CITY OF BAYSWATER
Local Housing Strategy

May 2012

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Executive Summary

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EXECUTIVE SUMMARY

The purpose of this Local Housing Strategy is to establish a strategic framework to guide and provide for the City of Bayswater's current and future housing needs.

The key objectives of the Strategy are to:

1. Provide a strategic direction for Council, developers and the community in relation to residential densities and housing issues in the City;

2. Facilitate a mix of housing choices to accommodate all ages and diverse lifestyles; and

3. Identify locations which have the capacity to accommodate population growth and change.

The preparation of this Strategy has been guided by community input and provides a locally relevant response to metropolitan level issues and State Government strategies.

Key Principles

The key principles which Council has adopted to develop the Strategy include:

1. Some form of change is required to accommodate a growing population;

2. Focus new development on selected areas (or nodes):

   - City and town centres;
   - 'Urban villages'; and
   - Main roads (Urban Corridors).

3. Different standards for different areas may be appropriate;

4. Mix of housing choices to suit the City's changing population;

5. Mix of appropriate land uses in certain locations;

6. Develop and implement initiatives to promote high-quality development;

7. Better align land use with transport network; and

8. Add life and vibrancy to some areas.

Key Considerations

Significant demographic and housing trends have shaped the Strategy, including:

1. A projected doubling of the Perth Metropolitan Area population (to 3.5 million by 2050);

2. An increasing number of single and couple households, which is increasing the need for more dwellings;

3. A growing aged population, highlighting the need to consider housing choices suitable for this demographic;

4. An increase in dwelling sizes while less people live in each house; and

5. The need to improve sustainability outcomes.

Strategies and Actions

The range of issues which emerged from the research and analysis has been broken up into the following five (5) key categories:

Focus Areas for Change

Figure 1 identifies suitable locations throughout the City for residential density increases based on the principles adopted by Council. These locations are referred to as Focus Areas for Change and include activity centres at Morley, Maylands, Bayswater and Ashfield, urban villages and urban corridors. Detailed studies on specific issues such as traffic and transport, detailed zoning changes and development controls will be undertaken to guide future development in these areas.

Quality Design and Streetscape

Quality built form and streetscapes are characterised by strong interactions between buildings and the street, articulated buildings and pedestrian friendly environments. These elements should be guided by streetscape policies and design guidelines. Improvements to streetscapes can also be facilitated through streetscape and infrastructure works.

Key locations for the preparation of design guidelines and streetscape policies include Focus Areas for Change (activity centres, urban villages and urban corridors); character and heritage areas; corner lot sites and lots overlooking public open space, rights of way and pedestrian access ways.

Sustainability and Environment

The Strategy is underpinned by sustainable development principles and the City will encourage sustainable residential building designs. Further examination into sustainable residential building measures will be undertaken in order to develop an information sheet and other promotional tools to promote sustainable residential design.

Housing Choice

There is a need for a range of housing choices including smaller dwellings, particularly for the ageing population, as well as dwellings which are more suitable for larger families. In part, this is catered through identifying Focus Areas for Change whilst leaving much of the City as suburban residential areas.

The introduction of the Multi-Unit Housing Code (Part 7 of the Residential Design Codes) facilitates the provision of multiple dwellings and smaller dwellings. This Strategy also outlines more opportunities for ancillary and supplementary accommodation.

Figure 1: Focus Areas for Change

Local Housing Strategy
Focus Areas for Change
Map

Please Note: The Focus Areas for Change will be further refined as part of ongoing studies in consultation with the local community and other stakeholders.

CITY OF BAYSWATER LOCAL HOUSING STRATEGY
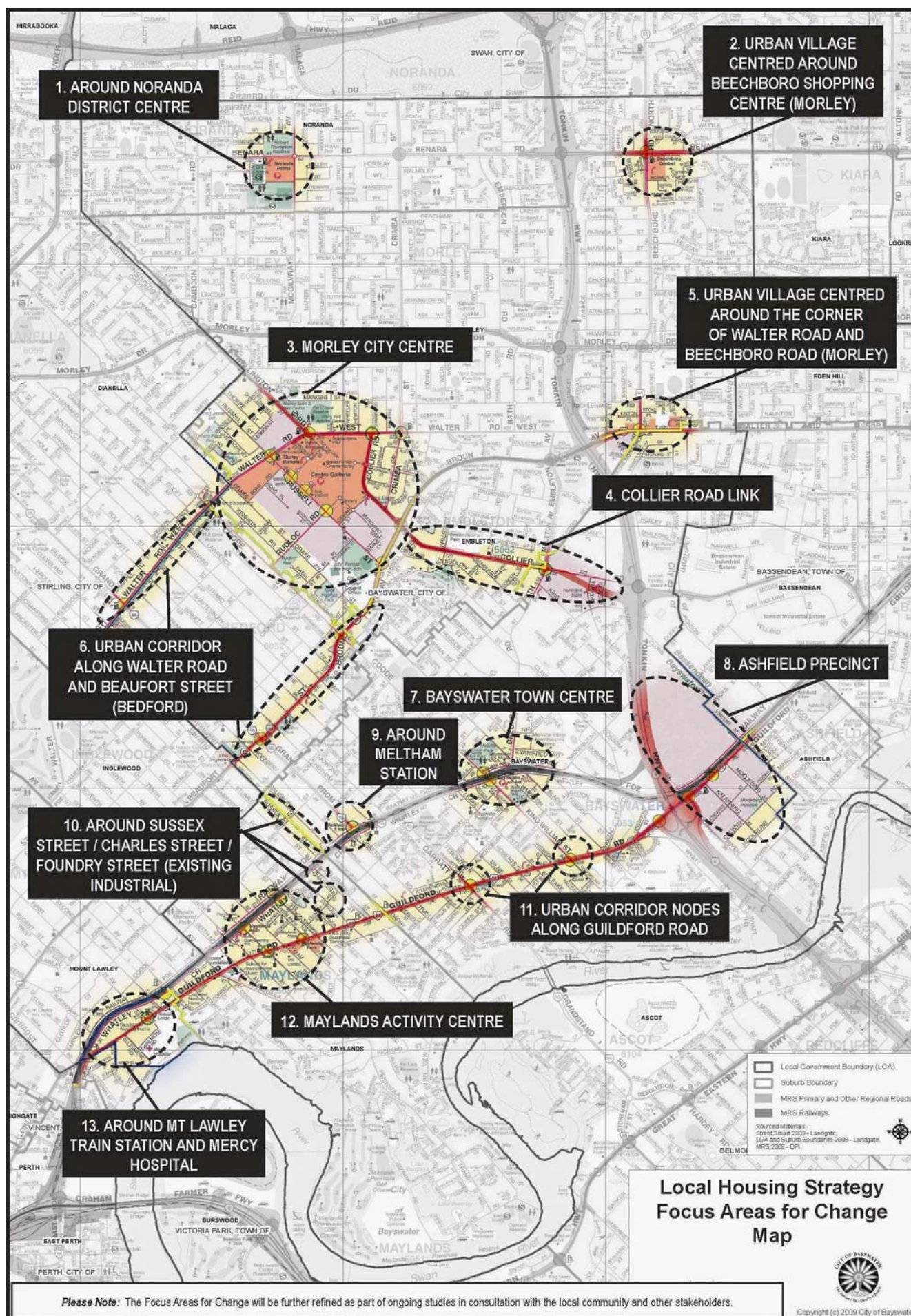
The key priority actions to emerge from the Strategy are shown in Table 1 below:

Table 1: Key priority actions

No.	Action	Comment
1.	**Prepare a new structure plan, design guidelines, and scheme amendment(s) for the Morley City Centre.**	The Morley City Centre Structure Plan will provide detail on how additional residential development will be incorporated into the Morley City Centre. The Western Australian Planning Commission's (WAPC) *State Planning Policy 4.2 - Activity Centres for Perth and Peel*, indicates that structure plans for strategic metropolitan centres such as Morley will need to be completed by late 2013. Following this, design guidelines and scheme amendments will need to be prepared for Morley City Centre to implement the recommendations of the Structure Plan.
2.	**Prepare a Local Planning Strategy which is to incorporate the Local Housing Strategy, and include a Local Commercial Strategy, Access and Parking Strategy and Public Open Space Strategy.**	A Local Planning Strategy is required by the WAPC to outline the City's broad vision and long term strategic direction. It will integrate the Strategy, Local Commercial Strategy, Access and Parking Strategy and Public Open Space Strategy. The WAPC may require the completion of the Local Planning Strategy in order to progress with the scheme amendments as outlined in this Strategy. In particular, the Local Commercial Strategy will be required to implement some rezonings outlined in this Strategy where there is mixed-use development. The Public Open Space and Access and Parking Strategies will be required to facilitate the provision of infrastructure that is needed to support population growth.
3.	**Undertake detailed area planning studies for key Focus Areas for Change.**	The key Focus Areas for Change include: • Bayswater Town Centre; • Ashfield Precinct and; • Area around Mount Lawley Railway Station/Mercy Hospital. Please note that detailed planning for the Morley City Centre is described in Point 1 above, and the detailed planning for the Maylands Activity Centre has been completed.
4.	**Prepare scheme amendments for the key Focus Areas for Change.**	Following the outcomes of the detailed area plans for the key Focus Areas for Change, scheme amendments will need to be prepared to implement the recommended changes.

No.	Action	Comment
5.	**Prepare design guidelines for Focus Areas for Change.**	The City to review development standards and prepare design guidelines for all Focus Areas for Change. Specific development standards are to be prepared for individual precincts and should address: • Streetscape quality and interaction with the street (i.e. height, setbacks, building bulk and articulation); • The potential mix of uses; • Built-form character (for instance, consideration of materials and façade treatments); and • Pedestrian amenity (i.e. provision of awnings). The preparation of design guidelines for Focus Areas for Change will be an ongoing initiative, the following are the City's high priority areas: • Morley City Centre; • Maylands Activity Centre; • Bayswater Town Centre; • Ashfield Precinct; • Mount Lawley Station and Mercy Hospital; • Meltham Train Station; and • Noranda District Centre. It should be noted that the remainder of the City will continue to be developed in accordance with the Residential Design Codes (R Codes) and existing policy, in that regard, further Design Guidelines are not necessary.
6.	**Plan streetscape improvements and infrastructure works for Morley City Centre and Maylands Activity Centre.**	Streetscape improvements and infrastructure works should be planned for Morley City Centre and Maylands Activity Centre in the medium term. An effective funding mechanism needs to be established to enable this to occur. The funding mechanism could potentially include City funding, developer contributions or external funding sources, for example grants.

Please note that the above actions are the key priority actions only. All proposed actions are discussed in Parts 2 and 3 of the document and a complete list of the actions is tabled in Part 4, Section 11 - Local Housing Strategy Actions. Part 4, Section 12 - Implementation and Monitoring consolidates and prioritises all of the actions.

Part 1: Introduction

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1. INTRODUCTION

1.1 Role of the Housing Strategy

The purpose of the Strategy is to establish a strategic framework for the City of Bayswater to guide and provide for the community's current and future housing needs. This Strategy will ultimately form part of a Local Planning Strategy for the City of Bayswater, and may also include a Commercial Strategy, Access and Parking Strategy and Public Open Space Strategy.

A Local Planning Strategy is required by the Western Australian Planning Commission (WAPC) to outline the City's broad vision and long term strategic direction. The WAPC may require the completion of the Local Planning Strategy in order to progress with the scheme amendments as outlined in this Strategy.

In particular, the Local Commercial Strategy is likely to be required to implement some rezonings outlined in this Strategy where there is mixed-use development. The Public Open Space and Access and Parking Strategies may be required to facilitate the provision of infrastructure that is needed to support population growth.

Figure 2: Location of the City of Bayswater

Figure 3: Suburbs of the City of Bayswater

The Strategy is intended to be:

- Visionary: To raise aspirations and provide strategic direction;

- Participatory: To allow for stakeholder involvement;

- Deliverable: To take into account likely implementation and delivery routes; and

- Flexible: To provide the basis for negotiation and change over time.

The Strategy also:

- Provides a proactive and locally relevant response to broader planning issues including population growth and sustainable development;

- Incorporates State Government planning strategies and policies (including *Directions 2031 and Beyond*) and housing targets for the City; and

- Fulfils State Government requirements for local government authorities to develop a strategy as part of the preparation of a Local Planning Strategy and future reviews of the City's Local Planning Schemes.

1.2   Document Structure

This document is generally structured as follows:

PART 1 – Introduction (Sections 1-3) introduces the key principles of the Strategy and provides an overview of the context.

PART 2 - Focus Areas for Change (Sections 4-5) identifies and discusses the Focus Areas for Change, where development and population growth will be concentrated.

PART 3 - General Policies (Sections 6-10) outlines actions which relate to all areas of the City regarding quality design and streetscape, heritage and character, sustainable and environmental design and housing choice.

PART 4 - Actions and Implementation (Sections 11-12) details the actions required to implement the Strategy. All actions are tabled in Section 11 - Housing Strategy Actions, and prioritised in Section 12 - Implementation.

The Background Study supplements this document and provides a detailed overview of the strategic context, the City's housing and demographics and the key external drivers that may impact on housing expectations.

Action

The City to prepare a Local Planning Strategy which is to incorporate the Strategy, and includes a Local Commercial Strategy, Industrial Strategy, Access and Parking Strategy and Public Open Space Strategy.

1.3   *Strategy Objectives*

The Strategy will:

- Outline the key principles adopted by Council to guide the preparation of the Strategy;

- Provide a strategic direction for Council, developers and the community in relation to residential densities and housing issues in the City;

- Identify locations which have the capacity for change and will be suitable for residential density increases based on established and accepted planning principles and criteria;

- Identify whether any areas require special provisions and/or design controls;

- Encourage new residential development that respects neighbourhood character and produces a high-quality urban environment;

- Encourage sustainable and environmental residential design; and

- Facilitate a mix of housing choices to accommodate all ages and diverse lifestyles.

2. KEY PRINCIPLES

The key principles outlined in Table 2 were adopted by Council to guide the formation of this Strategy. The principles reflect and build on those included in WAPC strategies such as *Directions 2031 and Beyond, Activity Centres Policy* and *Liveable Neighbourhoods*.

Table 2: Key principles

No.	Key Principle	Rationale
1.	**Some form of change is required to accommodate a growing population.**	Some degree of change is considered necessary as: • Perth is experiencing strong population growth and more people will choose to live in the City of Bayswater; • The demand for housing is increasing; • The City's population is changing over time with an ageing population, fewer residents per dwelling, changing lifestyles and community expectations which all influence housing choices; and • Cost of living pressures are growing and housing affordability in particular is an issue. The City of Bayswater has and will continue to change. This Strategy will manage the change in consultation with stakeholders and the local community.
2.	**Focus new development on selected areas:** • **City and town centres;** • **'Urban villages';** • **Main roads (Urban Corridors).**	It is important to focus new development on selected areas for numerous reasons, including to: • Promote vibrancy, life and activity in certain locations. Thriving main streets and 'café strips' require a critical mass of businesses and customers in order to be successful; • Provide more convenience for local residents and visitors by allowing them to access a range of businesses or services in one location; • Reduce vehicle congestion and parking demand. Clustering businesses and services together allows local residents and visitors to access a range of businesses or services in one trip; • Provide lifestyle choices by protecting quiet residential areas where little or no change is recommended; and • Promote 'Safer Communities' by encouraging more pedestrians and street activity.

No.	Key Principle	Rationale
3.	**Different standards for different areas may be appropriate.**	Conventional town planning regulations have tended to apply a common set of standards to all areas. For example, uniform standards such as two (2) storey building limits and large street setbacks may not be appropriate for town centres, which have traditionally promoted shops built to the street edge, street activity, a focus on pedestrians and a mix of land uses. Setting different standards for different areas can help protect the amenity of residential areas, while encouraging more active, sustainable and dynamic city/town centres and urban villages.
4.	**Mix of housing choices to suit the City's changing population.**	Facilitating a mix of housing choices to suit population changes will become increasingly important. The City's population is changing over time with an ageing population, fewer residents per dwelling, evolving lifestyles and changing community expectations, which all influence housing choices. It is important that residents have a mix of housing choices to suit particular stages of life and lifestyles. For example, families may choose larger dwellings with backyards that are suitable for raising children, 'empty nesters' may choose to downsize to a smaller dwelling in the local area and singles and couples without children should have a range of choices available to suit their needs.
		The City's current housing stock does not provide a wide range of housing choices especially considering that 85% of the dwellings in the City are three (3) bedroom dwellings or bigger. The City needs to encourage a better mix of housing choices suitable for a range of age groups and lifestyles.
5.	**Mix of appropriate land uses in certain locations.**	A mix of appropriate land uses around city/town centres, 'urban village centres', public transport nodes and urban corridors (main roads or streets) can help achieve a more economically, socially and environmentally sustainable and lively city. Focussing activity and change around these areas is encouraged in order to: • Add vibrancy and activity to some streets and areas; • Support local services and businesses; • Reduce environmental impact; • Encourage pedestrians and public transport use; and • Promote safe and healthy lifestyles.
6.	**Develop and implement initiatives to promote high-quality development.**	Buildings have a long lifespan – often more than 50 years. It is important that new developments enhance the local neighbourhood to create places people will want to live, work and relax through quality design.

No.	Key Principle	Rationale
7.	**Better align land use with transport network.**	Conventional town planning of previous decades tended to segregate land uses, which contributed to urban sprawl. A sprawling city can raise issues such as: • Increased car dependency; • More traffic congestion; • Longer commuting times; • Increased transport greenhouse gas emissions; • Greater environmental impacts, especially as rural land becomes urban; • Inefficient land use; and • Increased government spending on roads, services and infrastructure in outlying suburbs. Better aligning land use with the transport network through focussing redevelopment on selected areas can: • Provide more convenience for local residents and visitors by allowing them to access a range of businesses or services in one location; • Reduce vehicle congestion and parking demand. Clustering businesses and services together allows local residents and visitors to access a range of businesses or services in one trip; • Reduce spending on the infrastructure required to support urban sprawl; • Use land more efficiently; and • Support improved public transport services.
8.	**Add life and vibrancy to some areas.**	Thriving main streets and 'café strips' require a critical mass of businesses and customers in order to be successful. The community and the Council have indicated that it is appropriate to promote activity and vibrancy in some areas like town centre locations. Active and lively areas can provide lifestyle choices for residents who may wish to live, work or relax in these places. Focussing such activity on selected areas also allows other areas to remain relatively unchanged.

A number of other principles flow from the eight key principles that have been adopted by Council and are important to the Strategy, as shown in Table 2a below.

Table 2a: Additional principles

No.	Principle	Rationale
1.	**Focus on Pedestrians.**	Focussing on pedestrians is an important way to reduce vehicle congestion, parking demand and environmental impact; promote healthy lifestyles and a sense of local community; promote local services and businesses and support 'Safer Communities' and interesting streets.
2.	**Local Living.**	'Local Living' enables people to access many daily needs within walking distance of homes. This can reduce vehicle congestion, promote exercise, support local services and businesses and encourage a sense of community (adapted from *City of Darebin Transport Strategy 2007-2027*). The City already has a number of areas that support local living and this Strategy advocates concentrating population growth around these areas and identifies other centres that may be suitable 'urban villages'.
3.	**Reducing Environmental Impact.**	Western Australians have amongst the largest ecological footprints (a measure of consumption) in the world (*Environmental Protection Authority 2007*). Current consumption levels are environmentally and economically unsustainable (given that growing resource scarcity is likely to drive up resource prices). In other words, current consumption levels cannot continue indefinitely. This Strategy envisages a more sustainable urban area and strives towards best practice in environmental design.
4.	**Promoting 'Safer Communities'.**	Safety and security can be enhanced by improvements to the design of housing and the urban environment and thinking about how spaces are used. Evidence is growing that crime can be reduced by putting 'more eyes on the street' and using other 'Designing Out Crime' principles (adapted from *Designing Out Crime Planning Guidelines*).

3. CONTEXT

3.1   Key Demographic and Housing Trends

The following provides a summary of the key demographic and housing trends further detailed in the Background Study on page 79.
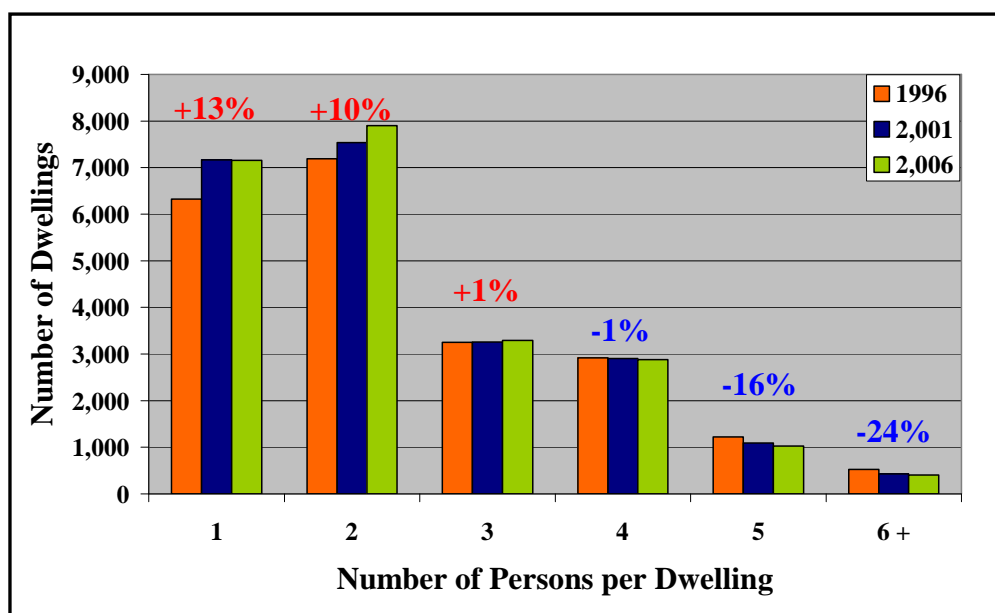
Growing Population

It is estimated that Perth's population will more than double by 2050 from 1.5 million to 3.5 million people (*Central Metropolitan Perth Sub-regional Strategy 2011*). Perth is likely to require at least 650,000 new dwellings to accommodate future growth (*Central Metropolitan Perth Sub-regional Strategy 2011*). More people are likely to be attracted to the location, existing services, public transport connections and lifestyles available in the City of Bayswater. As such, it is important that the City proactively consider these issues and identify areas that are suitable to accommodate a share of the expected population growth.

