) as follows:
 - '(c) Where land is identified on the Scheme Map as R15/60 -
 - i) up to R60 where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained.
 - (b) Where the development is for Grouped Dwellings, a minimum of 75% of dwellings to comprise of at least two storey dwellings with at least one habitable room on the second floor.
 - (c) Existing trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.
 - ii) up to R80 for multiple dwellings only where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 2000m² and a minimum frontage of 25 metres; and
 - (c) Existing trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground being retained, where possible.
 - iii) where the development under Clause 4.2.4(c)(i) and (ii) is for Multiple Dwellings, for each Multiple Dwelling

positioned above another, a minimum of 50% of the plot ratio area must be vertically above the lower dwelling.’

C. Amending Clause 4.2.5 by:

- i) inserting ‘R80’ in Clause 4.2.5(a) after the word ‘as’; and
- ii) adding at the end of the Clause 4.2.5(b) the following wording:

“or for land identified on the Scheme Map as R15/60 subject to Clause 4.2.4(c)(i)”.

SCHEDULE OF MODIFICATIONS
Planning and Development Act 2005
City of Armadale Town Planning Scheme No. 4
Amendment No. 100

The Local Government pursuant to section 75 of the Planning and Development Act 2005, amends the above Local Planning Scheme by:

- A. Amending the upper Residential Density Coding of various lots from R40 to R60, as shown on the Scheme Amendment Map;
- B. Modifying the TPS No.4 Text, Part 4 - General Development Requirements, as follows:
 - (i) In clause 4.2.4(b), replacing R25/40 or R15/60' with 'or R25/40
 - (ii) In clause 4.2.4(b)(i), inserting adequate waste collection' following the word 'drainage';
 - (iii) Adding clause 4.2.4(c) as follows:
 - '(c) Where land is identified on the Scheme Map as R15/60 or R25/60
 - (i) up to R60 where:
 - (a) the provisions of Clause 4.2.4(b) (i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 1,400m² and a minimum frontage of 25 metres;
 - (c) where the development is for Grouped Dwellings, a minimum of 75% of dwellings comprise at least two storeys with at least one habitable room on the second floor; and
 - (d) existing trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground are retained, where possible.
 - (ii) up to R80 for multiple dwellings only where:
 - (a) the provisions of Clause 4.2.4(b)(i) and (ii) are satisfied and street trees retained;
 - (b) the lot/development site has a minimum area of 2,000m² and a minimum frontage of 25 metres; and
 - (c) existing trees with a trunk circumference of 0.6m or greater at a height of 1m from the natural level of the ground are retained, where possible.

Where the development under Clause 4.2.4(c)(i) and (ii) is for Multiple Dwellings, for each Multiple Dwelling positioned above another, a minimum of 50% of the plot ratio area must be vertically above the lower dwelling.'

- (iv) In clause 4.2.5(a), replacing 'or R17.5/25' with R17.5/25 or R80\ and
- (v) In clause 4.2.5(b), replacing R25/40 and R15/60 subject to the application of Clause 4.2.4(b).' with 'or R25/40 subject to the application of Clause 4.2.4(b), or for land identified on the Scheme Map as R15/60 or R25/60 subject to Clause 4.2.4(c)(i).'

COUNCIL ADOPTION

This Standard Amendment was adopted by Resolution D77/12/18 of the Council of the City of Armadale at the Ordinary Meeting of the Council held on the 17th day of December 2018.

MAYOR

CHIEF EXECUTIVE OFFICER

COUNCIL RECOMMENDATION

This Amendment is recommended **for support** by Resolution **D34/6/19** of the City of Armadale at the Ordinary Meeting of the Council held on the **24th** day of **June, 2019** and the Common Seal of the City of Armadale was hereunto affixed by the authority of a resolution of the Council in the presence of:

(seal)

MAYOR

CHIEF EXECUTIVE OFFICER

WAPC RECOMMENDATION FOR APPROVAL

DELEGATED UNDER S.16 OF
THE PD ACT 2005

Date:- _____

APPROVAL GRANTED

MINISTER FOR PLANNING

Date:- 12 May 2020