Declining Household Sizes

The number of one (1) and two (2) person households has increased within the City since the 1996 census (refer to Figure 4). This is likely to be a result of changes in household formation and changing housing preferences. This means that the demand for new housing will increase even without population growth and highlights the need to provide an appropriate mix of housing choices.

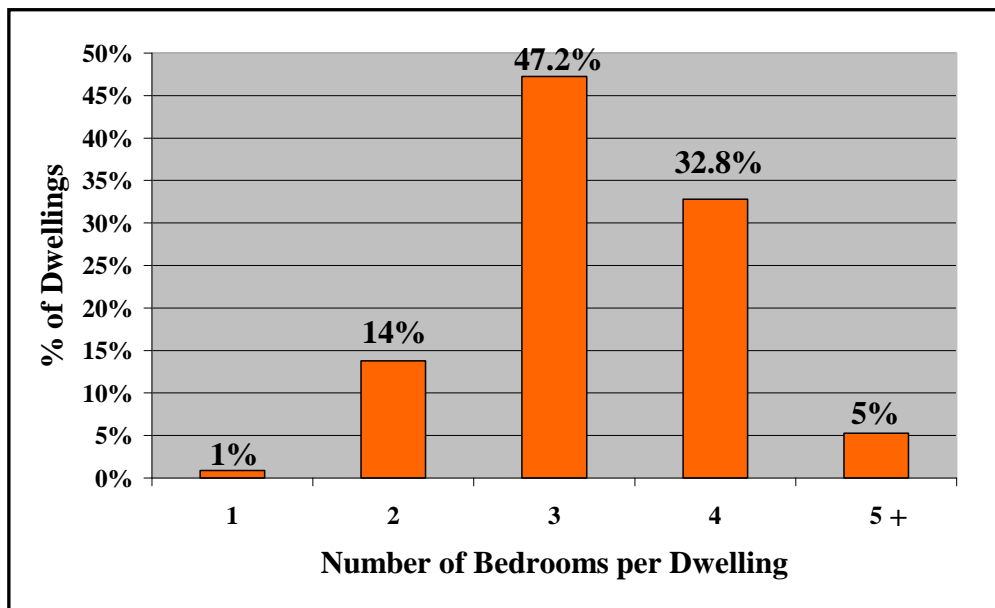*Figure 4: Persons per dwelling in the City of Bayswater 1996-2006*

Larger Houses, Smaller Households and Lack of Housing Choice

The key findings regarding population and housing in the City are:

- 85% of the dwellings in the City are three (3) bedroom dwellings or bigger (refer to Figure 5); yet

- 66% of dwellings in the City have only one (1) or two (2) residents (Australian Bureau of Statistics (ABS) 2006).

Despite these figures, dwelling sizes continue to increase (ABS 2006), as can be represented by an increased number of bedrooms per dwelling (refer to Figure 6), while the number of persons per dwelling is decreasing over time, with one (1) and two (2) person dwellings making up approximately 66% of the City's household formation in 2006 (refer to Figure 4) (ABS 2006).

Figure 5: Number of bedrooms per dwelling in the City of Bayswater 2006 (ABS)

(Note: Graphs exclude data with answers not given as no bedroom or bedrooms not stated)

Figure 6: Change in the number of bedrooms per dwelling in the City of Bayswater 1996-2006 (ABS)
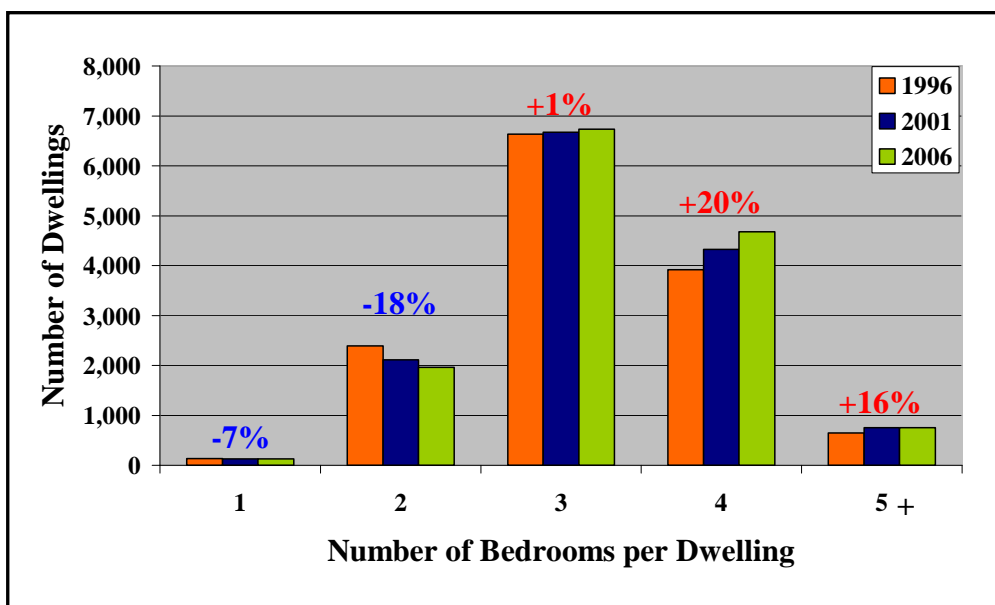
Housing choice is a key principle advocated by this Strategy as many residents favour larger dwelling sizes. However, a person's choice of dwelling can be a result of what the market provides and may not necessarily match needs and requirements of the household.

Ageing Population

The City's population is also rapidly ageing. In 2006, 14% of the population was aged 65+ years with 2% of the population aged 85+ years (ABS 2006). Figure 7 shows the percentage change in age groups for the City from 1996-2006. Figure 8 shows the age/sex profile for the City in 2006. As the City is expected to follow national trends with around 25% of its population expected to be aged 65+ years by 2050 (ABS 2006), there is a need to consider housing choices suitable for an ageing population.

The housing analysis suggests that the supply of specialist accommodation suitable for aged or dependent persons does not meet the current levels of demand (refer to page 145 the Background Study).

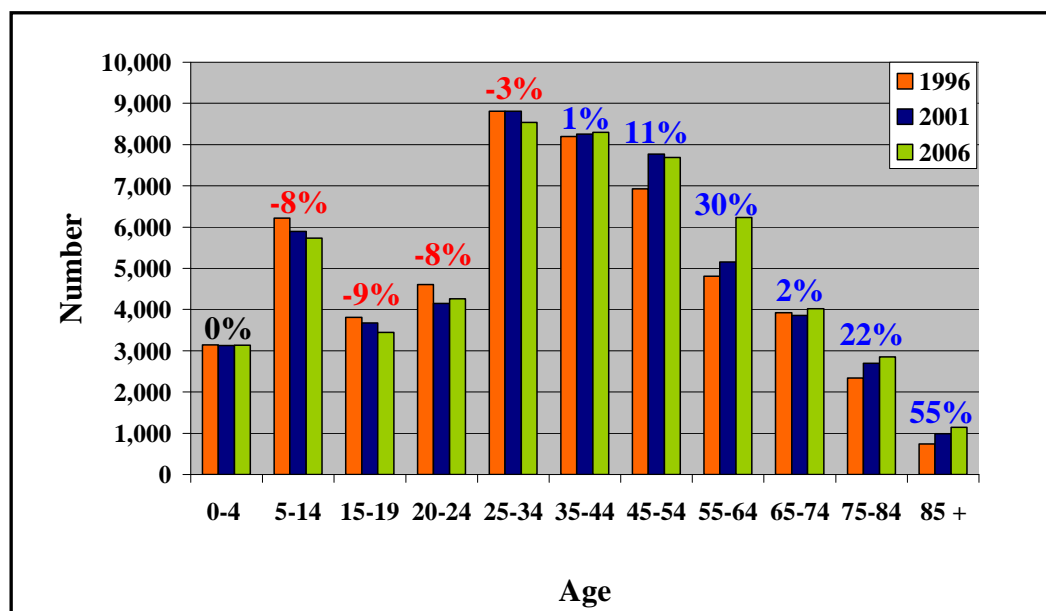*Figure 7: City of Bayswater change in age of population 1996-2006 (ABS)*

Figure 8: City of Bayswater age/sex profile 2006 (ABS)
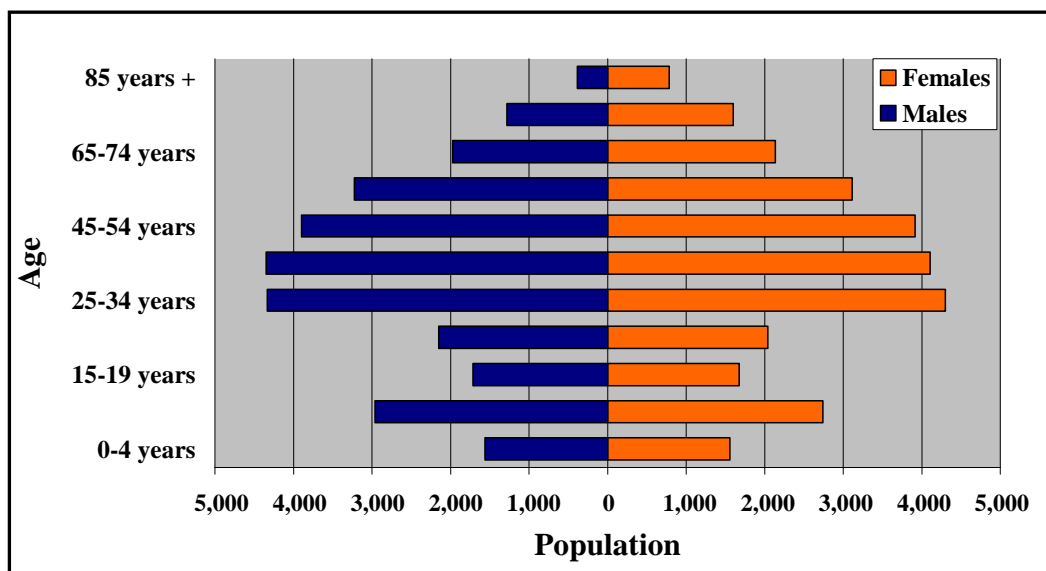
3.2 Metropolitan Planning Context

The following strategic documents and policies have been incorporated into the development of the Strategy.

Directions 2031 and Beyond

Directions 2031 and Beyond is a spatial framework that has been developed by the WAPC to establish a vision for the future growth of the Perth and Peel region. *Directions 2031 and Beyond* identifies the following locations as focus areas for activity including higher density residential development:

- Morley Strategic Metropolitan Centre;

- Noranda District Centre;

- Ashfield District Centre; and

- Maylands District Centre.

Draft Central Metropolitan Perth Sub-regional Strategy

The *Draft Central Metropolitan Perth Sub-regional Strategy* provides further detail to *Directions 2031 and Beyond* for the inner-middle Perth Region (refer to Figure 9). The Strategy identifies a housing target of 8,500 additional dwellings for the City of Bayswater by 2031 based on an 85% take-up of development potential. Morley, Maylands, Bayswater Town Centre and Ashfield have been identified as major growth areas.

Figure 9: Central Perth Metropolitan Sub-region
Source: Draft Central Metropolitan Perth Sub-regional Strategy, WAPC, 2010
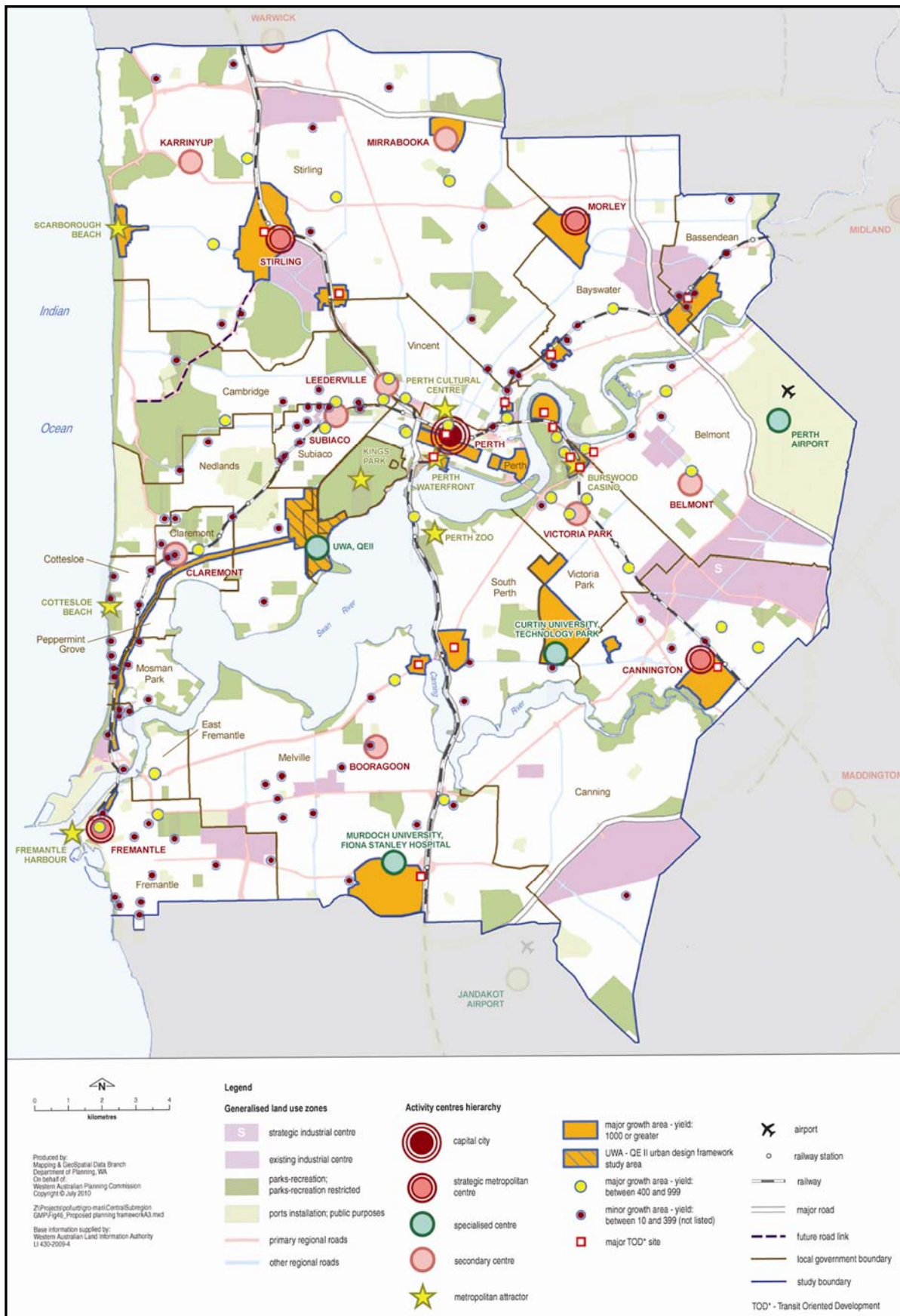
Multi-Unit Housing Code and Residential Activity Centre Codes

The WAPC has introduced a new Part 7 to the existing Residential Design Codes (R Codes) referred to as the Multi-Unit Housing Code (MUHC), which provides specific planning controls for higher density housing. The MUHC has been designed to encourage housing 'diversity, affordability and flexibility' and removes some of the existing disincentives to providing multiple dwellings. The MUHC applies to multiple dwellings in areas zoned Residential R30 and above and development within an Activity Centre (R-AC) zone. Figure 10 outlines those parts of the City where the MUHC is in effect.

Figure 10: Areas covered by the Multi-Unit Housing Code
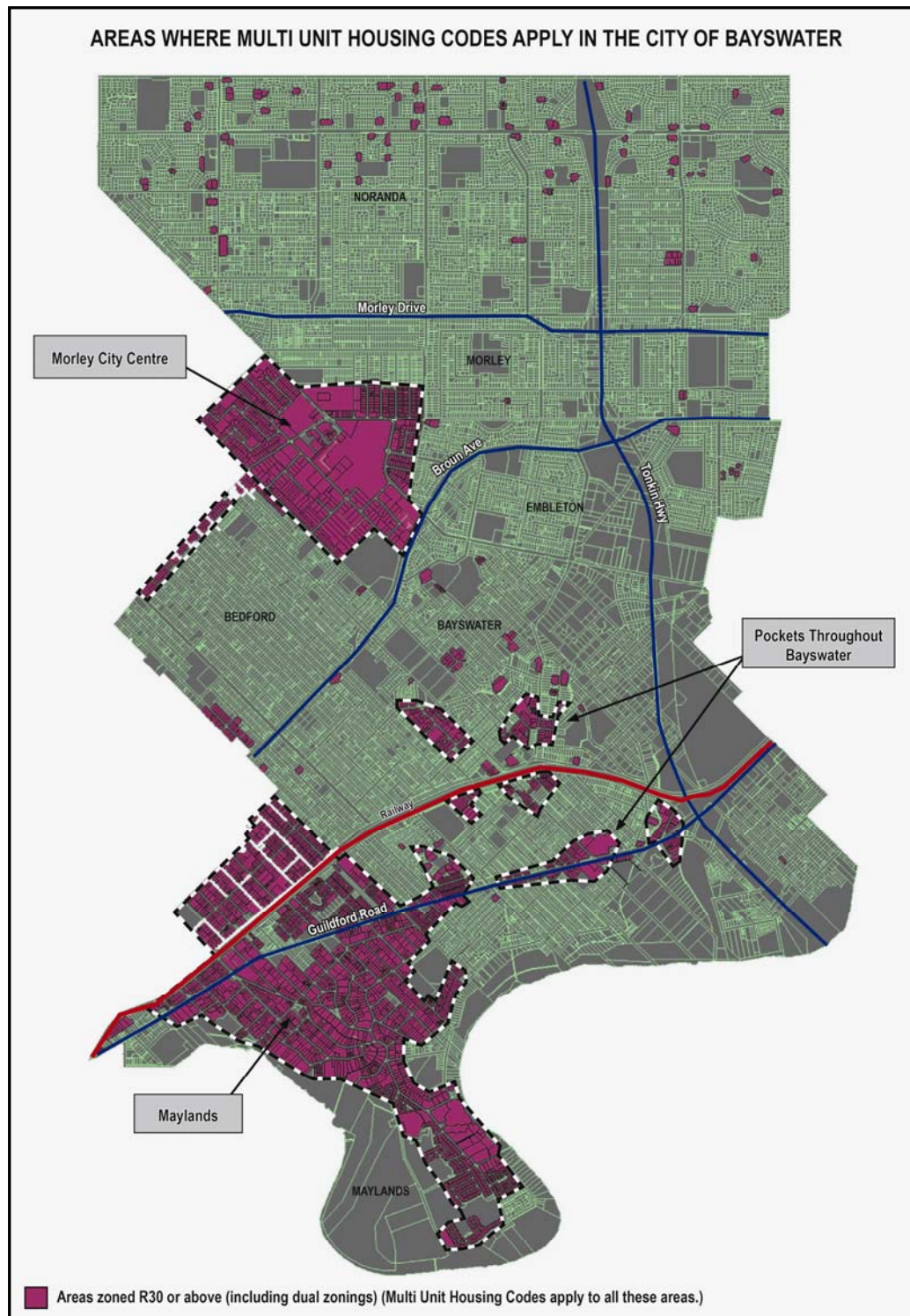
3.3   Local Planning Context

Tables 3 and 4 provide an overview of housing opportunities, constraints and issues for the City of Bayswater.

Table 3: Summary of housing opportunities

No.	Opportunity	Comments
1.	Location.	The City is well located in inner metropolitan Perth and has the amenity afforded by a large foreshore along the Swan River. It is close to major employment nodes like Perth Central Business District, Morley City Centre, Bayswater Industrial Area and Malaga Industrial Area.
2.	Activity Centres and Corridors.	The City consists of a number of existing and potential activity centres including Morley City Centre, Maylands Activity Centre and Bayswater Town Centre and corridors including Guildford Road, Beaufort Street/Broun Avenue and Walter Road. A number of projects are also being undertaken to review land use and planning in centres and improve the design and amenity of these places.
3.	Existing transport links.	The City is relatively well serviced by roads, trains and buses. This provides opportunities to further encourage public transport use and facilitate higher residential densities around public transport nodes. *Draft Public Transport Plan for Perth 2031* discusses the potential for additional public transport connections across the City including the potential for light rail and high frequency bus connections.
4.	Character.	Older areas like Mount Lawley, Maylands, Bayswater and Bedford have many examples of heritage and character houses, which provide a local identity and character. There are opportunities to build on and enhance this existing character.
5.	Potential for Investment.	Areas of the City are already attracting new development and housing investments. This demonstrates that the market is interested in the development potential of the municipality.
6.	Sewerage.	Most residential areas within the City are connected to sewerage.

Table 4: Summary of housing constraints and issues

No.	Constraints and Issues	Comments
1.	**Existing Urban Form.**	Southern areas of the City are considered to have greater potential for higher residential densities and a mixture of appropriate land uses as they have better transport (and particularly public transport) links, have a more robust urban form based on walkable town centres and a grid pattern of streets with some rear laneways. Southern areas also have existing urban corridors such as Walter Road, Beaufort Street/Broun Avenue and Guildford Road. Northern areas of the City were developed over more recent decades and have tended to follow a subdivision design with a strict road hierarchy and the use of curvilinear roads and cul-de-sacs. This urban form tends to make walking and cycling more difficult, is focussed on cars and has segregated land uses (mainly residential). Introducing a mixture of uses into largely single use (residential) areas is more challenging.
2.	**Fragmented Land Ownership.**	Fragmented land ownership may inhibit the implementation of strategies as it may limit a co-ordinated approach to development.
3.	**Resistance to Change.**	Some people may not see the need for changes to current housing policies and practises to occur. However, as discussed, dwelling sizes on average are increasing while there are fewer residents on average per dwelling. These trends highlight the need to facilitate a mix of housing choices to accommodate all ages and lifestyles. The City has and will continue to change. The purpose of this Strategy is to establish parameters to effectively manage change.
4.	**Quality of Previous Development.**	Previous decades saw the development of multi-storey residential development which often ignored its context and relationship to the area. This has led many people to conclude that all higher density development will detract from neighbourhood amenity. Good built form outcomes can be achieved through appropriate design parameters and design guidelines. Appropriate design is considered to be particularly important in sensitive or key strategic areas.
5.	**Amenity and Streetscapes.**	Some areas of the City identified as suitable for greater residential densities will require amenity and streetscape improvements to facilitate and encourage further development of these areas.

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Part 2:
Focus Areas For Change

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4. FOCUS AREAS FOR CHANGE

4.1   Locations

Several locations across the City of Bayswater have been identified as being appropriate Focus Areas for Change to cater for additional residential development, greater housing choice and mixed-use development. The locations have been selected on the basis of established and accepted planning principles and criteria such as proximity to transport networks and existing commercial development.

Further detailed planning will be required in these areas in consultation with the community and service providers. The detailed planning will confirm the boundaries and identify the issues relevant to each area. Some of the issues which arise may include type of development, density, height and streetscape impacts.

Table 5 provides an overview of the rationale for the selection of each area. Table 6 also outlines associated actions for each area. All of the Focus Areas for Change are shown spatially in Figure 11. The different Focus Areas for Change, including 'activity centres', 'urban villages' and 'urban corridors', are profiled below.

Activity Centres

Activity Centres are community focal points. They include activities such as retail, commercial, higher density housing, entertainment, tourism, higher education, civic/community, and medical services. Activity centres vary in size and diversity and are designed to be well-serviced by public transport (as described in WAPC's *Activity Centres for Perth and Peel*). Activity Centres within the City include:

- Morley City Centre;
- Maylands Activity Centre;
- Bayswater Town Centre;
- Ashfield Station Precinct; and
- Noranda District Centre.

Urban Villages

An urban village is a smaller type of activity centre generally located around public transport options incorporating:

- A mix of land uses, including retail, commercial, residential and leisure;
- Services and civic facilities to support local residents;
- Attractive and well used public or semi-public spaces;
- A safe and convenient pedestrian environment; and
- A focus on a high-quality urban environment.

An urban village incorporates many of the same features as town centres, only on a smaller, more local scale. It is not proposed to have strict delineations between urban villages and town centres and the same centre could equally be described as a large urban village or a small town centre.

It is recommended that urban villages be centred on:

- The corner of Benara Road and Beechboro Road North, Morley (Beechboro Central Shopping Centre); and
- The corner of Beechboro Road North and Walter Road East, Morley.

Urban Corridors

Urban corridors are connectors between activity centres that provide excellent, high frequency public transport to support the land uses located along the corridors and at the activity centres. In line with *Directions 2031 and Beyond*, this Strategy recommends that urban corridors should be characterised by the intensification of high-quality residential development along their length, with targeted commercial nodes in appropriate locations. Urban corridors should not be high-speed through traffic routes.

Urban corridors include:

- Walter Road West as it links the Morley City Centre with routes to Edith Cowan University and Central Perth;

- Beaufort Street/Broun Avenue as it links Morley City Centre with Inglewood, Mount Lawley and Central Perth;

- Guildford Road as it links Mount Lawley, Maylands and Bayswater with Central Perth, Midland and the Swan Valley; and

- 'Collier Road Link' through Embleton as it links Morley City Centre, Bayswater Industrial Area, and the Ashfield Station Precinct.

Transit-Oriented Development

Transit-Orientated Development (TOD) refers to the location of moderate to high-intensity commercial, community and residential development (mixed-use development) within close proximity to train stations and/or high-frequency bus routes, in order to better align land use and public transport. The benefits of transit-oriented development include:

- Reduced traffic congestion;

- Reduced parking demand;

- Increased access by sustainable transport modes (public transport, cycling and walking);

- Support for local town centres and local businesses;

- Improved environmental sustainability outcomes; and

- Reduced household travelling expenses.

Some of the Focus Areas for Change have been selected on the basis of further supporting transit-oriented development such as Maylands Activity Centre, Bayswater Town Centre and Morley City Centre. Other locations for TOD's include the areas around Mount Lawley and Meltham Railway Stations.
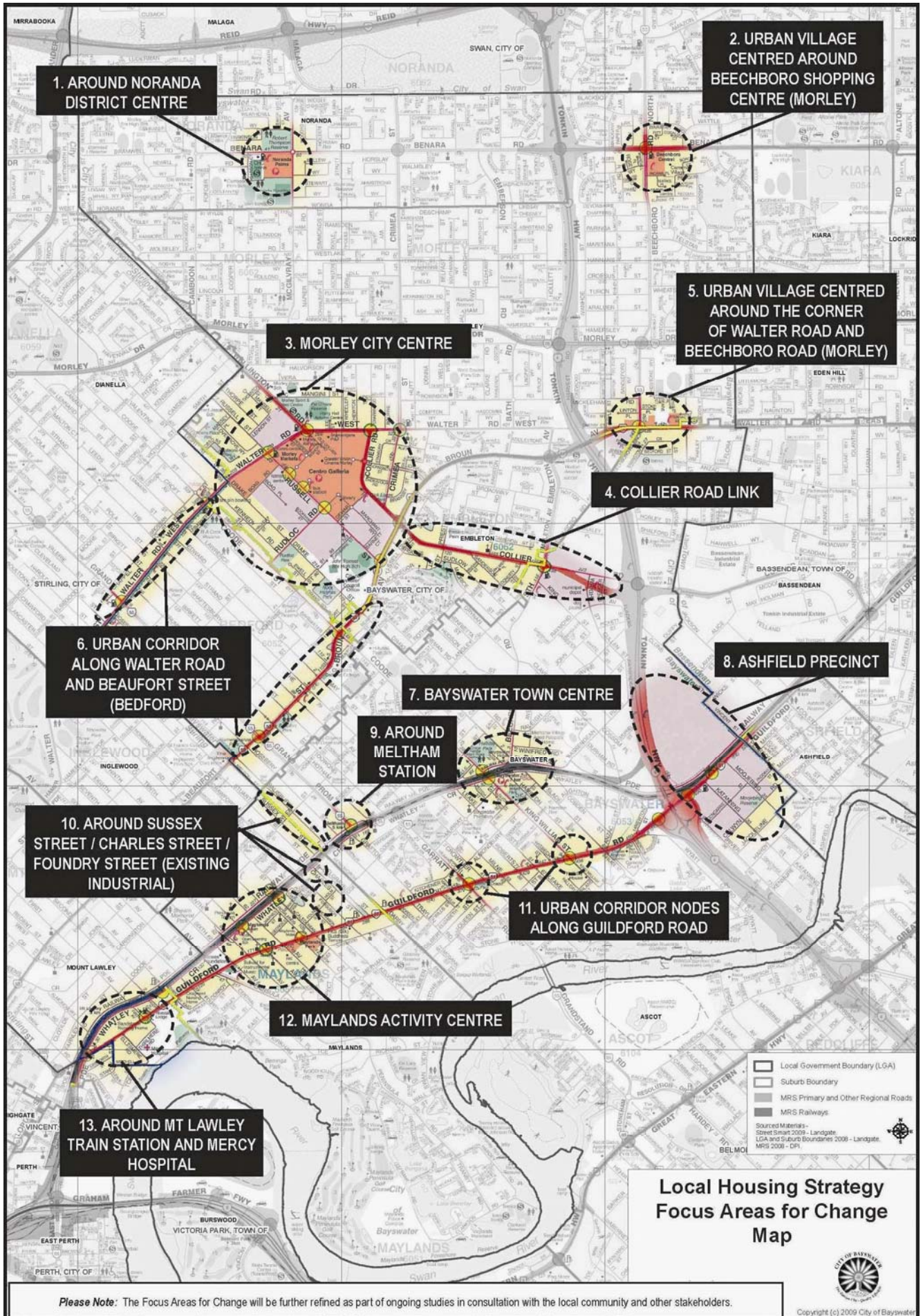
Figure 11: Focus Areas for Change

1. AROUND NORANDA DISTRICT CENTRE

2. URBAN VILLAGE CENTRED AROUND BEECHBORO SHOPPING CENTRE (MORLEY)

3. MORLEY CITY CENTRE

5. URBAN VILLAGE CENTRED AROUND THE CORNER OF WALTER ROAD AND BEECHBORO ROAD (MORLEY)

4. COLLIER ROAD LINK

6. URBAN CORRIDOR ALONG WALTER ROAD AND BEAUFORT STREET (BEDFORD)

8. ASHFIELD PRECINCT

7. BAYSWATER TOWN CENTRE

9. AROUND MELTHAM STATION

10. AROUND SUSSEX STREET / CHARLES STREET / FOUNDRY STREET (EXISTING INDUSTRIAL)

11. URBAN CORRIDOR NODES ALONG GUILDFORD ROAD

12. MAYLANDS ACTIVITY CENTRE

13. AROUND MT LAWLEY TRAIN STATION AND MERCY HOSPITAL

Local Housing Strategy
Focus Areas for Change
Map

Local Government Boundary (LGA)
Suburb Boundary
MRS Primary and Other Regional Roads
MRS Railways

Sourced Materials -
Street Smart 2009 - Landgate.
LGA and Suburb Boundaries 2006 - Landgate.
MRS 2008 - DPI.

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Please Note: The Focus Areas for Change will be further refined as part of ongoing studies in consultation with the local community and other stakeholders.

Table 5: Selection criteria for Focus Areas for Change

	1. Noranda Shopping District Centre	2. Beechboro Shopping Centre Urban Village	3. Morley City Centre	4. Collier Road Link	5. Walter Road /Beechboro Road Urban Village	6. Walter Road and Beaufort Street / Brown Avenue Urban Corridors	7. Bayswater Town Centre	8. Ashfield Precinct	9. Area around Meltham Railway Station	10. Sussex Street/ Charles Street/ Foundry Street and Whatley Crescent	11. Guildford Road Urban Corridor	12. Maylands Activity Centre	13. Area around Mount Lawley Railway Station
Supports Western Australian Planning Commission Policy	✓	✓	✓	✓ 1	✓	✓	✓	✓	✓	✓	✓	✓	✓
Supports key principles of the Local Housing Strategy	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Based on existing commercial node	✓	✓	✓	✓ 2	✓	✓ 3	✓	✘ 4	✓ 5	✘ 6	✓	✓	✓ 7
Supported by public transport	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Capacity for more intensive development	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Footnotes:
1. Supports Urban Corridor Concept
2. Links Morley and Bayswater Industrial Areas
3. Businesses located along both roads
4. Existing Industrial Area
5. Businesses located along Guildford Road
6. Minor commercial node
7. Close to Mercy Hospital

Table 6: Focus Areas for Change selection criteria and actions

No.	Area	Key Reasons for Selection	Action
1.	**Noranda District Centre.**	• Identified as a 'District Centre' in the WAPC's *Directions 2031 and Beyond* and *Activity Centres Policy*; • Based on an existing commercial node; • Located at the intersection of two (2) important roads; • Flat topography; • Close to Camboon Primary School; • Public open space and sporting facilities nearby; • Serviced by two (2) bus routes; and • Well located to service local catchment.	• **The City to prepare a detailed area plan around the existing commercial node to address land uses, layout/access and built-form; and** • **Implement appropriate zonings to encourage a mix of land uses.**
2.	**Urban Village Centred around Beechboro Shopping Centre, Morley.**	• Based on an existing commercial node; • Located at the intersection of two (2) important roads; • Flat topography; • Close to West Beechboro Primary and John Septimus Roe Anglican Schools; • Public open space and sporting facilities within 400 metres; • Serviced by four (4) bus routes; and • Well located to service local catchment.	• **The City to prepare a detailed area plan around the existing commercial node to address land uses, layout/access and built form; and** • **Implement appropriate zonings to encourage a mix of land uses.**

No.	Area	Key Reasons for Selection	Action
3.	**Morley City Centre.**	• Identified as a 'Strategic Metropolitan Centre' in the *Directions 2031 and Beyond* and *Activity Centres Policy*; • Based on an existing commercial node; • Located at the junction of three (3) important roads; • Close to Morley Primary and John Forrest Senior High Schools; • Close to public open space and sporting and recreation facilities; • Serviced by numerous local and regional bus routes through Morley Bus Station; • Serviced by City of Bayswater facilities including Morley Library, Galleria Office and Civic Centre; • Well located to service local residents and a wider catchment of surrounding suburbs; and • Morley City Centre Masterplan has been adopted by Council.	• **The City to prepare a new structure plan, design guidelines, and scheme amendment(s) for the Morley City Centre.**
4.	**Collier Road Link.**	• Area identified as part of Morley City Centre Masterplan; • Close to major commercial areas including Morley City Centre and close to employment opportunities at Bayswater Industrial Area; • Located along a major road; • Serviced by four (4) bus routes; • Close to Embleton Primary School; and • Existing age and quality of building stock provides redevelopment opportunities.	• **The City to prepare a detailed area plan to address land uses, layout/access and built-form along the corridor; and** • **Implement appropriate zonings to encourage a mix of land uses.**
5.	**Urban Village Walter Road-Beechboro Road, Morley.**	• Based on an existing commercial node; • Located at the intersection of two (2) important roads; • Close to Hampton Senior High School; • Public open space within 400 metres; • Serviced by five (5) bus routes; and • Well located to service local catchment.	• **The City to prepare a detailed area plan around the existing commercial node to address land uses, layout/access and built form; and** • **Implement appropriate zonings to encourage a mix of land uses.**

No.	Area	Key Reasons for Selection	Action
6.	**Urban Corridor along Walter Road and Beaufort Street/Broun Avenue, Bedford.**	• Elements of existing commercial activity; • Connects the Morley City Centre with central Perth and other activity centres; • Walter Road serviced by two (2) bus routes. Beaufort Street/Broun Avenue serviced by three (3) bus routes; • Public open space within 400 metres; • Recreation facilities within 800 metres; and • Well located to service local catchments.	• **The City to prepare detailed area plans for these corridors to address land uses, layout/access and built form; and** • **Implement appropriate zonings to encourage a mix of land uses.**
7.	**Bayswater Town Centre.**	• Well located with links to central Perth, Perth Airport, the Morley City Centre, the Swan Valley and Midland; • Existing town centre commercial node; • Existing railway station; • Located at the intersection of two (2) important roads; • Serviced by five (5) bus routes; • Close to two primary schools; • Within 400 metres of public open space and recreation facilities; and • Potential to be future 'District Centre'.	• **The City to undertake a Bayswater Town Centre Study to further address the vision for the centre, future zonings and built form guidelines. This study would also need to consider character and/or heritage protection, where required; and** • **Implement appropriate zonings to encourage a mix of land uses.**
8.	**Ashfield Precinct.**	• Identified as a 'District Centre' in the WAPC's *Directions 2031 and Beyond* and *Activity Centres Policy*; • Located along an identified activity corridor with links to central Perth, Perth Airport, the Morley City Centre, the Swan Valley and Midland; • Existing industrial node; • Existing railway station; • Serviced by one (1) bus route; • Close to a primary school; • Public open space within 400 metres; and • Ashfield Station Precinct Plan has been approved by the WAPC, Town of Bassendean and City of Bayswater.	• **The City to implement zoning and design guidelines generally in accordance with the adopted Ashfield Station Precinct Plan.**

No.	Area	Key Reasons for Selection	Action
9.	Around Meltham Railway Station.	• Direct rail links to central Perth and Midland; • Existing commercial node around Railway Parade; • Existing railway station; and • Within 400 metres of public open space (Frank Drago Reserve).	• **The City to prepare a detailed area plan for the node to address land uses, layout/access and built form; and** • **Implement appropriate zonings to encourage a mix of land uses.**
10.	Existing industrial areas around Sussex Street/ Charles Street/ Foundry Street and Whatley Crescent.	• Small pockets of industrial zoned land in Sussex, Charles and Foundry Streets and Whatley Crescent, Maylands may be more appropriate as residential or mixed-use areas which is more compatible with surrounding residential areas; and. • Close to the Maylands Activity Centre.	• **The City to prepare detailed area plans for these nodes to address land uses, layout/access and built-form; and** • **Implement appropriate zonings to encourage a mix of land uses.**
11.	Urban Corridor Nodes along Guildford Road.	• Located along an identified activity corridor with direct links to central Perth, the Swan Valley and Midland; • Elements of existing commercial activity; • Public open space within 400 metres; • Serviced by four (4) bus routes; • Within 800 metres of a railway station along some sections; and • Well located to service local catchments.	• **The City to prepare detailed area plans for these nodes to address land use, layout/access and built form; and** • **Implement appropriate zonings to encourage a mix of land uses.**
12.	Maylands Activity Centre.	• Identified as a 'District Centre' in the WAPC's *Directions 2031 and Beyond* and *Activity Centres Policy*; • Located along an identified activity corridor; • Located between two (2) important roads with direct links to Central Perth; • Existing town centre commercial node; • Existing railway station; • Serviced by three (3) bus routes; • Within 400 metres of public open space, recreation and sporting facilities; and • *Maylands Activity Centre Urban Design Framework* has been adopted by Council.	• **The City has rezoned the town centre in accordance with the *Maylands Activity Centre Urban Design Framework*.**

No.	Area	Key Reasons for Selection	Action
13.	**Around Mount Lawley Railway Station and Mercy Hospital.**	• Direct rail links to central Perth and Midland; • Existing commercial node around Mercy Hospital (health and medical services); • Existing railway station; • Serviced by six (6) bus routes; • Within 400 metres of public open space; • Within 800 metres of recreation facilities; • Close to services, entertainment and businesses along Beaufort Street, Mount Lawley; • Situated on a hill with views over the Swan River, Belmont Park and Burswood Peninsula; and • The area contains important heritage sites and character streetscapes. Any new development would be required to complement and enhance the character of the area.	• **The City to prepare a detailed area plan for the node to address land uses, layout/access and built form;** • **The Plan would also need to consider character and/ or heritage protection; and** • **Implement appropriate zonings to encourage a mix of land uses.**

Specific boundaries, detailed zoning and development provisions (such as densities or building heights) for these areas would be addressed in consultation with the community as part of the preparation of detailed area plans and future scheme amendments. As the WAPC has specified timelines for the preparation of structure plans for major centres, this work will need to be prioritised.

Based on walkable catchments outlined in the *Activity Centres Policy*, detailed area boundaries for strategic metropolitan centres, district centres and neighbourhood centres should generally be 800 metres, 400 metres and 200 metres, respectively. As a general guide and subject to further analysis, detailed areas plans would cover areas:

• 800 metres around Morley Strategic Metropolitan Centre and the Ashfield Rail Precinct;

• 400 metres around Noranda District Centre, Maylands Activity Centre, Bayswater Town Centre, and Mount Lawley and Meltham Railway Stations; and

• 200 metres for all other nodes.

4.2   Dwelling Targets

The identification of Focus Areas for Change will enable the City of Bayswater to work towards reaching the dwelling target of 8,500 additional dwellings by 2031 as outlined in *Central Metropolitan Perth Sub-regional Strategy*. The figure of 8,500 additional dwellings represents a relatively modest estimate of development potential as the City is likely to be able to accommodate a higher number of dwellings. Community feedback will ultimately guide the final level of development potential of each location.

4.3   Quality of Development

Design Guidelines

Focus Areas for Change are locations where the quality of the built environment is most important. These locations generally form high profile locations that are:

- Widely used by the community;

- Where development is being encouraged; and

- Where design can play an important role in allowing a variety of activities to coexist.

Therefore, improving the design of these locations through careful planning and the preparation of design guidelines forms a key element of this Strategy.

Key considerations in developing design guidelines for the Focus Areas for Change include:

- Streetscape quality and interaction with the street (i.e. height, setbacks, building bulk and articulation);

- The potential mix of land uses;

- Character of the built-form (for instance, consideration of materials and façade treatments); and

- Pedestrian amenity.

Design guidelines will need to address the issue of transition with other areas. This could include ensuring that new development is sympathetic to the bulk and scale of adjoining development through 'stepping down' techniques. Figure 12 shows an example where commercial buildings 'step down' where they adjoin residential lots. Stepping down techniques can also serve to setback upper storeys from the street frontages to reduce the impact of higher buildings on the streetscape and allow sunlight onto the street.

Figure 12: Stepping down illustration
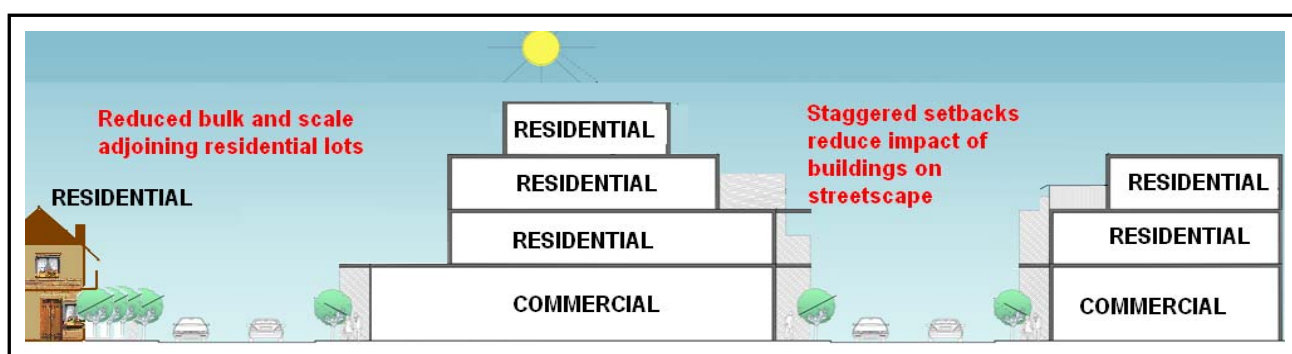
It is also important for design guidelines to effectively communicate the type of development which is possible in an area so that the community and developers have reasonable expectations of what to anticipate in each area.

Design guidelines for Focus Areas for Change will also be required to give special consideration to potential conflicts between development intensification and protecting heritage values, this being most relevant for Bayswater Town Centre and Mount Lawley area.

Action

The City to review development standards and prepare design guidelines for all areas outlined for change as a key priority.

Specific development standards are to be developed for individual precincts and should address:

- Streetscape quality and interaction with the street (i.e. height, setbacks, building bulk and articulation);
- The potential mix of land uses including short stay accommodation;
- Built-form character (for instance, consideration of materials and façade treatments); and
- Pedestrian amenity (i.e. provision of awnings).

The preparation of design guidelines for Focus Areas For Change. The following are the City's high priority areas:

- Morley City Centre;
- Maylands Activity Centre;
- Bayswater Town Centre;
- Ashfield Precinct;
- Mount Lawley Train Station and Mercy Hospital;
- Meltham Train Station; and
- Noranda District Centre.

Streetscape Improvements and Infrastructure Works

Streetscape improvements will be particularly important in the Focus Areas for Change. Improvements that may be required to be undertaken by the City include landscaping, paving and verge treatment works, planting of street trees, improvements to pedestrian and cyclist amenity, lighting and street furniture installation as well as the provision of community facilities. Public transport improvements and upgrades to utilities, which are the responsibility of other government agencies (such as the Public Transport Authority and Western Power), will be required in these areas.

Detailed area plans and/or streetscape enhancement plans (depending on the planning for each centre) will generally identify the works and infrastructure that are required. Given that such works would form longer term initiatives, it will generally be higher profile locations such as Morley City Centre, Maylands Activity Centre, Bayswater Town Centre and Ashfield Precinct where works and infrastructure would need to be prioritised and where more attention would need to be given in the short term.

The City or State Government may fund works and infrastructure or the City could require developer contributions. Developer contributions can operate effectively in town centre upgrades on the basis that there is a strong connection between improvements and the benefit to developers. On the other hand, focussing developer contributions in these areas could deter development from occurring in the places where it is strategically most beneficial to do so. There are also issues relating to the fair apportionment of contributions among developers; ensuring that contributions are spent on infrastructure which actually benefits the developments and are spent in a timely manner; and ensuring that a sufficient amount of funds to spend on infrastructure can be collected. Developer contributions will need to be further investigated in the future.

Figure 13: Maylands Activity Centre artist's impression

> **Action**
>
> The City to:
>
> - Identify appropriate streetscape improvements in Focus Areas for Change, with attention on higher profile locations (i.e. Morley City Centre, Maylands Activity Centre, Bayswater Town Centre and Ashfield Precinct). Consideration should be given to improvements to landscaping, pavements and verges, street trees, pedestrian and cyclist amenity, lighting and street furniture. Streetscape improvements are to be identified in detailed area plans or within specific streetscape enhancement plans for centres;
>
> - Identify physical and social infrastructure improvements for Focus Areas for Change (including utilities, community facilities and transport infrastructure); and
>
> - Examine potential funding mechanisms including developer contributions for infrastructure and streetscape improvements, for locations identified as Focus Areas for Change.

Short Stay Accommodation

The City is strategically located within close proximity to several tourist attractions such as Perth central city, the Swan River, the Swan Valley, the Perth Hills and has good links to the airport, Mandurah and Fremantle. Consideration should therefore be given to facilitate the provision of short-stay accommodation including serviced apartments, holiday accommodation and bed and breakfasts within the City and in particular the Focus Areas for Change. Locating this type of accommodation close to hospitals should also be considered as it is highly convenient for out patients who need to travel long distances for treatment.

> **Action**
>
> The City to investigate the introduction of short-stay accommodation, including provisions for serviced apartments, holiday accommodation and bed and breakfasts within the City and in particular within the Focus Areas for Change.

5. SUBURBAN RESIDENTIAL AREAS

Areas outside the Focus Areas for Change are proposed to remain as suburban residential areas with minimal change to residential density provisions. These areas represent approximately three-quarters of the City.

Residential development is assessed under the Residential Design Codes of Western Australia (R Codes). The R Codes provide controls over the form of residential development, including but not limited to, setbacks, height, open space provisions, surveillance of the street and garage form. Where a development proposal meets the acceptable development provisions of the R Codes, it cannot be refused.

The majority of residential development within the City is effectively managed by the R Codes. However, the City does have the ability to develop policies to vary some aspects of the R Codes, to primarily add additional design controls to residential development. It is considered appropriate to develop, as necessary, a policy(s) to address design, built form and streetscape in relation to residential development, subject to further community consultation.

Suburban residential areas are considered to provide appropriate locations for larger families and provide housing choices for those wishing to live in houses on larger single or grouped dwelling lots.

There will still be development in suburban residential areas through:

- General improvements to dwelling stock and demolition and rebuilding of existing homes;
- Infill development on sites with development potential; and
- Infill development where potential concessions could be used to promote high-quality development and high levels of passive surveillance, for example corner lot development or development overlooking public open space, pedestrian access ways and/or rights of way.

Figures 14 and 15: Examples of typical suburban residential development

Simplifying Dual Codes

The City currently has many areas with a dual residential density coding – for example 'Residential R20/25'. Originally the dual coding was implemented so that the R25 zoning could be applied if the proposal had a high degree of compliance with adopted Council policies and met various other criteria such as proximity to developed public open space, public transport, schools, shopping and community facilities and had sewerage connection. As the City has developed over time, all applications in these areas have met Residential R25 standards and therefore the lower density code is not required. The higher coding should become the base zoning for those areas with an existing dual coding (R17.5/25, R20/25, R17.5/30 and R17.5/40).

Action

The City to:

- Develop, as necessary, a policy(s) to address design, built form and streetscape in relation to residential development, subject to further community consultation.

- Rezone residential areas currently zoned R17.5/25, R20/25, R17.5/30 and R17.5/40 to the higher code in each circumstance to reflect current development practices; and

- Ensure all applications for rezoning are in accordance with the Strategy and relevant State Planning Policies and Strategies. Applications not in accordance with the Strategy will only be considered in exceptional circumstances.

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Part 3:
General Policies

Housing Choice and Affordability
Quality of Design and Streetscape
Character
Heritage
Environment and Sustainability

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6. HOUSING CHOICE AND AFFORDABILITY

Housing choice and affordability is essential in ensuring strong and diverse communities by:

- Catering for people from a variety of demographic backgrounds and thereby enhancing socio-economic diversity in the City;

- Catering for the changing accommodation needs of the City's residents;

- Ensuring workers on low to middle incomes have access to suitable accommodation which is within close proximity to their places of employment; and

- Ensuring that households and individuals in housing need or housing stress can access accommodation appropriate to their income levels and their housing needs.

Housing choice and affordability can be addressed by encouraging all types of dwellings including smaller dwellings such one (1) or two (2) bedroom dwellings, grouped dwellings and multiple dwellings, ancillary accommodation, and a range of aged care options.

Housing Choice

Housing choice throughout the City is currently limited, given that 85% of dwellings have at least three (3) bedrooms (ABS 2006) with the proportion of large homes (with four (4) bedrooms or more) increasing significantly between 1996 and 2006 (ABS 2006).

At the same time, the City is experiencing the continued growth of one (1) and two (2) person households (currently representing 66% of households), and an ageing population (25% of the City's population is likely to be aged 65 years or over by 2050, compared to 15% of the City's population in 2006 (ABS 2006)).

While it is noted that larger houses are likely to remain a popular choice, not everyone wants or chooses to live in one due to the high costs of construction and maintenance, high rent/mortgage repayments, changing demographics and lifestyle choices and/or sustainability issues.

The Focus Areas for Change will likely accommodate higher density development and provide opportunities for greater housing choice close to established public transport networks and community services and facilities.

The provision of housing choice outside of the Focus Areas for Change is also encouraged to address such issues as 'ageing in place' and to provide flexible housing options for the community which can include the provision of single (1) / two (2) bedroom houses, ancillary accommodation and a range of aged care facilities. Additionally this can include the construction of residential development that complies with the 'Universal Design' standards, that is, it is constructed incorporating features to allow it to be accessible for all, including those in wheelchairs, with minimal change.

The introduction of the Multi-Unit Housing Code (MUHC) also provides scope for increased housing diversity through the removal of barriers to develop multiple dwellings in areas currently zoned Residential R30 and above and through the encouragement of smaller dwellings.

Housing Affordability

Providing opportunities for greater housing choice also has the potential to address housing affordability issues which is a growing problem across the Perth Metropolitan Area. The Department of Housing *Social Housing Taskforce Report (2009)* defines affordable housing as housing which is of a reasonable standard and in a reasonable location that "does not cost so much such that a household is unlikely to be able to meet other basic living costs on a sustainable basis". The Department of Housing considers a household to be in 'housing stress' where more than 30% of the household income is spent on loan repayments. Homeowners in the suburbs of Bayswater, Bedford, Dianella, Embleton, Maylands and Mount Lawley generally spent more than 30% of household income on loan repayments according to 2006 statistics, indicating that housing stress was a problem in these areas.

Housing affordability can impact on low to middle income earners in many ways, including but not limited to:

- Restricting housing choice;

- Reducing the ability to live in close proximity to employment opportunities or public transport, therefore increasing travel time and costs; and

- Delaying the development of new households (for example, young adults are staying longer in the family home).

Furthermore, 'housing stress' can have local economic impacts as a result of the high proportions of income being spent on housing costs, reducing the amount that can be spent on other goods and services in the local area.

Action
The City to encourage and promote a mix of dwelling sizes within proposed developments to address issues of housing choice and affordability.

Ancillary Accommodation

Ancillary accommodation (commonly referred to as 'granny flats') is self-contained accommodation which can be up to 60 square metres in floor area on the same lot as a single house. Currently this type of accommodation can only be occupied by members of the same family which lives in the main dwelling. This form of accommodation has the potential to play an important role in providing greater housing choice over the City and has a range of benefits including:

- Providing a greater mix of housing and more affordable dwellings;

- Enabling 'ageing in place' for elderly residents, whilst maintaining their independence;

- Enabling the elderly or sick to live close to carers who can provide support, safety and social contact;

- Enabling older children to experience greater independence while maintaining family connections;

- Providing additional development without streetscape impacts; and

- Providing practical and efficient use of potentially under utilised space.

This type of development is also generally cost effective and time efficient as the approval processes and construction is much simpler than complete site redevelopment and subdivision.

Whilst ancillary accommodation units are currently permitted, only family members of the occupants of the main dwelling can live there. Allowing non family members to live in the ancillary accommodation, or the main dwelling, could provide more opportunities for housing choice and affordable options within the local area.

Ancillary accommodation is proposed to be limited to one (1) additional unit per lot, with one (1) of the dwellings being occupied by the owner of the property to monitor and address any on site issues as having both dwellings rented to non-connected parties may be more problematic.

The WAPC has provided its support for this accommodation option by its inclusion in the draft *Central Metropolitan Perth Sub-regional Strategy* and the recent review of the R Codes. Ancillary accommodation should be considered as part of a local planning policy to ensure its timely implementation, subject to further direction from the WAPC.

Figure 16: Example of ancillary accommodation

Action

The City to review the Residential Design Codes requirements to enable non-family members to be tenants in ancillary accommodation units, subject to the construction of a maximum of one (1) ancillary accommodation unit per lot and the landowner continuing to live onsite.

7. QUALITY OF DESIGN AND STREETSCAPE

The scale and appearance of buildings and the nature of streetscapes play an important function in contributing to the character and amenity of an area. Quality building design and streetscapes are generally characterised by:

- Increased interaction between buildings and the street (i.e. enhancing street surveillance);

- Well articulated buildings (i.e. the inclusion of architectural features and limiting blank facades); and

- Pedestrian friendly environments and attractive streetscapes (i.e. footpaths, street tree coverage, reduced impact of building bulk).

The following section outlines actions to enhance the relationship between new developments and streetscapes and to improve residential design quality across the City of Bayswater.

7.1 Streetscape Policy and Design Guidelines

Streetscape policies and design guidelines are recommended to promote high-quality design and streetscapes.

Streetscape policies and design guidelines should be considered to address specific areas and forms of development including:

- Focus Areas for Change given that these are high profile locations where an attractive urban form is particularly important;

- Multiple unit dwellings (apartments), where increases in residential density places greater emphasis on ensuring high-quality outcomes;

- Areas with character and heritage where retention and enhancement of the existing streetscape and street trees is particularly important; and

- Corner lot developments and developments overlooking public open space (POS), Pedestrian Access Ways (PAWs) and Rights of Way (ROWs) (as discussed below).

Important considerations in forming these policies and provisions include:

- Accounting for different functions and housing types across various areas. For instance, an increased focus on street-front activation, interaction and on supporting mixed-use development is appropriate for town centres but may not be appropriate for residential areas;

- Management of the transition between higher and lower density development;

- Ensuring that the policies protect existing character and establish and/or contribute to diversity in local character across different parts of the City;

- Promoting consistent themes in streetscapes whilst also providing opportunities for diversity and individuality in architectural design;

- Designing out crime and increased opportunities for passive surveillance (i.e. open views from dwellings onto streets and designing out entrapment areas and hiding spots);

- Balancing the need for a robust policy with sufficient flexibility to encourage development and maximise opportunities for good development outcomes; and

- Community participation and support.

Figures 17-19: Examples of high density and character housing which contribute to streetscape quality

Multiple Dwellings

The introduction of the Multi-Unit Housing Code as well as the identification of Focus Areas for Change is likely to result in the development of new multiple dwellings in certain parts of the City. It is particularly important that multiple unit developments are built to a high design standard, given that these are generally large scale and high profile buildings.

Many of the existing multiple unit complexes in and around Maylands were built to former standards and are not considered to be high-quality built form. To prevent more of these designs, standards were changed which included reductions to the original development potential for these sites. This has acted as a deterrent to redeveloping these sites. These barriers need to be addressed to allow the land owners to redevelop these sites subject to improved design outcomes.

The recent introduction of the MUHC has removed minimum lot area provisions over the affected sites and provides some scope for redevelopment to occur to a similar extent as was originally allowed, subject to improved design outcomes. It should be noted that multiple dwelling developments can include a variety of building styles including row houses, terrace houses, town houses, mixed-use developments or apartments, as demonstrated in Figures 20 and 21.

To provide for the potential redevelopment of these sites, other variations such as height concessions may also be required through a City policy or scheme amendment.

Figures 20 and 21: Examples of good multi-unit housing
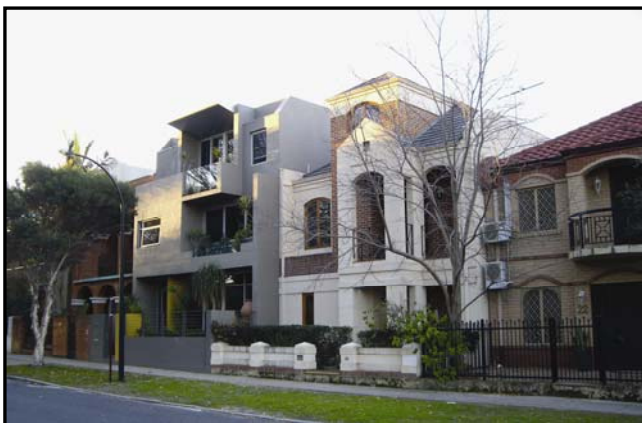
Corner Lot Development

Development on corner lots should address both primary and secondary streets to provide better passive surveillance. Buildings should be detailed and articulated along both streets. It is particularly important to avoid blank walls or fences along the sides of dwellings which can reduce a street's visual appeal and prevents passive surveillance. Additionally, corner sites can act as landmarks or 'bookends' for development within a streetscape and in this regard, quality design is particularly important.

It is proposed that variations to the minimum lot area (density bonuses) and other development concessions, such as setback reductions, could be considered for corner lots to encourage developments with a high level of street interaction and passive surveillance. This has also been raised for consideration in the WAPC's draft *Central Metropolitan Perth Sub-regional Strategy*.

The introduction of minimum lot area variations would not be applicable for multiple dwellings in areas zoned Residential R30 or above, as the MUHC addresses the development of these sites.

Development Overlooking Public Open Space and Abutting Rights of Way and Pedestrian Access Ways.

There are over 124 pedestrian access ways (PAWs) and 101 rights of way (ROWs) within the City, the majority of which provide a strategic function for pedestrian and/or vehicle access. ROWs, PAWs and Public Open Space (POS) require high levels of passive surveillance to provide safe and secure environments.

In some instances, these areas may be under utilised or are only active during certain periods of the day, causing safety concerns for some residents. It is considered that the perceptions of low safety and security in these locations can be improved by increasing passive surveillance through measures such as increased window size to adjoining development and open fencing (refer to Figures 22 and 23). Developments which contribute positively to the streetscape can increase the amenity of an area, which in turn can increase the number of people utilising the space. An increased number of people in an area can also help to make an area feel safe. The City should prepare design guidelines to ensure that new development abutting a ROW, PAW or POS positively interacts with these spaces to help people feel more comfortable using these spaces.

Figures 22 and 23: Examples of streetscapes enhanced through passive surveillance

Lots abutting ROWs and PAWs, corner lot development and development overlooking POS could be encouraged to incorporate a range of features to enhance passive surveillance and amenity including:

- Requiring dwellings to overlook these spaces and include design features to enhance surveillance;

- Encouraging dwellings to provide vehicle access via ROWs; and

- Promoting building designs that contribute positively to the streetscape.

The detailed measures to achieve these goals will need to be further researched and included into a planning policy.

Action
The City to prepare a streetscape policy to promote high-quality development and to facilitate high levels of passive surveillance for lots abutting ROWs, PAWs, corner lot development and overlooking POS.

7.2   Streetscape Improvements

Improvement Works

The City will need to consider undertaking streetscape improvement plans to create attractive streetscapes with high levels of amenity and sense of place, which enable access and inclusion for all. A high-quality streetscape can attract and facilitate good quality residential development and should include consideration of the following elements:

- Quality hard landscaping (wide footpaths, feature paving and verge treatments) and soft landscaping (street trees and vegetation);

- Lighting and crime prevention through design techniques;

- High-quality street furniture such as seating in high profile locations;

- High-quality and well connected footpaths;

- Decreasing street clutter such as excessive street signage and other obstructions along pathways; and

- Maintaining and upgrading infrastructure.

The Focus Areas for Change need to be prioritised for streetscape improvements. There will be more intense development in these areas and greater use of public spaces is anticipated. It may also be appropriate to require developer contributions to upgrade public infrastructure.

Whilst the Focus Areas for Change are priority areas for streetscape works, it is recognised that there may be other areas of the City where new works and improvements may be beneficial so as to provide more attractive and amenable places for people to live and work. Works in these areas would occur over the medium to long term.

Figure 24: Morley City Centre Masterplan - future Progress Street

Footpaths and Cycle Paths

It is important that the provision of footpaths and cycle paths are considered across the City as a whole, given the need for comprehensive and well connected pedestrian and cyclist networks to provide high levels of amenity throughout residential communities. A footpath development plan and cycle plan will identify gaps in the footpath and cycling network and the quality of the infrastructure, and will seek to address deficiencies where identified. In particular, the plans will need to consider accessibility in high volume areas, including, in and around town centres, and major destinations such as schools and community facilities. In such locations, paths may need to be provided on both sides of the street.

Action
The City to complete footpath and cycle path development plans to identify and address gaps in the provision and quality of footpath and cycle path infrastructure.

Street trees

A significant factor in the quality of streetscapes is the provision of street trees. Well established street trees can provide shelter and shade, improve the aesthetics and character of an area and help to reduce the impact of 'heat sinks' in built-up urban environments.

While the Focus Areas for Change would form priority areas for street trees, residential streetscapes across the entire City could benefit from additional street trees. To provide maximum benefit, further identification of other key locations for additional street trees is suggested, which may include major roads or areas currently lacking sufficient greenery in the short to medium term.

The City supports the retention of street trees and therefore does not consider it appropriate to remove street trees for infill development. Consequently the City requires street trees to be moved or reinstated, where development cannot be modified to accommodate them. Landowners can also request additional street trees for verges. This provides the opportunity to expand tree coverage and encourage community members to take ownership over the health and maintenance of street trees.

Street trees throughout the City are often heavily pruned, which limits their contribution to streetscape quality. It is considered that, street trees should be able to grow to have wide canopies, provided that this will not present hazard or damage infrastructure.

Figure 25: Example of enhanced streetscape through street trees

The practise of heavy pruning is generally to avoid overhead powerlines; therefore under-grounding power lines will be an important action to facilitate improved streetscape quality. A review of tree species and pruning methods will also be necessary to ensure that street trees can provide desired levels of foliage cover.

Action

The City to:

- Examine key locations for new street trees and plant street trees accordingly;

- Encourage landowners to request street trees for planting on public verges;

- Discourage the removal of street trees for development by requiring the replacement of street trees to infill development where street trees are proposed to be removed.

- Review its general approach to street tree maintenance and prevent heavy street tree pruning where possible; and

- Pursue installation of underground power in order to promote street trees and high-quality streetscapes.

8. HERITAGE

Heritage refers to an individual place, building or group of buildings, or places that are historically or culturally significant to a locality, state or nation. For example, buildings or places that are indicative of the historical development of a locality are considered historically significant. Buildings or places where an important community activity took place, or notable person resided, are considered culturally significant. Character refers to the more general visual relationship between the built form and physical landscape that distinguishes one place from another.

Heritage List and Municipal Heritage Inventory

Heritage places in the City of Bayswater are listed on the State Register of Heritage Places which lists places of value to the whole of Western Australia, and/or the City's Municipal Heritage Inventory (MHI) which is related to local heritage. For a property to attain statutory heritage protection, it must be included in the State Register of Heritage Places or the Scheme Heritage List which is adopted under the City's Town Planning Scheme. Importantly, statutory heritage protection does not preclude a place from being redeveloped or demolished, but means that the City will consider the heritage value of that place upon assessment of a development, subdivision or demolition application.

The City has incentives available to assist owners of properties which are included on the City's Heritage List to retain, restore and/or conserve heritage listed places including the flexible application of statutory requirements and the awarding of heritage grants.

This Strategy proposes no changes to current heritage provisions or processes, as they are considered to provide sufficient statutory protection as they require all places listed on the State Register or Scheme List to require consideration before any changes can be considered. Within the City there are many examples of Heritage places being effectively maintained, including Halliday House, Ellis House and Albany Bell Castle (refer to Figures 26 - 28).

Figure 26: Halliday House

Figure 27: Ellis House

Figure 28: Albany Bell Castle

Heritage Protection Areas

The City's Town Planning Scheme No. 24 (TPS 24) provides scope for Heritage Protection Areas (HPAs) to be introduced, although there are no HPAs currently in place. HPAs provide special planning control over an area to protect and enhance its heritage significance.

There are small areas of housing within the City that, collectively, could have heritage value. Such areas include small groups of dwellings that share particular architectural style(s) that together reflect the City's past development. An assessment of the City's housing stock has identified collections of dwellings including traditional worker's cottages and federation housing styles that could form HPAs along streets including:

- Copley Street, Burnside Street, Murray Street, Hill Street and Slade Street (Bayswater);

- Stuart Street and Crawford Road (Maylands); and

- Thirlmere Road (Mount Lawley).

In selecting the above streets, consideration has been given to forming HPAs in the vicinity of properties which are on the City's Heritage List, so as to maintain the integrity of their streetscapes.

The City would need to undertake additional research into the appropriateness of designating heritage protection areas based on the heritage value of the area and dwellings, which would strongly rely on community and landowner input.

In those Focus Areas for Change where there is merit in facilitating additional development but where heritage values are also attached to the area, detailed area planning will need to specify whether standards will either promote redevelopment, protect heritage or look to foster both at once (i.e. rear infill development with the protection of existing street facades). These decisions will need to account for site specific development priorities such as whether it is change or heritage protection which is more valued, as well as the site specific opportunities to balance these priorities.

Action

The City to:

- Identify, through community involvement, the potential for small areas of the City to be designated as Heritage Protection Areas and implement Heritage Protection Area Guidelines if appropriate. Heritage Protection Area Guidelines would need to account for:

  o Conservation of existing buildings;

  o Ensuring that new development and additions to existing development is complementary to existing heritage values;

  o Design features such as (but not limited to) siting, setbacks, orientation, bulk, scale, height, roof style/pitch, eaves, verandah, other articulations and openings, materials, colours, carports and fencing; and

  o The inter relationship between sustainable building design and heritage (i.e. conflicts between incorporating sustainable design elements with heritage protection).

- Examine the opportunity for the establishment of Heritage Protection Areas for Bayswater (Copley Street, Burnside Street, Murray Street, Hill Street and Slade Street), Maylands (Stuart Street and Crawford Road) and Mount Lawley (Thirlmere Street) and undertake community consultation on the matter. (Bayswater HPA to be examined as part of the Bayswater Town Centre Study).

9. CHARACTER

Character refers to the visual relationship that exists between the characteristics of the built form and the physical landscape that distinguish one place from another. These characteristics are generally exhibited collectively on a localised basis, resulting in a unique 'feel' for a locality.

Character Protection Areas

Those areas within the City of Bayswater which are considered to have significant character have been designated as 'Character Protection Areas' (CPA's) in TPS 24. CPAs set out guidelines to promote design which is sympathetic to the prevailing character and streetscape. The City's existing CPAs are illustrated in Figure 29 and include Maylands North, Maylands South and Mount Lawley. It is noted that CPAs do not offer dwellings protection from demolition and only encourage the retention of existing dwellings.

Figure 29: Existing Character Protection Areas

Maylands North

Maylands South

Mount Lawley
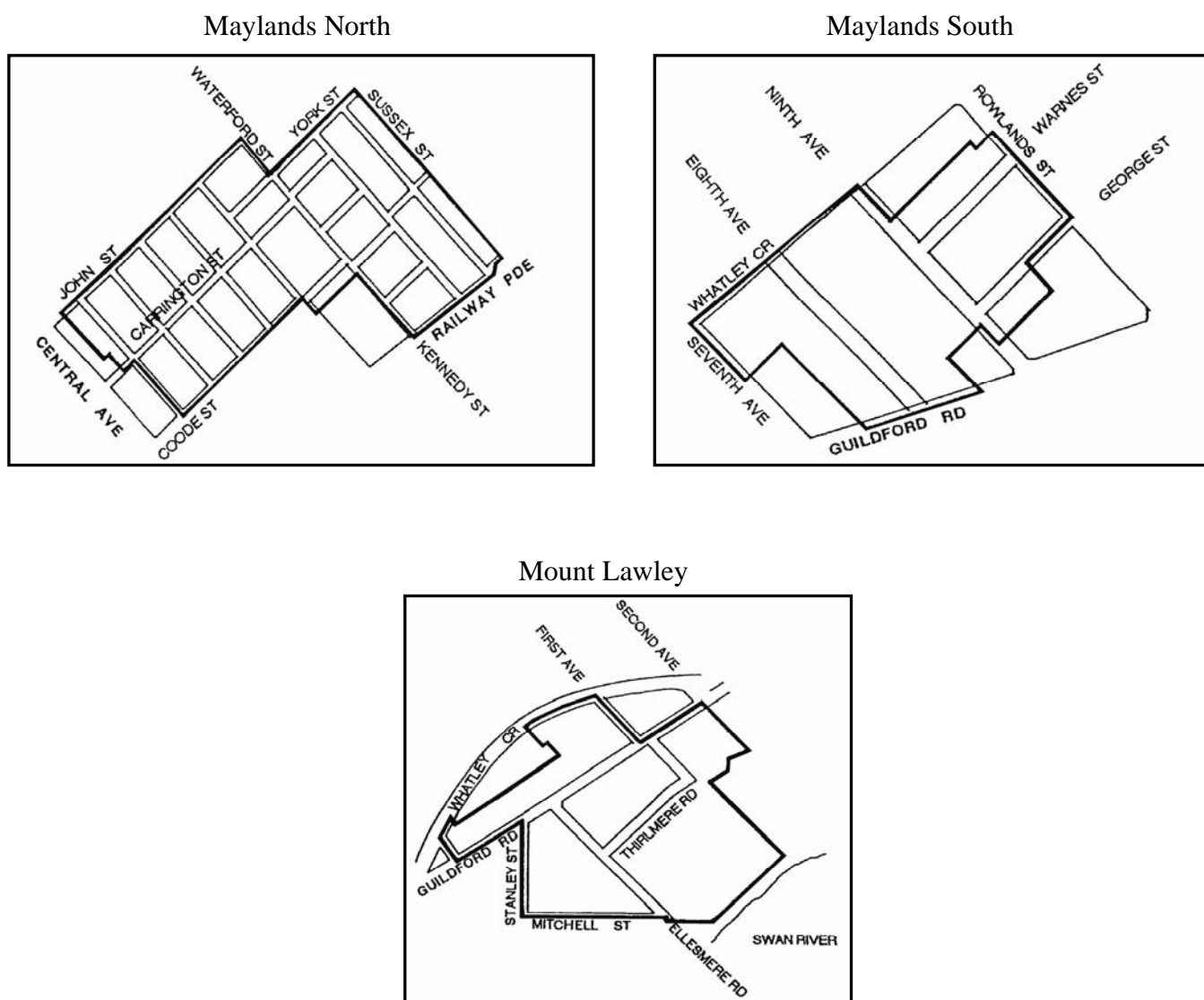
As part of the consideration of CPAs the following elements have been reviewed and analysed:

- Whether it is appropriate to establish new and/or modify existing CPAs. As part of this, an audit was taken of the City's housing stock to identify opportunities to enhance character values of residential areas (refer to the Background Study for further detail regarding the housing audit).

- Key elements which contribute to the character of existing and potential CPAs. Significantly, this responds to the need to review existing guidelines to ensure they deliver development that contributes to local character effectively (refer to the Background Study).

- Reviewing the criteria by which dwellings will be considered as part of CPAs, including design features such as height, setbacks (both from the street and side boundaries), roof form and height, building form and articulation (windows).

Criteria were devised to determine areas where character should be protected, including:

- Locations where a streetscape or collection of streets consist of a high degree of consistency relating to the scale and proportioning of housing, housing style or typical housing features and where the housing also contributes to positive design outcomes; and

- Where there is minimal evidence of infiltration of contrasting development styles into the streetscape; or

- Where there is a broader area and there is a prevailing style of housing over the area as defined by elements of the housing scale, form, key features or materials of construction. That is, there may not be a particular street where the housing is completely consistent, but there is a prevailing housing form over the area that is worthy of retention.

Areas over the City which have been identified as having character values worthy of protection include:

- Maylands North (Existing Character Protection Area 1);

- Maylands South (Existing Character Protection Area 2);

- Mount Lawley (Existing Character Protection Area 3);

- Bedford (near Beaufort Street, Grand Promenade and Drummond Street); and

- Bayswater (near Whatley Crescent, Leake Street, Veitch Street and Murray Street).

Table 7 profiles each area's character and outlines features which could be reflected in development in the areas and incorporated into character protection design guidelines (this would form part of a review of existing guidelines or the formulation of new guidelines) and associated actions for each area. Any review or formulation of new CPAs or scheme amendments will be subject to further community consultation.

Table 7: Characteristics of and recommendations for potential Character Protection Areas

Character of Area	Recommendations
MAYLANDS NORTH	
Housing Styles Common housing styles include Workers Cottages, Federation Bungalows, Californian Bungalows and Federation Queen Anne. **Key Character Features** • Open views onto street/dwellings address street; • Small side setbacks; • Dominant front verandah; • Eaves; • Window awnings; • Hipped and gabled roofs with finials; • Timber/brick construction; • Tin/tiled roofs; • Low fences/open styles (if at all); • Chimneys; and • Ornamental bracketing.	• **Update Character Protection Area Guidelines to incorporate the key character features of the area.**
MAYLANDS SOUTH	
Housing Styles The area consists of both residential and commercial areas, and has an eclectic mix of building styles including Federation Queen Anne, California Bungalows and Workers Cottages. **Key Character Features** • Open views onto street/dwellings address street; • Dominant front verandah; • Eaves; • Window awnings; • Vertical emphasis to windows and openings; • Hipped and gabled roofs with finials; • Timber/brick construction; • Tin/tile roofs; • Low, open style fences (if at all); • Chimneys; and • Ornamental bracketing.	• **Remove 'Maylands South' Character Protection Area as the new Maylands Activity Centre Zone includes new character provisions.**

Character of Area	Recommendations

MOUNT LAWLEY

Housing Styles

This area has a mix of Federation Bungalows, Federation Queen Anne, Inter-war Californian Bungalow and Inter-war Domestic Revival style houses with a high proportion of larger lots as well as grander and larger homes.

Key Character Features

- Dwellings setback five to ten metres from the street boundary;
- Open views onto street/dwellings address street;
- Dominant front verandah;
- Eaves;
- Hipped and gabled roofs with finials;
- Red brick and render, red tiles;
- Low/open-style fences (if at all);
- Chimneys;
- Ornamental bracketing; and
- Street facing gables.

Recommendations

- **Update Character Protection Area Guidelines to incorporate the key character features of the area.**

BEDFORD (BEAUFORT STREET/GRAND PROMENADE/DRUMMOND STREET)

Housing Styles

Intact collection of inter-war housing styles and largely intact streetscapes with Californian Bungalow, Inter-war Californian Bungalows, Inter-war Spanish Mission and Inter-war Functionalist character designs.

Key Character Features

- Generally consistent eight to nine metre front setbacks;
- Open views onto street/dwellings address street;
- Small side setbacks;
- Dominant front verandah with masonry posts;
- Window awnings;
- Pitched roofs;
- Red brick/cream render;
- Chimneys; and
- Low/open-styles fences (if at all).

Recommendations

- **Consider establishment of the Bedford Character Protection Area in consultation with landowners and the community; and**
- **Develop CPA guidelines to incorporate the key character features of the area.**

Character of Area	Recommendations

BAYSWATER (WHATLEY CRESCENT/LEAKE STREET/VEITCH STREET/MURRAY STREET)

Housing Styles

This area consists of a variety of housing types and styles from the 1900-1945 period including Timber Workers Cottage, Federation Timber Bungalows, Californian Bungalows and Domestic Revival Bungalows.

Key Character Features

- Open views onto street/dwellings address street;
- Dominant front verandah;
- Window awnings;
- Hipped and gabled roofs with finials;
- Timber/brick construction;
- Tin/tile roofs;
- Ornamental bracketing;
- Chimneys;
- Open/low style fencing; and
- Street facing gables.

- **Consider establishment of the Bayswater Character Protection Area (as part of Bayswater Town Centre Study); and**
- **Develop CPA guidelines to incorporate the key character features of the area.**

In those Focus Areas for Change where there is merit in facilitating additional development but where character values are also attached to the area, detailed area planning will need to specify whether standards will either promote redevelopment, protect character or look to foster both at once (i.e. rear infill development with the protection of existing street facades). These decisions will need to account for site specific development priorities such as whether it is change or character protection which is more valued, as well as the site specific opportunities to balance these priorities.

Action

The City to:

- Review current Character Protection Area Guidelines for Maylands North and Mount Lawley and develop new Character Protection Area Guidelines for any new CPA. Guidelines are to be reviewed with a view to provide greater clarity on the following matters and reflect key character elements in the future development of each area:

  o Siting, setbacks and orientation;
  o Bulk, scale and height;
  o Roof pitch and style;
  o Eaves, verandah and other articulations and openings;
  o Materials and colours;
  o Carports and garages; and
  o Fencing.

- Examine the opportunity for the establishment of Character Protection Areas for Bedford (Beaufort Street, Grand Promenade and Drummond Street) and Bayswater (Whatley Crescent, Leake Street, Veitch Street and Murray Street) and undertake community consultation on the matter. (Bayswater CPA to be examined as part of the Bayswater Town Centre Study).

- Remove CPA 2 – Maylands South, as character protection for this area has been incorporated into scheme provisions of the Maylands Activity Centre Zone.

10. SUSTAINABILITY AND ENVIRONMENT

The Environmental Protection Authority (2007) has indicated that Western Australians have amongst the largest ecological footprint in the world (an ecological footprint is a measure of consumption of resources per capita which includes use of natural resources and non-renewable energy sources). Current resource consumption levels are seen as environmentally and economically unsustainable given that growing resource scarcity generally increases the price of resources as well. A number of global and local problems relate to excessive resource use, including:

- Climate change;

- Greenhouse gas emissions and air pollution;

- Water pollution;

- Water shortages;

- Ecological damage including loss of flora and fauna;

- Higher occurrence of extreme weather events including heatwaves, storms, bushfires and localised flooding (resulting from problems with stormwater run-off);

- Increased illness and death in the community resulting from pollution (i.e. respiratory illness) and heat (i.e. heat stress);

- Peak oil (oil will cost more as extraction becomes more difficult); and

- Urban heat sinks (urban environments retaining heat due to a lack of cooling natural vegetation).

Natural vegetation and green landscapes form important elements of sustainable environments, whether this is the contribution of parklands, private gardens, street trees, green roofs or green walls. Benefits of greenery and natural vegetation include:

- Improved air quality;

- Water retention and improved water quality;

- Reduced impacts of heat sinks; and

- Enhanced amenity and recreational opportunities.

This section of the Strategy explores the ways that the City's residential development can contribute to sustainable development outcomes and reduce resource use.

General Sustainability Measures

This Strategy is underpinned by sustainable development principles which are aimed at helping to reduce or prevent significant increases in resource use. Sustainable development principles are reflected through the following elements:

- Promoting mixed-use development which helps to reduce transport demand (transit-orientated development and 'living locally');

- Promoting compact development which reduces urban sprawl and the need to clear natural vegetation;

- Encouraging the development of smaller dwellings as they are generally more resource and energy efficient;

- Encouraging the retention of existing dwellings; and

- Encouraging the retention and planting of street trees.

10.1   Sustainable Residential Design

Design features of dwellings can contribute positively to sustainability outcomes (an overview of such features is provided in the first column of Table 8) can be introduced through a regulatory approach or educational or promotional measures. Further investigation into the appropriateness of the options with regard to community and development industry expectations, technical aspects of sustainable built design and impacts of Federal and State government legislation, policies and incentives will be required.

Regulations for Sustainable Residential Design

Figure 30: Solar panels

A regulatory approach to implementing sustainable building elements would involve Council mandating certain sustainable building features such as eaves, or solar panels. Further consideration is required into the introduction of regulations for sustainable development, including assessing the financial cost and practicality of measures and compliance management.

Should the City develop planning regulations for sustainable design, it would be done through planning policy as this would enable the policy to adapt to new knowledge and techniques in the field of sustainable design. It is also likely that an incremental approach to the introduction of sustainable design policy would be desirable to allow for gradual adaptation to changes and acceptance of new policies.

The Building Code of Australia (BCA) includes controls to promote the design and construction of energy efficient buildings. BCA provisions apply to all development that requires a building license and therefore controls a wider range of development than planning policies. In 2011, updated 'six star energy efficiency' BCA standards were introduced for residential development across Australia. Nevertheless, the City needs to further investigate where planning policies may be required to introduce additional regulations for sustainable design, particularly to ensure that planning matters such as character, amenity and good design outcomes are considered in conjunction with sustainable design.

In doing so, it will be necessary to ensure that any planning regulations complement and/or appropriately augment the BCA.

Rating Systems

A rating system could be used to allow developers to meet a benchmark standard for sustainable design through methods and/or options as they see fit. Benefits of this approach are that it can encourage innovation and creative industry responses to meet standards, as well as greater flexibility in meeting sustainable outcomes. However, assessment against a rating tool can be time consuming and complex.

There are a number of rating systems that have been developed including the Green Star Rating tool (Australian Green Building Council), BASIX (New South Wales for alterations, extensions or new buildings) and NABERS (National Australian Built Environment Rating System for existing buildings managed by the NSW Government). There are various tools for different forms of development and new ratings being developed on a regular basis. If the City is to adopt a rating tool, thorough research into the appropriateness of different rating tools and the management of compliance matters would be required.

Incentives

Incentives including developer concessions and/or minimum site area variations could also be considered in exchange for incorporation of sustainable design features. Should incentives be introduced into policy, there would need to be careful consideration of the broader development implications as many concessions may already be considered under the R Codes (for example reduced setbacks) and therefore may not be an effective incentive.

Promoting Sustainable Residential Design

Another approach to facilitate sustainable design is through promotional material and other tools to encourage green design. This could include a sustainable homes brochure, information packs, checklists, demonstration projects, water and energy efficiency toolkits/self-assessment kits and/or website material. The use of promotional materials and projects can be an appropriate approach to encourage sustainable features where there could otherwise be difficulty in enforcing certain requirements. This approach can also be used to encourage best practice and generate community support for sustainable design.

The City is currently involved in the Perth Solar Cities Project which operates across Perth's eastern suburbs. Perth Solar Cities is a $7.35 million initiative designed to help communities change the way they produce, use and save energy (Perth Solar Cities, 2011). It encourages efficiency measures for homes and businesses and provides community education regarding better energy usage.

In particular, demonstration projects can be highly beneficial to show residents real life examples of how to integrate sustainable building design into residential developments. The City is currently examining opportunities for a sustainable design demonstration project at Lightning Swamp and could consider opportunities to retrofit existing examples of residential buildings. These projects could demonstrate to residents how development in the City of Bayswater, particularly redevelopment of existing properties, can incorporate environmentally sustainable design features.

Mixed Approach

It is possible that a combination of regulations, rating systems, incentives and promotion and/or a more targeted approach may be appropriate to facilitate the introduction of sustainable residential design features. Table 8 provides a brief overview of the appropriateness of each of the different implementation techniques for various sustainable design elements.

It is considered that at a minimum, the City will implement a promotional approach to sustainable residential design to maximise awareness of the value of sustainable design and to generally encourage environmentally sustainable practices throughout the community. Importantly, the chosen approach (or combination of approaches) will need to effectively communicate the City's commitment to sustainable residential design and that implementation of these principles can be achieved effectively.

Table 8: Potential sustainable design elements and implementation approaches for new dwellings

Feature	Education and Information	Incorporation into Rating Tool	Regulate
LANDSCAPING AND GREENING			
Water-wise landscaping (drought tolerant native plants, permeable surfaces)	✓	✓	✗
Appropriate amounts of green landscaping (to combat urban heat sinks)	✓	✓	✗ *
Water Sensitive Urban Design (the integration of stormwater treatment into the landscape reducing peak run-off and protecting water quality)	✓	✓	✗ *
Green roofs / Green walls (plants grown on roofs or up walls)	✓	✓	✓ #*
Deciduous trees on north sides of dwellings	✓	✓	✗ *
SOLAR ORIENTATED DESIGN			
Eaves	✓	✓	✓ **
Verandah	✓	✓	✗ ##
Living areas to north side of dwelling with north facing windows	✓	✓	✗ ##
Minimising windows on west and east side of dwellings	✓	✓	✗ ##
Installation of skylights	✓	✓	✗ ##
Avoiding dark roof colours and promote reflective roof surfaces (low solar absorbency).	✓	✓	✓ **

* Difficult to enforce
# Subject to further investigation
** Preferred Approach
Depends on Design

Table 8: Potential sustainable design elements and implementation approaches for new dwellings (cont.)

Feature	Education and Information	Incorporation into Rating Tool	Regulate
RENEWABLE ENERGY AND RESOURCES			
Solar panels with invertors	✓	✓	✓ #
Wind turbines	✓	✓	✗ ##
Use of recycled building materials	✓	✓	✗ ##
WATER WISE MEASURES			
Rainwater tank with plumbing to irrigation	✓	✓	✓
Grey water use incorporated into housing design	✓	✓	✗ ##
Pervious ground surfaces	✓	✓	✗ ##
NATURAL VENTILATION			
Cross-ventilation (windows located opposite each other and lower on prevailing wind side to assist in natural air flow)	✓	✓	✗ ##
High ceilings for air circulation – summer cooling	✓	✓	✗ *
Roof ventilation devices	✓	✓	✗ *
ENERGY EFFICIENCY			
Wet areas (bathroom, toilet, laundry) **grouped together to reduce hot water heat loss**	✓	✓	✗ *
Appropriate thermal building mass design	✓	✓	✗ *

* Difficult to enforce
# Subject to further investigation
** Preferred Approach
Depends on Design

Sustainable Buildings, Heritage Protection and Character Protection

There may be cases where a compromise is required between retaining the heritage features of a property and facilitating more sustainable building design. For instance, solar panels may impact upon a dwelling's heritage value. It is recommended that the City place foremost importance on the protection of heritage for buildings with a Category 1 or 2 heritage protection listing (which constitutes a small percentage of the City's buildings). In all other classes of heritage buildings, the City would consider a more lenient approach to the incorporation of green building design features in comparison to heritage protection, however each application would be considered on its merits.

The concept behind a CPA is to build on the prevailing development theme. Accordingly, it is generally considered that the addition of green building features would not have an adverse impact on an area's character. However, green building design features should work in synergy with the prevailing characteristics of the CPAs. For instance, it may not be appropriate to have a green roof where the prevailing character of an area is to have dwellings with hipped or gabled roofs.

Sustainable Buildings, Streetscape and Amenity

It would be preferable to have solar panels, wind turbines and other similar fixtures located so as to minimise streetscape impacts (that is, orientating these towards the rear of the dwelling or behind the roof line). However, this may not always be practical, especially for solar panels which should face north.

The matters listed above will need to be examined further and considered as part of a 'Sustainable Residential Design Information Sheet'.

> **Action**
>
> The City to prepare a Sustainable Residential Design Information Sheet and other promotional tools to encourage sustainable building design.

Part 4:
Actions and Implementation

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11. LOCAL HOUSING STRATEGY ACTIONS

This section provides a summary of all the actions outlined in each section of the Strategy. It is noted that all further planning studies or policies recommended will be prepared in consultation with the community and service providers.

The Background Study also includes supporting information to justify the actions.

Table 9: Actions

No.	City Wide	Actions
1.1	**Local Planning Strategy.**	The City to prepare a Local Planning Strategy which is to incorporate the Strategy, and include a Local Commercial Strategy, Access and Parking Strategy and Public Open Space Strategy.

No.	Focus Areas for Change	Actions
2.1	**Morley City Centre.**	The City to prepare a new structure plan, design guidelines, and scheme amendment(s) for the Morley City Centre.
2.2	**Maylands Activity Centre.**	The City has rezoned the town centre in accordance with the *Maylands Activity Centre Urban Design Framework.*
2.3	**Bayswater Town Centre.**	The City to: • Undertake a detailed study to further address the vision for the Bayswater Town Centre, future zonings and built form guidelines. This study would also need to consider character and/or heritage protection, where required; and • Implement appropriate zonings to encourage a mix of land uses.
2.4	**Ashfield Station Precinct.**	The City to implement zoning and design guidelines generally in accordance with the adopted Ashfield Station Precinct Plan.
2.5	**Mount Lawley Railway Station and Mercy Hospital.**	The City to: • Prepare a detailed area plan to address land uses, layout/access, built form and character and/or heritage protection; and • Implement appropriate zonings to encourage a mix of land uses.

No.	Focus Areas for Change	Actions
2.6	**Existing Industrial Pockets.**	The City to: • Prepare detailed area plans for existing industrial nodes at Sussex Street, Charles Street, Foundry Street and Whatley Crescent to address land uses, layout/access and built-form; and • Implement appropriate zoning to encourage a mix of land uses.
2.7	**Meltham Railway Station.**	The City to: • Prepare a detailed area plan for the area around Meltham Railway Station to further address the vision, future zonings and built-form guidelines for the area; and • Implement appropriate zonings to encourage a mix of land uses.
2.8	**Noranda District Centre.**	The City to: • Prepare a detailed area plan around the existing commercial node to address land uses, layout/access, built-form and zoning to encourage a mix of land uses; and • Implement appropriate zonings to encourage a mix of land uses.
2.9	**Urban Villages.**	The City to: • Prepare detailed area plans around the existing commercial nodes around Beechboro Central Shopping Centre, Morley and the intersection of Walter Road East and Beechboro Road, Morley, to address land uses, layout/access, built-form and zoning to encourage a mix of land uses; and • Implement appropriate zonings to encourage a mix of land uses.
2.10	**Urban Corridors.**	The City to: • Prepare detailed area plans to address land uses, layout/access, built-form and zoning to encourage a mix of land uses along the following urban corridors: o The Collier Road Link; o Walter Road; o Beaufort Street/Broun Avenue; and o Guildford Road. • Implement appropriate zonings to encourage a mix of land uses.

No.	Focus Areas for Change	Actions
2.11	**Design Guidelines.**	The City to review development standards and prepare design guidelines for all areas identified for change as a key priority. Specific development standards are to be developed for individual precincts and should address: • Streetscape quality and interaction with the street (i.e. height, setbacks, building bulk and articulation); • The potential mix of uses; • Built-form character (for instance, consideration of materials and façade treatments); and • Pedestrian amenity (i.e. provision of awnings). The preparation of design guidelines for Focus Areas for Change will be an ongoing initiative. The following are the City's high priority areas: • Morley City Centre; • Maylands Activity Centre; • Bayswater Town Centre; • Ashfield Precinct; • Mount Lawley Train Station and Mercy Hospital; • Meltham Train Station; and • Noranda District Centre.
2.12	**Streetscape Improvements.**	Identify appropriate streetscape improvements for the Focus Areas for Change, with attention on higher profile locations (i.e. Morley City Centre, Maylands Activity Centre, Bayswater Town Centre and Ashfield Precinct) for more extensive improvements. Consideration should be given to improvements to landscaping, pavements and verges, street trees, pedestrian and cyclist amenity, lighting and street furniture. Streetscape improvements are to be identified in detailed area plans or within specific streetscape enhancement plans for centres.
2.13	**Infrastructure Works.**	The City to identify physical and social infrastructure improvements for the Focus Areas for Change (including utilities, community facilities and transport infrastructure).
2.14	**Developer Contributions.**	The City to examine potential funding mechanisms including developer contributions for infrastructure and streetscape improvements for the Focus Areas for Change.
2.15	**Short-Stay Accommodation.**	The City to investigate the introduction of short-stay accommodation, including provisions for serviced apartments, holiday accommodation and bed and breakfasts.

No.	Suburban Residential Areas	Actions
3.1	**Residential Design.**	The City to develop, as necessary, a policy(s) to address design, built form and streetscapes in relation to residential development, subject to further community consultation.
3.2	**Dual Codes.**	The City to: • Rezone residential areas currently zoned R17.5/25, R20/25, R17.5/30 and R17.5/R40 to the higher code in each circumstance to reflect the current development practices; and • Ensure all applications for rezoning are in accordance with the Strategy and relevant State Planning Policies and Strategies. Applications not in accordance with the Strategy will only be considered in exceptional circumstances.

No.	Housing Choice and Affordability (*Also refer to Actions under Focus Areas for Change*)	Actions
4.1	**Housing Mix.**	The City to encourage and promote a mix of dwelling sizes within proposed developments to address issues of housing choice and affordability.
4.2	**Ancillary Accommodation.**	The City to review the Residential Design Codes requirements to enable non-family members to be tenants in ancillary accommodation units, subject to the construction of one (1) ancillary accommodation unit per lot and the landowner continuing to live onsite.

No.	Quality of Design and Streetscapes	Actions
5.1	**Multiple Dwellings.**	The City to: • Introduce design guidelines to facilitate the development of high-quality multiple dwellings including provisions relating to building articulation and building bulk; and • Investigate options to encourage the upgrade of existing multiple dwellings.
5.2	**Rights of Way (ROWs), Pedestrian Access Ways (PAWs), Corner Lot Development and Public Open Space (POS).**	The City to prepare a streetscape policy to promote high-quality development and to facilitate high levels of passive surveillance for ROWs, PAWs, corner lot development and development overlooking POS.

No.	Quality of Design and Streetscapes	Actions
5.3	**Footpath and Cycle Path Development Plans.**	The City to develop footpath and cycle path development plans to identify and address gaps in the provision and quality of footpath and cycle path infrastructure.
5.4	**Street Trees.**	The City to: • Examine key locations for new street trees and plant street trees accordingly; • Encourage landowners to request street trees for planting on public verges; • Review its general approach to street tree maintenance and prevent heavy street tree pruning where possible; • Pursue installation of underground power in order to promote street trees and high-quality streetscapes; and • Discourage removal of street trees in accordance with *TP-P 1.7 Street Trees Planning Policy*.

No.	Heritage	Actions
6.1	**Heritage Protection Areas (HPAs).**	The City to identify, through community involvement, the potential for selected areas of the City to be designated as HPAs and implement HPA Guidelines if appropriate. These areas could include: • Bayswater (Copley Street, Burnside Street, Murray Street, Hill Street and Slade Street); • Maylands (Stuart Street and Crawford Road); and • Mount Lawley (Thirlmere Street). It is recommended that the Bayswater HPA be examined as part of the Bayswater Town Centre Study.

No.	Character	Actions
7.1	**Character Protection Areas (CPAs).**	Review current CPA Guidelines for Maylands North and Mount Lawley. The guidelines should provide greater clarity on the following matters: • Siting, setbacks and orientation; • Bulk, scale and height; • Roof pitch and style; • Eaves, verandah, other articulations and openings; • Materials and colours; • Carports and garages; and • Fencing.

No.	Character	Actions
7.2	**New Character Protection Areas.**	Examine the opportunity for the establishment of new CPAs for Bedford (Beaufort Street/Grand Promenade/Drummond Street) and Bayswater (Whatley Crescent/Leake Street/Veitch Street/ Murray Street) and undertake community consultation on the matter.
7.3	**Redundant Character Protection Areas.**	Remove CPA 2 – Maylands South, as a Character Protection Area as this area has been incorporated into scheme provisions of the Maylands Activity Centre Zone.

No.	Sustainability and Environment	Actions
8.1	**Sustainable Design.**	Prepare a Sustainable Residential Design Information Sheet and other promotional tools to encourage sustainable building design.

12. IMPLEMENTATION AND MONITORING

This Strategy provides a strategic basis for decision making. In order to implement the Strategy, it will be necessary to undertake the actions as detailed in Table 9 which can be broadly summarised as:

- Preparation of Town Planning Scheme amendments to implement potential re-zonings or residential density changes;

- Preparation of detailed area plans for specific areas such as transit-oriented developments, activity centres, urban villages and selected urban corridors;

- Preparation of design guidelines for selected locations; and

- Undertaking of streetscape improvement works/infrastructure projects in certain locations.

Table 10 provides further detail to the actions as detailed in Table 9 and prioritises these actions into short, medium and long term implementation categories.

Table 10: Implementation

SHORT TERM ACTIONS (to occur over the following one to two years)			
No.	Topic	Action	Comment
1.	Morley City Centre.	Prepare a new structure plan.	The Morley City Centre Structure Plan will provide detail on how additional residential development will be incorporated.
		Prepare scheme amendments.	To implement the recommendations of the Morley City Centre Structure Plan, scheme amendments to TPS 23 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape Improvements.	Undertake streetscape works for the City Centre.
2.	Residential Design.	Prepare a policy.	Prepare a policy(s) to address residential design, built form and streetscapes, as necessary.
3.	Dual Coding.	Prepare scheme amendment to remove dual coding.	Simplification of zonings in suburban residential areas (removing dual codes).
4.	Character Protection Areas and Guidelines.	Review Character Protection Areas and guidelines.	Review existing standards and investigate new areas for character protection.

No.	Topic	Action	Comment
	SHORT TERM ACTIONS (to occur over the following one to two years)		
5.	**Heritage Protection Areas.**	**Review heritage protection controls.**	Identify possible areas for heritage protection and develop Heritage Protection Area Guidelines, if necessary.
6.	**Ancillary Accommodation.**	**Prepare a policy.**	Prepare a policy to enable greater flexibility in the use of ancillary accommodation.
7.	**Sustainable Design.**	**Prepare an information sheet.**	Prepare a Sustainable Residential Design Information Sheet and other promotional tools to encourage sustainable building design.
8.	**Maylands Activity Centre.**	**Streetscape improvements.**	Undertake streetscape works for the Maylands Activity Centre.
9.	**Prepare a Local Planning Strategy.**	**Local Planning Strategy is to incorporate:** • **Local Housing Strategy;** • **Local Commercial Strategy;** • **Industrial Strategy;** • **Access and Parking Strategy; and** • **Public Open Space Strategy.**	A Local Planning Strategy is required to outline the City's broad vision and long term strategic direction and will integrate the Strategy, Local Commercial Strategy, Access and Parking Strategy and Public Open Space Strategy. The WAPC may require the completion of the Local Planning Strategy in order to progress with the scheme amendments as outlined in this Strategy. In particular, the Local Commercial Strategy will be required to implement some re-zonings outlined in this Strategy where there is mixed-use development. The Public Open Space and Access and Parking Strategies will be required to facilitate the provision of infrastructure that is needed to support population growth.

MEDIUM TERM ACTIONS (to occur over the next two to five years)			
No.	Topic	Action	Comment
10.	**Bayswater Town Centre.**	**Prepare a detailed study.**	The Bayswater Town Centre Study will provide detail on how additional development will be incorporated while taking into consideration the existing heritage places.
		Prepare scheme amendments.	To implement the recommendations of the Bayswater Town Centre Study, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as heritage, appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Bayswater Town Centre.
11.	**Ashfield Precinct.**	**Prepare a detailed area plan.**	The Ashfield Precinct Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Ashfield Precinct Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Ashfield Precinct.
12.	**Mount Lawley Railway Station and Mercy Hospital.**	**Prepare a detailed area plan.**	The Mount Lawley Railway Station and Mercy Hospital Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Mount Lawley Railway Station and Mercy Hospital Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as heritage, appearance, articulation and setbacks to be prepared.

MEDIUM TERM ACTIONS (to occur over the next two to five years)			
No.	Topic	Action	Comment
		Streetscape improvements.	Undertake streetscape improvement works for the Mount Lawley Railway Station and Mercy Hospital Area.
13.	Street Trees.	Review street tree improvement strategies.	Review general approach to street tree provision, management and retention.
14.	Rights of Way (ROWs), Pedestrian Access Ways (PAWs), Corner Lot Development and Public Open Space (POS) development.	Management of development overlooking ROWs, PAWs, corner lot development and POS.	Streetscape policies to be prepared for development overlooking ROW's, PAW's corner lot development and POS.
15.	Sussex Street/Charles Street/Foundry Street and Whatley Crescent sites.	Prepare a detailed area plan.	The Sussex Street/Charles Street/Foundry Street and Whatley Crescent Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Sussex Street/Charles Street/Foundry Street and Whatley Crescent Area Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Sussex Street/Charles Street/Foundry Street and Whatley Crescent area.

LONG TERM ACTIONS (to occur from five years and beyond)			
No.	Topic	Action	Comment
16.	Meltham Railway Station.	Prepare a detailed area plan.	The Meltham Railway Station Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Meltham Railway Station Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as heritage, appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Meltham Railway Station area.
17.	Noranda District Centre.	Prepare a detailed area plan.	The Noranda District Centre Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Noranda District Centre Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Noranda District Centre.

LONG TERM ACTIONS (to occur from five years and beyond)			
No.	Topic	Action	Comment
18.	Beechboro Central Shopping Centre, Morley.	Prepare a detailed area plan.	The Beechboro Central Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Beechboro Central Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Beechboro Central Shopping Centre area.
19.	Urban Village Walter Road - Beechboro Road, Morley.	Prepare a detailed area plan.	The intersection of Walter Road East and Beechboro Road, Morley Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Walter Road East and Beechboro Road, Morley Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Urban Village Walter Road - Beechboro Road, Morley area.
20.	Beaufort Street/Broun Avenue Urban Corridor.	Prepare a detailed area plan.	The Beaufort Street/Broun Avenue Urban Corridor Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Beaufort Street/Broun Avenue Urban Corridor Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.

LONG TERM ACTIONS (to occur from five years and beyond)			
No.	Topic	Action	Comment
		Prepare design guidelines.	Design guidelines to address issues such as heritage, appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape works for the Beaufort Street/Broun Avenue Urban Corridor.
21.	**Walter Road Urban Corridor.**	**Prepare a detailed area plan.**	The Walter Road Urban Corridor Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Walter Road Urban Corridor Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Walter Road Urban Corridor.
22.	**Guildford Road Urban Corridor.**	**Prepare a detailed area plan.**	The Guildford Road Urban Corridor Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Guildford Road Urban Corridor Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as heritage, appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape works for the Guildford Road Urban Corridor.

LONG TERM ACTIONS (to occur from five years and beyond)			
No.	**Topic**	**Action**	**Comment**
23.	**Collier Road Link.**	**Prepare a detailed area plan.**	The Collier Road Link Detailed Area Plan will provide detail on how additional development and changes to land use may be facilitated.
		Prepare scheme amendments.	To implement the recommendations of the Collier Road Link Detailed Area Plan, scheme amendments to TPS 24 will be required to be prepared.
		Prepare design guidelines.	Design guidelines to address issues such as appearance, articulation and setbacks to be prepared.
		Streetscape improvements.	Undertake streetscape improvement works for the Collier Road Link.
24.	**Footpaths and Cycle Paths.**	**Prepare footpath and cycle path development plans.**	Prepare a City-wide plan to address gaps in the connectivity and quality of footpath and cycle path infrastructure.
25.	**Underground Power.**	**Pursue undergrounding of power.**	Pursue installation of underground power to encourage the growth of street trees and development of high-quality streetscapes.

Infrastructure

A key element of the Strategy has been to plan the City's growth around existing infrastructure. Invariably, infrastructure such as utilities, waste management, community facilities, public transport, road improvements and public open space will be required to be upgraded to accommodate the increased quantity of dwellings and population growth. These are particularly important considerations for the Focus Areas for Change, but also need to be considered to support infill development across the City.

This Strategy refers to providing infrastructure for the Focus Areas for Change as well as investigating funding mechanisms, but there will need to be further consideration and review into essential infrastructure requirements over the whole City. Some elements of infrastructure provision will be considered as part of the development of a Commercial Strategy, an Access and Parking Strategy, and a Public Open Space Strategy.

It is of note that in some cases the provision of infrastructure will be the responsibility of the City, whilst in other cases it will be the responsibility of other government agencies, developers or private landowners.

Future Opportunities

The implementation and outcomes of this Strategy may be affected by new opportunities as they arise. It is therefore important that the Strategy operates at a strategic rather than detailed level, and remain flexible enough to adapt to changes.

For example, a future rail or dedicated bus link may be proposed to service the growing north-eastern corridor and Ellenbrook, or to service the Perth Airport from the Perth-Midland railway line. Such scenarios may result in new train stations in the municipality, which could present future transit-oriented development opportunities. Local area planning exercises could then review the strategic direction for these areas in light of the altered circumstances.

The State Government is currently investigating the opportunity to undertake Local Government reform, which may include amendments to the City of Bayswater boundaries. If the Local Government boundaries are changed, the recommendations of this Strategy may need to be reviewed and/or amended.

Other significant sites may also become available for residential development over time, which will require additional detailed area planning and a review of priorities.

CONCLUSION

The purpose of this Strategy is to establish a strategic framework to guide and provide for the City's current and future housing needs, with the key objectives being to provide strategic direction on densities and housing issues such as accommodating population growth and change.

The preparation of this Strategy has been guided by community input and provides a locally relevant response to metropolitan level issues and State Government strategies.

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Background Study

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Introduction

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1. OVERVIEW

This Background Study has been prepared to supplement the Local Housing Strategy by providing additional detail on the City's state and local planning context, demographic profile, key external drivers, an overview of the City's housing stock and design, infrastructure housing needs, issues and opportunities.

The City of Bayswater (the City) is a metropolitan local government located approximately seven kilometres north-east of central Perth, Western Australia (refer to Figure 1). The City has an area of approximately 33 square kilometres and includes the suburbs of Bayswater, Bedford, Embleton, Maylands and Morley and parts of the suburbs of Dianella, Mount Lawley and Noranda (refer to Figure 2).

Figure 1: Location of the City of Bayswater *Figure 2: Suburbs of the City of Bayswater*
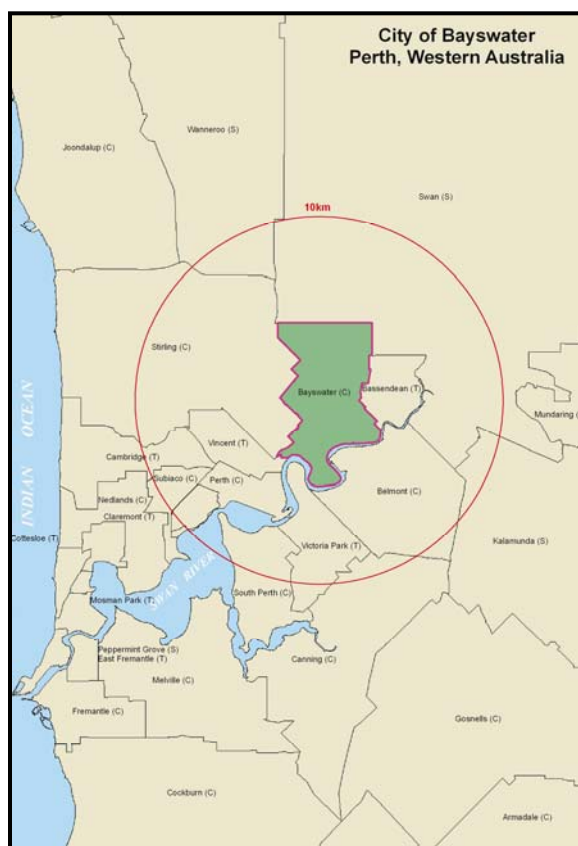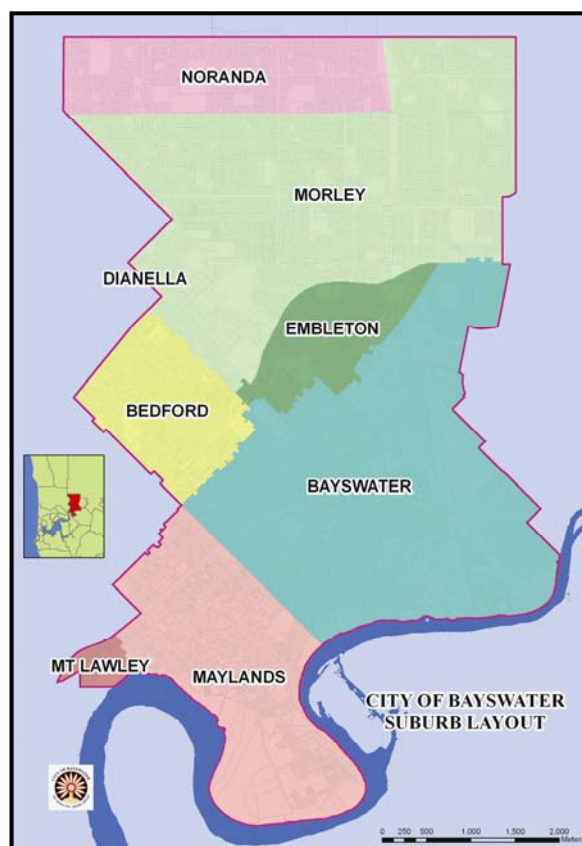
Council resolved to initiate a Local Housing Strategy in April 2007 to establish a strategic framework for the City of Bayswater to guide and provide for the community's current and future housing needs.

The Strategy is intended to be:

- Visionary: To raise aspirations and provide strategic direction;

- Participatory: To allow for stakeholder involvement;

- Deliverable: To take into account likely implementation and delivery routes; and

- Flexible: To provide the basis for negotiation and change over time.

The Strategy also:

- Provides a proactive and locally relevant response to broader planning issues including population growth and sustainable development;

- Incorporates State Government planning strategies and policies (including *Directions 2031 and Beyond*) and housing targets for the City; and

- Fulfils State Government requirements for local government authorities to develop a local housing strategy as part of the preparation of a Local Planning Strategy and future reviews of the City's Local Planning Schemes.

The Strategy will help inform other planning actions including:

- Town planning scheme reviews and amendments including potential changes to zonings or densities;

- The development of a Local Planning Strategy and local planning policies;

- Town centre planning and redevelopment; and

- The assessment of subdivision and development applications.

There are two (2) important underlying themes behind the Strategy - managing change and enhancing amenity.

Technological, social and economic changes are constant in modern Western societies. Perth, including the City of Bayswater, is no exception. The purpose of a Local Housing Strategy is to establish parameters for change to occur in the best interests of the community. It is evident from current research that the City needs to address demographic change, including an ageing population and continued growth in one and two person households.

Amenity is defined by the City's Town Planning Scheme No. 24 as "all the factors which combine to form the character of an area" and is a significant consideration. It is essential to recognise that there are different types of amenity. Some people consider quiet suburban streets as having high amenity, while others prefer active town centres or parks. An area should have an appropriate mix of different forms of amenity to provide for the needs of the whole community.

1.1 Strategy Objectives

The Local Housing Strategy will:

- Outline the key principles identified by Council to guide the preparation of the Strategy;

- Provide a strategic direction for Council, developers and the community in relation to residential densities and housing issues in the City;

- Identify locations which have the capacity for change and may be suitable for residential density increases based on established and accepted planning principles and criteria;

- Identify whether some areas require special provisions and/or design controls;

- Encourage new residential development that respects neighbourhood character and produces a high-quality urban environment;

- Encourage sustainable and environmental residential design; and

- Facilitate a mix of housing choices to accommodate all ages and diverse lifestyles.

1.2   Methodology

The Department of Planning (DoP) has prepared guidelines for the preparation of local planning strategies as part of the *Local Planning Manual*. As a local housing strategy forms a component of a Local Planning Strategy, the guidelines should be used in its preparation. This Strategy addresses the manual guidelines in a spatial framework aligned with the WAPC's *Directions 2031 and Beyond* and *Liveable Neighbourhoods.*

The preparation of the Local Housing Strategy involved the following stages:

- Review of other Local Housing Strategies

  A number of local governments in the Perth Metropolitan Area have prepared Local Housing Strategies which were reviewed for content, method and style to better inform the development of the City's Strategy. The City of Gosnells Local Housing Strategy (2006) was found to be particularly useful and served as an initial guide for this study.

- Demographic Analysis

  An analysis of demographics and population trends was undertaken in order to understand the population and housing context. The Australian Bureau of Statistics 1996, 2001 and 2006 Census data was the main source of information on demographics and population trends (refer to Section 5).

- Mapping *Directions 2031 and Beyond & Liveable Neighbourhood* principles

  A mapping exercise was conducted using *Directions 2031 and Beyond* and *Liveable Neighbourhoods* principles and strategies and incorporating other WAPC planning policies and frameworks including *State Planning Policy 4.2 – Activity Centres for Perth and Peel* (refer to Section 3). These principles included focussing activity around city/town centres (activity centres), main roads and streets (urban corridors), major public transport infrastructure (transit-orientated development) and promoting walkable neighbourhoods. Additionally, the principles included facilitating a mix of uses in appropriate locations and a variety of housing types to suit all ages and lifestyles. This mapping exercise provided initial ideas on opportunities for the Strategy.

- Council Workshops

  A series of Council workshops were held to present initial research findings and ideas for consideration. The workshops helped to refine the scope of the project and seek initial feedback from elected members prior to more formal Council and community consultation.

- Community Consultation

  A draft Local Housing Strategy was prepared based on discussions with Council and research and was subsequently presented to the community. This approach provided an opportunity for community members to consider a proposed framework and to provide feedback on how appropriately it addressed housing needs and reflected community values.

  Community consultation consisted of the following elements:

  o Community open days/displays at Noranda Shopping Centre and the Morley, Bayswater and Maylands Libraries;

  o Displays at the Civic Centre;

  o Mail-outs to residents and landowners including a brochure, FAQ sheet and a feedback form;

  o On-line information including the draft Local Housing Strategy, the brochure, FAQ sheet and the feedback form; and

  o Local newspaper advertisements and media releases.
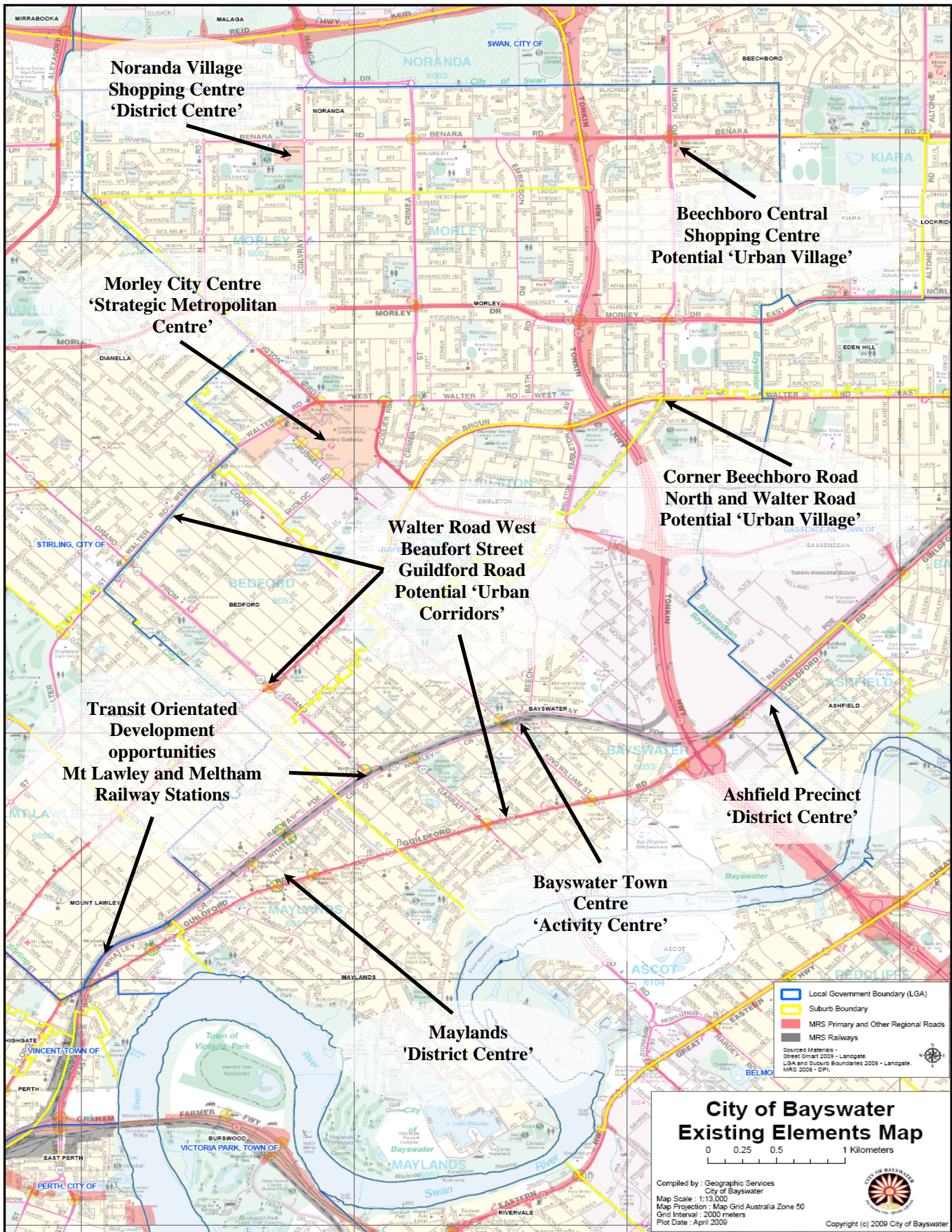
The document was advertised for public comment from 31 May to 11 July 2011. During this period 116 submissions were received and approximately 120 people attended the open day sessions. Submissions were generally supportive and the Strategy has been reviewed to address community and service agency comments.

1.3 Background Study Structure

The research and reviews as detailed above are discussed in detail within the following sections of the report:

- Section 2 - Key Principles
- Section 3 - Planning Framework
- Section 4 - Demographic Profile
- Section 5 - Key Drivers
- Section 6 - Housing and Infrastructure Profile
- Section 7 - References

2. KEY PRINCIPLES

The key principles outlined in Table 1 were identified by Council to guide the formation of Strategy. The principles reflect and build on those included in WAPC strategies such as *Directions 2031 and Beyond, Activity Centres Perth and Peel* and *Liveable Neighbourhoods*.

Table 1: Key principles

No.	Key Principle	Rationale
1.	**Some form of change is required to accommodate a growing population.**	Some degree of change is considered necessary as: • Perth is experiencing strong population growth and more people will choose to live in the City of Bayswater; • The demand for housing is increasing; • The City's population is changing over time with an ageing population, fewer residents per dwelling, changing lifestyles and community expectations which all influence housing choices; and • Cost of living pressures are growing and housing affordability in particular is an issue. The City of Bayswater has and will continue to change. This Strategy will manage change in consultation with stakeholders and the local community.
2.	**Focus new development on selected areas:** • **City and town centres** • **'Urban villages'** • **Main roads (urban corridors).**	It is important to focus new development on selected areas for numerous reasons, including to: • Promote vibrancy, life and activity in certain locations. Thriving main streets and 'café strips' require a critical mass of businesses and customers in order to be successful; • Provide more convenience for local residents and visitors by allowing them to access a range of businesses or services in one location; • Reduce vehicle congestion and parking demand. Clustering businesses and services together allows local residents and visitors to access a range of businesses or services in one trip; • Provide lifestyle choices by protecting residential areas where little or no change is recommended; and • Promote 'Safer Communities' by encouraging more pedestrians and street activity.

No.	Key Principle	Rationale
3.	**Different standards for different areas may be appropriate.**	Conventional town planning regulations have tended to apply a common set of standards to all areas. For example, uniform standards such as two (2) storey building limits and large street setbacks may not be appropriate for town centres, which have traditionally promoted shops built to the street edge, street activity, a focus on pedestrians and a mix of land uses. Setting different standards for different areas can help protect the amenity of residential areas, while encouraging more active, sustainable and dynamic city/town centres and urban villages.
4.	**Mix of housing choices to suit the City's changing population.**	Facilitating a mix of housing choices to suit population changes will become increasingly important. The City's population is changing over time with an ageing population, fewer residents per dwelling, evolving lifestyles and changing community expectations, which all influence housing choices. It is important that residents have a mix of housing choices to suit particular stages of life and lifestyles. For example, families may choose larger dwellings with backyards that are suitable for raising children, 'empty nesters' may choose to downsize to a smaller dwelling in the local area and singles and couples without children should have a range of choices available to suit their needs. The City's current housing stock does not provide a wide range of housing choices especially considering that 85% of the dwellings in the City are three (3) bedroom dwellings or bigger. The City needs to encourage a better mix of housing choices suitable for a range of age groups and lifestyles.
5.	**Mix of appropriate land uses in certain locations.**	A mix of appropriate land uses around city/town centres, 'urban village centres', public transport nodes and urban corridors (main roads or streets) can help achieve a more economically, socially and environmentally sustainable and lively city. Focussing activity and change around these areas is encouraged in order to: • Add vibrancy and activity to some streets and areas; • Support local services and businesses; • Reduce environmental impact; • Encourage pedestrians and public transport use; and • Promote safe and healthy lifestyles.
6.	**Develop and implement initiatives to promote high-quality development.**	Buildings have a long lifespan – often more than 50 years. It is important that new developments enhance the local neighbourhood to create places people will want to live, work and relax through quality design.

No.	Key Principle	Rationale
7.	**Better align land use with transport network.**	Conventional town planning of previous decades tended to segregate land uses, which contributed to urban sprawl. A sprawling city can raise issues such as: • Increased car dependency; • More traffic congestion; • Longer commuting times; • Increased transport greenhouse gas emissions; • Greater environmental impacts, especially as rural land becomes urban; • Inefficient land use; and • Increased government spending on roads, services and infrastructure in outlying suburbs. Better aligning land use with the transport network through focussing redevelopment on selected areas can: • Provide more convenience for local residents and visitors by allowing them to access a range of businesses or services in one location; • Reduce vehicle congestion and parking demand. Clustering businesses and services together allows local residents and visitors to access a range of businesses or services in one trip; • Reduce spending on the infrastructure required to support urban sprawl; • Use land more efficiently; and • Support improved public transport services.
8.	**Add life and vibrancy to some areas.**	Thriving main streets and 'café strips' require a critical mass of businesses and customers in order to be successful. The community and the Council have indicated that it is appropriate to promote activity and vibrancy in some areas like town centre locations. Active and lively areas can provide lifestyle choices for residents, who may wish to live, work or relax in these places. Focussing such activity on selected areas also allows other areas to remain relatively unchanged.

A number of other principles flow from the eight key principles identified by Council and are important to the Strategy, as shown in Table 1a below.

Table 1a: Additional principles

No.	Principle	Rationale
1.	**Focus on Pedestrians.**	Focussing on pedestrians is an important way to reduce vehicle congestion, parking demand and environmental impact; promote healthy lifestyles and a sense of local community; promote local services and businesses and support 'Safer Communities' and interesting streets.
2.	**Local Living.**	'Local Living' enables people to access many daily needs within walking distance of homes. This can reduce vehicle congestion, promote exercise, support local services and businesses and encourage a sense of community (adapted from *City of Darebin Transport Strategy 2007-2027*). The City already has a number of areas that support local living and this Strategy advocates concentrating population growth around these areas and identifies other centres that may be suitable 'urban villages'.
3.	**Reducing Environmental Impact.**	Western Australians have amongst the largest ecological footprints (a measure of consumption) in the world (Environmental Protection Authority 2007). Current consumption levels are environmentally and economically unsustainable (given that growing resource scarcity is likely to drive up resource prices). In other words, current consumption levels cannot continue indefinitely. This Strategy envisages a more sustainable urban area and strives towards best practice in environmental design.
4.	**Promoting 'Safer Communities'.**	Safety and security can be enhanced by improvements to the design of housing and the urban environment and thinking about how spaces are used. Evidence is growing that crime can be reduced by putting 'more eyes on the street' and using other 'Designing Out Crime' principles (adapted from *Designing Out Crime Planning Guidelines*).

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Planning Framework

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3. STATE AND METROPOLITAN PLANNING CONTEXT

The Local Housing Strategy is required to provide a locally relevant response to the issues and principals contained in State Government strategies and policies such as *Directions 2031 and Beyond, the draft Central Perth Sub-regional Strategy, State Planning Policy 4.2 - Activity Centres for Perth and Peel* and *Liveable Neighbourhoods.* It is therefore relevant to briefly outline the broader State and Metropolitan planning context that has influenced the development of the Housing Strategy.

3.1 State Planning Strategy

The WAPC has adopted a State Planning Strategy which provides an overview of the current and future challenges. Some of its key principles are as follows:

1. **Environment** – To protect and enhance the key natural and cultural assets and deliver to all Western Australians a high-quality of life which is based on sound environmentally sustainable principles;

2. **Community** – To respond to social changes and facilitate the creation of vibrant, accessible, safe and self-reliant communities;

3. **Economic** – To actively encourage economic activity in accordance with sustainable development principles; and

4. **Infrastructure** – To facilitate strategic development by ensuring land use, transport and public utilities are mutually supportive.

3.2 Directions 2031 and Beyond

Directions 2031 and Beyond establishes a vision for future growth for the metropolitan Perth and Peel region and provides a framework to guide the detailed planning and delivery of housing, infrastructure and services necessary to accommodate a range of growth scenarios. It replaces all previous metropolitan strategic plans for the Perth and Peel regions and supersedes the draft *Network City* policy, and provides direction on:

- How to provide for a growing population whilst ensuring that the population lives within available land, water and energy resources;

- Where development should be focused and what patterns of land use and transport will best support this development pattern;

- The areas of land that need protection to retain their high-quality natural environments and resources; and

- The infrastructure needs to support our growth.

Directions 2031 and Beyond aims towards a more compact city rather than a city that continues to sprawl along the coast, which can raise issues including:

- Increased car dependency;

- More traffic congestion;

- Longer commuting times;

- Increased transport greenhouse gas emissions;

- Greater environmental impacts, especially as rural land becomes urban;

- Inefficient land use; and

- Increased government spending on roads, services and infrastructure in outlying suburbs.

Directions 2031 and Beyond focuses new development in existing urban areas to deliver economic, social and environmental benefits. This is supported by a report by the Curtin University Sustainability Policy Institute which indicates that it is more than twice as expensive to develop housing on the urban fringe compared with an existing urban area. Development on the urban fringe includes a direct cost to taxpayers of an additional $85,500 per lot for the provision of new infrastructure (Trubka et al 2008). When considered with other factors like environmental sustainability, infrastructure provision, transport costs and commuting times, the potential cost savings of urban consolidation are significant.

In particular, the Strategy also encourages development in activity centres and urban corridors so as to concentrate residential development in areas with high access to employment, services and transport connections (see further comment under Sections 3.3 and 3.4).

Directions 2031 and Beyond has significant implications for the City of Bayswater in terms of providing opportunities for additional housing development given that the State Government's preference is to facilitate population growth in existing areas with good public transport connections, employment and existing services and infrastructure.

3.3   State Planning Policy 4.2 - Activity Centres for Perth and Peel

In 2010, the WAPC released *State Planning Policy 4.2 - Activity Centres for Perth and Peel (Activity Centres Policy)* which specifies broad planning requirements for activity centre development and renewal with a focus on:

* The distribution, function, broad land use and urban design of centres;

* Encouraging diversity and intensity of activity and employment opportunities in centres;

* Co-ordinating land use and infrastructure planning;

* Higher density residential development in and around centres; and

* Restricting uncontrolled out-of-centre commercial development.

The *Activity Centres Policy* replaces *State Planning Policy 4.2 Metropolitan Centres Policy Statement for the Perth Metropolitan Region* which primarily related to retail floor space limits for centres. The *Activity Centres Policy* was developed in response to a number of issues with the outcomes of the previous policy including a lack of land use mix in centres; poor urban design outcomes; limited revitalisation of poorly performing centres; limited development of new more sustainable centres; car dominated centre access and the spread of retail into industrial areas, namely bulky goods retail.

Under the *Activity Centres Policy*, Morley is classified as a Strategic Metropolitan Centre. Strategic metropolitan centres are the 'main regional activity centres' and provide 'the full range of economic and community services necessary for the communities in their catchments'.

Maylands, Ashfield and Noranda are classified as 'District Centres' which have a 'greater focus on servicing the daily and weekly needs of residents' than Strategic Metropolitan Centres. 'Their relatively smaller scale catchment enables them to have a greater local community focus and provide services, facilities and job opportunities that reflect the particular needs of their catchments'(*State Planning Policy 4.2 - Activity Centres for Perth and Peel*).

The City's remaining centres including Bayswater Town Centre are classified as neighbourhood centres, which 'provide for daily and weekly household shopping needs, community facilities and a small range of other convenience services'(*State Planning Policy 4.2 - Activity Centres for Perth and Peel*).

3.4   Draft Central Metropolitan Perth Sub-regional Strategy

Draft Central Metropolitan Perth Sub-regional Strategy provides further detail to *Directions 2031 and Beyond* for the inner-middle Perth Region (refer to Figure 4). The draft Sub-regional Strategy consists of a strategic action plan and outlines agency responsibilities to address issues that require a regionally co-ordinated planning response.

Specifically the draft Sub-regional Strategy:

1. Establishes sub-regional strategic priorities including:

    - Planning for increased housing supply and diversity, adaptability, affordability and choice;

    - Planning for a mix of activities in centres;

    - Facilitation and retention of employment land;

    - Transit-orientated development;

    - Natural and built environment and scarce resource protection;

    - Responding to social change;

    - Co-ordinated land use and transport planning;

    - Efficient infrastructure use; and

    - Engagement with community, government, developers and utility providers.

2. Identifies areas within the Perth metropolitan central sub-region where new dwellings could be concentrated including centres, transit-orientated developments and urban corridors, and investigates priority actions to revitalise centres and facilitate housing supply and choice. The strategic metropolitan centre of Morley and the town centres of Maylands, Bayswater and Ashfield have been identified as locations for additional dwellings. The draft *Central Metropolitan Perth Sub-regional Strategy* lists the review of the Structure Plan for the Morley strategic metropolitan centre as a medium-term priority.

3. Establishes dwelling targets for each local authority. A dwelling target of 8,500 additional dwellings has been set for the City of Bayswater by 2031, most of which would be accommodated in the specific centre locations listed above but also in smaller scale or infill development.

    It is expected that this dwelling target will contribute to meeting the projected need for an additional 121,000 dwellings over the Central Metropolitan Perth Sub-region by 2031 to accommodate a projected 29 percent increase in population.

4. Advocates higher density development in areas near high-frequency public transport, urban corridors, and retail, employment and educational centres.

Figure 4: Central Perth Metropolitan Sub-region
Source: Directions 2031 and Beyond, Western Australian Planning Commission, 2010
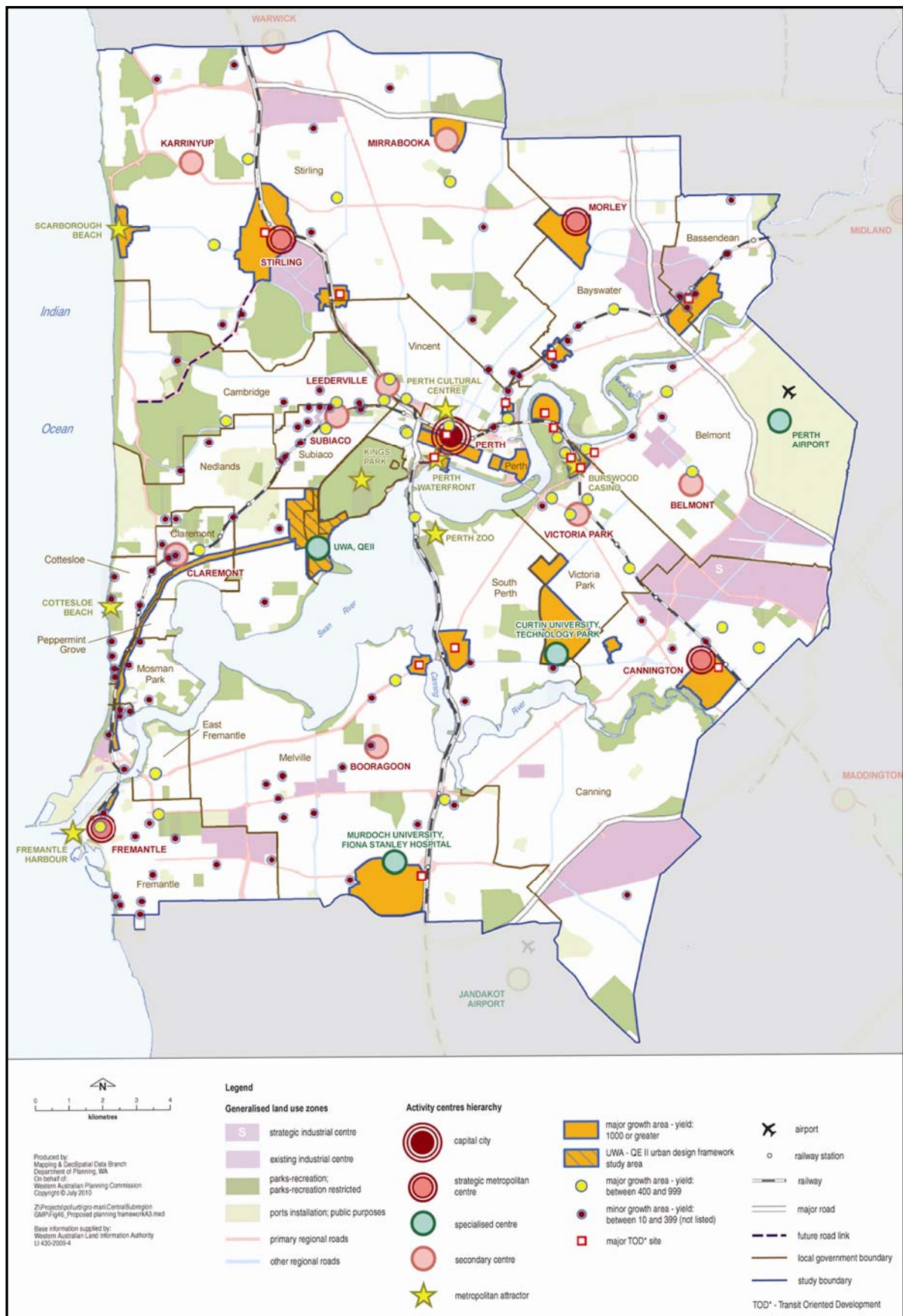
3.5   Residential Design Codes and the Multi-Unit Housing Code

The purpose of the Residential Design Codes (R Codes) is to provide a comprehensive and consistent basis for the control of residential development throughout Western Australia. Administered by local government authorities, the R Codes cover matters such as housing density, streetscape, setbacks and open space, access and privacy requirements as well as neighbour consultation requirements.

Multi-Unit Housing Code

In 2010 the WAPC included the Multi-Unit Housing Code (MUHC) as part of the existing R Codes. The MUHC provides specific planning controls for multiple dwellings on land zoned Residential R 30 and above or Activity Centre zone (R-AC). The MUHC removes the minimum site area requirements for multiple dwellings and controls development through maximum plot ratios, site coverage, building height and setback controls.

Figure 5 outlines those parts of the City where the MUHC is in effect.

Additionally, the MUHC:

- Includes new mandatory housing diversity provisions for developments with 12 dwellings or more (at least 20% of dwellings to be one (1) bedroom dwellings to a maximum of 50% and at least 40% of dwellings to be two (2) bedroom dwellings);

- Includes new parking requirements based on the size of the individual units and the proximity to public transport, to generally reduce some impacts of parking requirements on development costs and housing affordability; and

- Removes the minimum communal open space requirements for areas zoned Residential R30 and above.

The WAPC also introduced the Residential Activity Centre (R-AC) zoning to provide for a range of types of residential development within activity centres.

Figure 5: Areas covered by the Multi-Unit Housing Code

AREAS WHERE MULTI UNIT HOUSING CODES APPLY IN THE CITY OF BAYSWATER

NORANDA

Morley Drive

Morley City Centre

MORLEY

Broun Ave

Tonkin Hwy

EMBLETON

BEDFORD

BAYSWATER

Pockets Throughout Bayswater

Railway

Guildford Road

Maylands

MAYLANDS

■ Areas zoned R30 or above (including dual zonings) (Multi Unit Housing Codes apply to all these areas.)
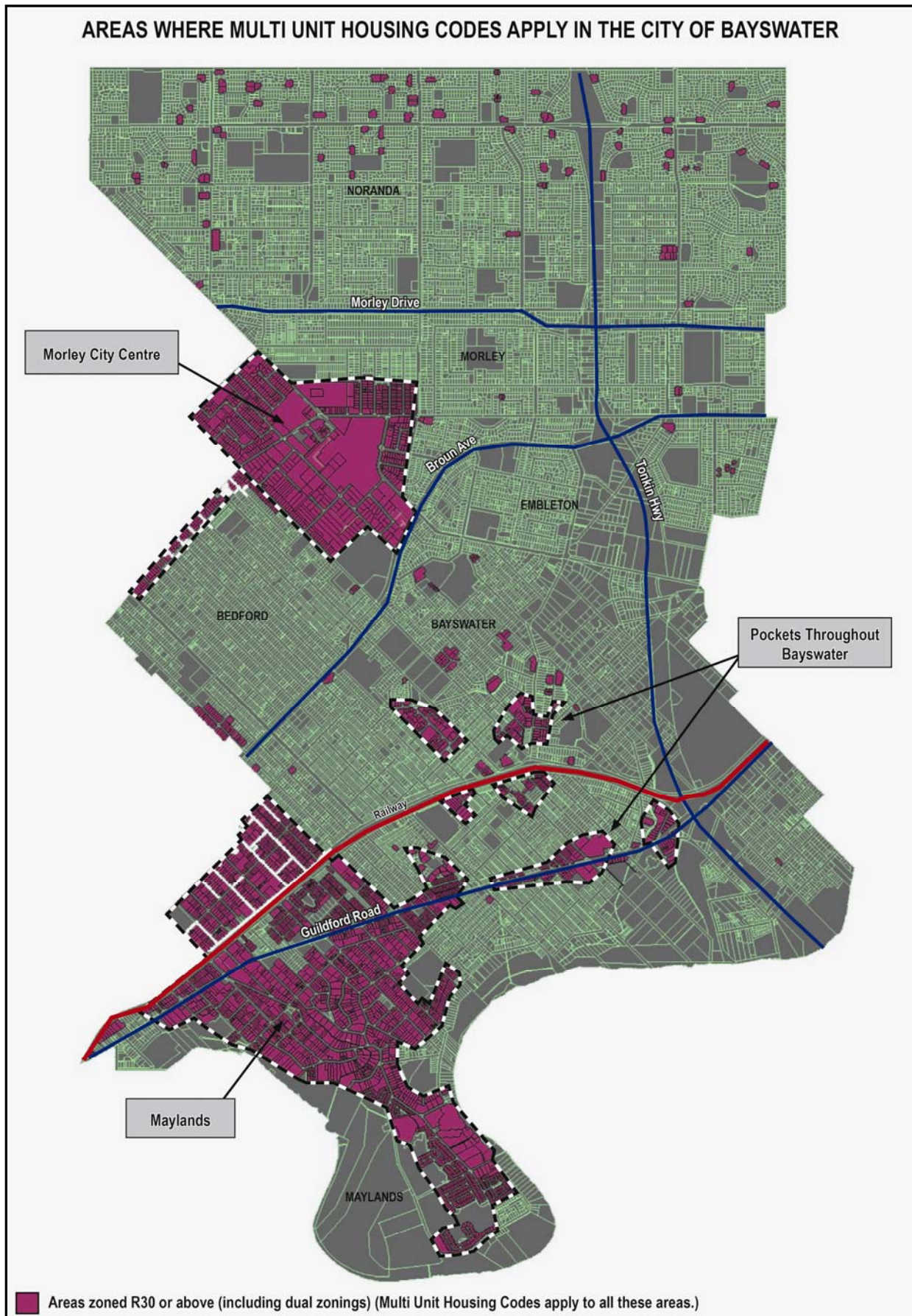
3.6   Liveable Neighbourhoods

Liveable Neighbourhoods was prepared by the WAPC to implement the objectives of the State Planning Strategy and focuses on many of the issues identified in background research to the Local Housing Strategy. Some of the relevant aims of Liveable Neighbourhoods include:

- To provide for an urban structure of walkable neighbourhoods clustering to form towns of compatible mixed-uses in order to reduce car dependency for access to employment, retail and community facilities;

- To ensure active street - land use interfaces, with building fronting onto streets to improve personal safety through increased surveillance and activity;

- To facilitate new development which supports the efficiency of public transport systems where available, and provides safe, direct access to the system for residents;

- To facilitate mixed-use urban development which provides for a wide range of living, employment and leisure opportunities capable of adapting over time as the community changes, and which reflects appropriate community standards of health, safety and amenity;

- To provide a variety of lot sizes and housing types to cater for the diverse housing needs of the community at a density that can ultimately support the provision of local services;

- To facilitate the retention of significant cultural and heritage features of a site;

- To ensure cost-effective and resource-efficient development to promote affordable housing; and

- To maximise land efficiency wherever possible.

Liveable Neighbourhoods promotes walkable mixed-use neighbourhoods where daily needs are within walking distance of most residents. This can help produce safer, healthier, more sustainable and connected communities. It is considered that this Strategy is generally consistent with the objectives of Liveable Neighbourhoods.

3.7   State Planning Policy 3.5 - Historical Heritage Conservation

This policy establishes the principles for the conservation and protection of Western Australia's historic heritage. The objectives of this policy are:

- To conserve places and areas of historic heritage significance;

- To ensure development does not adversely affect the significance of heritage places and areas;

- To ensure that heritage significance at both the State and local level is given due weight in planning decision-making; and

- To provide improved certainty to landowner and the community about the planning processes for heritage identification, conservation and protection.

This policy addresses the identification and management of Heritage Protection Areas and the formulation of development control policies to ensure that additional development to a heritage place, or development within a heritage area, is respectful and complementary to the heritage place and its significance.

4. CITY OF BAYSWATER PLANNING CONTEXT

Planning for the City is primarily driven by local instruments which include Town Planning Scheme Nos. 23 and 24, and planning policies. It is important that the recommendations of the Housing Strategy can be implemented by these schemes and their amendments.

There are also a number of major projects that have been completed including the Maylands Urban Design Framework and Morley City Masterplan. These projects have been taken into consideration in the preparation of the Strategy as they will play an important role in providing additional housing and greater housing choice into the future.

4.1   Planning Schemes

The City is covered by two (2) Town Planning Schemes. Town Planning Scheme No. 23 (TPS 23) covers the Morley City Centre, while Town Planning Scheme No. 24 (TPS 24) covers the balance of the City.

Town Planning Scheme No. 24

TPS 24 came into effect on 26 November 2004. The Scheme designates land across the City into zones including 'Residential', 'Business' and 'Industrial' among others, and specifies what land uses are permitted in each zone. It also sets standards for development including, but not limited to, parking requirements, site coverage, plot ratio and landscaping requirements.

The current zonings do not permit residential land uses within business or office zoned areas. This limits housing choice and encourages private car usage as housing is not located within comfortable walking distance of where people work, shop and socialise. The current process to enable a residential and commercial mix involves amending the Scheme to include a 'Special Control Area' with its own permitted land uses and standards of development. This is a long process and can be discouraging for developers. The Strategy will address a suitable way to encourage a mix of residential and business in appropriate locations, and may include residential above offices or shops.

The zonings of the City are largely a reflection of the *City of Bayswater 1989 Residential Densities Study* which reviewed residential densities across the City. At the time, approximately 50% of the municipal area was connected to sewer. Dual density coding was introduced to provide opportunities for higher levels of development as the sewer network expanded, provided that other locational criteria were also met, such as access to parks, open space and other amenities.

Dual density coding is still characteristic over many parts of the City and provides opportunities for further subdivision and redevelopment within the City. However, now that the majority of residential areas are connected to sewer and in the majority of planning applications, the locational criteria are met, dual coding has become redundant. This Strategy will form the strategic basis for consistent proposed changes to density provisions across the City.

Town Planning Scheme No. 23

TPS 23 came in to effect on 28 April 2000. The purpose of TPS 23 is to implement the recommendations of the Morley Regional Centre Structure Plan which was adopted in November 1992 to guide the growth and expansion of the Morley Regional Centre in a manner that would maximise residential, commercial, retail and cultural development potential. Residential land uses are either permitted or discretionary uses across most areas covered by the Scheme.

The Morley City Centre Masterplan has since been developed after a review of the strategic planning framework for the Centre involving a community visioning process. The Morley City Centre Masterplan will guide future amendments to TPS 23.

4.2 Major Strategic Planning Projects

Morley City Centre Masterplan

The Morley City Centre is the major retail and commercial centre in the City and is designated as a 'Strategic Metropolitan Centre' in WAPC strategies such as *Directions 2031 and Beyond*. This means that significant new commercial and residential development will be concentrated around centres like Morley as Perth continues to grow.

The City of Bayswater's award-winning Morley City Centre Masterplan provides new ideas on how to increase business and employment opportunities in the area, provide more housing choices and to ensure that development is environmentally sustainable.

Some of the key principles of the Masterplan include:

- Emphasising high-quality development;

- Promoting a mix of land uses to deliver a lively and prosperous centre;

- Encouraging lifestyle options such as cafes, restaurants and social and recreational facilities;

- Providing for a range of housing choices;

- Upgrading streetscapes and public spaces;

- Planning for a 'greener' city centre; and

- Prioritising pedestrians and 'streets for people' rather than 'roads for cars'.

Figure 6: Morley City Centre Masterplan - context map
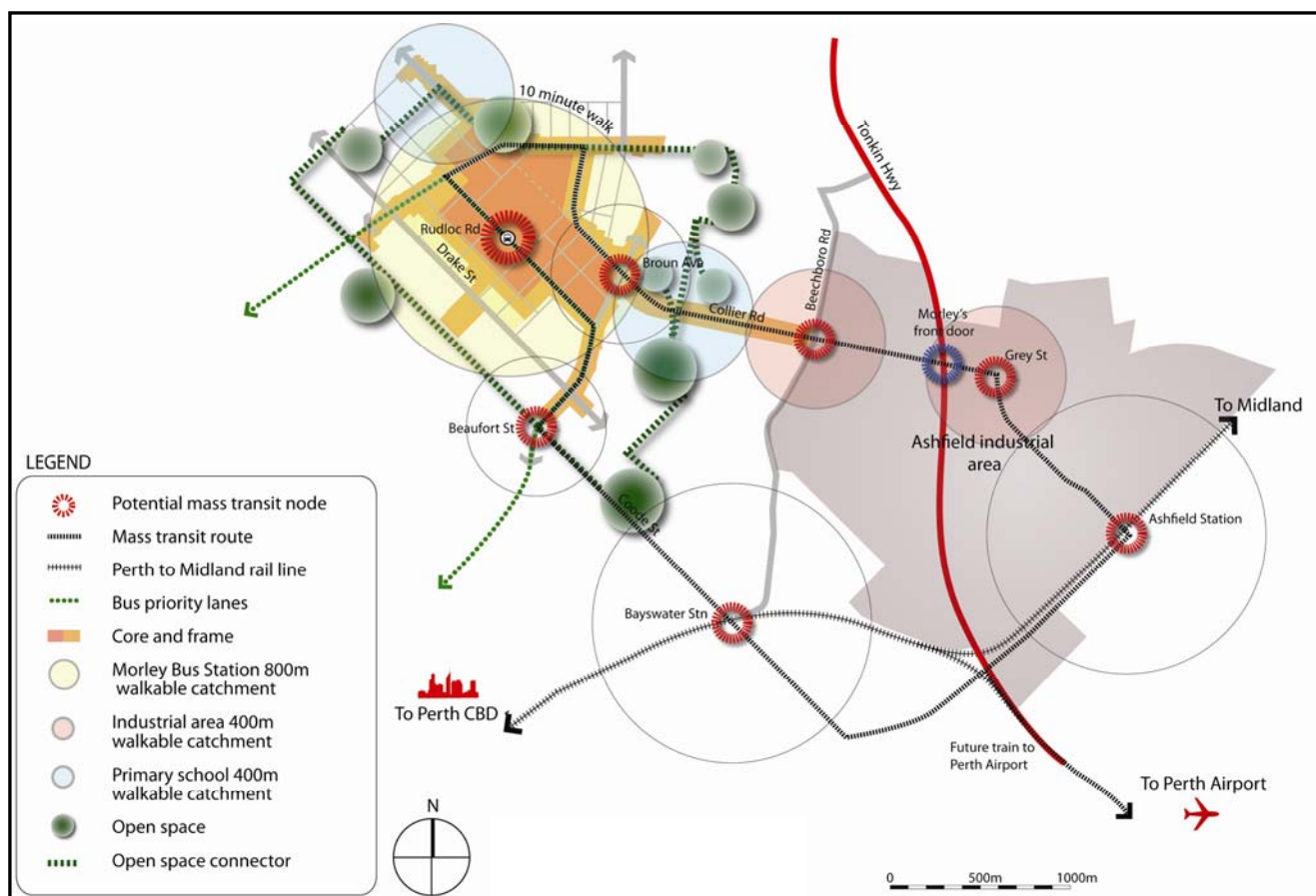
The Masterplan provides for the Morley City Centre to further develop its role as the major retail, commercial and employment node in the City. The centre will need to evolve over time from a car based commercial centre to an exciting 'place for people', with an appropriate mix of land uses.

Generally speaking, the Masterplan provides for significant redevelopment opportunities, with buildings of potentially up to 12-16 storeys in the centre of the City.

Council endorsed the Morley City Centre Masterplan in October 2010 following widespread community consultation on four potential Masterplan themes.

There is a significant amount of work required to implement the Masterplan. Some of the major implementation actions include:

• Preparing an Activity Centre Structure Plan (or detailed plan) for the city centre;

• Preparing an Access and Parking Strategy;

• Preparing a Streetscape Enhancement Plan;

• Creating a new 'central park' on Russell Street across from Morley Bus Station (where the drainage basin is);

• Upgrading or redeveloping the Les Hansman Centre;

• Upgrading Pat O'Hara Reserve;

• Improving the look, accessibility and public transport services at Morley Bus Station;

• Upgrading local streets; and

• Developing 'living streams' as part of the Bayswater Brook environmental initiative.

Figures 7 and 8: Artist's impressions of Morley City Centre

Maylands Activity Centre Urban Design Framework

The Maylands Activity Centre Urban Design Framework (UDF) was prepared during 2008 and 2009 as a guide for the future revitalisation of the Maylands Activity Centre. The objectives of the Maylands UDF included (but were not limited to):

- Create an attractive and sustainable urban town centre that is a vibrant, desirable and safe place to live, work and socialise;

- Facilitate viable, enduring and high-quality development in the centre with an appropriate mix of land uses;

- Enhance the local heritage, character and streetscapes;

- Encourage the redevelopment of under utilised sites; and

- Facilitate local employment and business opportunities.

Council endorsed the Maylands UDF in December 2009 following extensive consultation and a high level of community support.

A scheme amendment to TPS 24 was adopted by Council on 1 February 2011 and was the key statutory action required to implement the recommendations of the Maylands UDF. The scheme amendment introduced new zoning and development control provisions to enable high-quality, mixed-use development. The town centre was rezoned 'Maylands Activity Centre Zone (R-AC0)' on 14 December 2011. The town centre has been separated into precincts based on areas with similar character, activity, function and future development potential.

Figure 9: Artist's impression of Maylands Activity Centre

Each precinct has specific development requirements including building height, setbacks and development standards. This will allow the centre to develop as a collection of unique 'places' within a common strategic framework (refer to Figure 10).

The Maylands Activity Centre will be a key area for growth in the south of the City. Surrounding residential areas will benefit by being in close proximity to an activity centre with employment, entertainment, shopping and recreational opportunities along with everyday services.

Figure 10: Maylands Activity Centre Zone Precincts
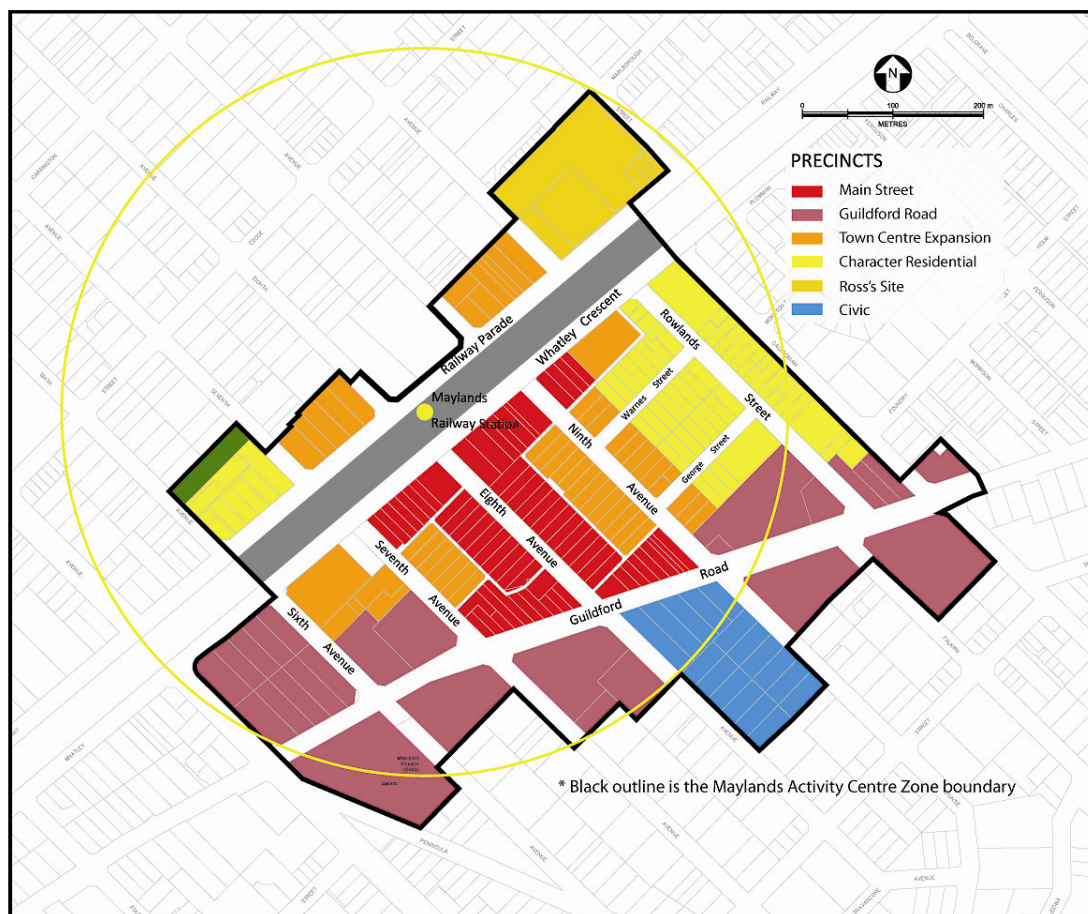
Ashfield Precinct Plan

The WAPC's *Directions 2031 and Beyond* Strategy identified the Ashfield area as being strategically important in the metropolitan context as it contains underdeveloped land in close proximity to Perth Airport with good quality road and rail connections.

The Ashfield Precinct Plan was developed by the Department of Planning in cooperation with the City of Bayswater and Town of Bassendean. The Precinct Plan area includes part of the suburb of Bayswater centred on Guildford Road west of Tonkin Highway (refer to Figure 11).

The Precinct Plan will shape the future development of the area which is envisaged as becoming a more significant employment-focused, strategic mixed-use centre over the next two (2) decades based on transit orientated design principles.

Key elements of the plan that are relevant to this study, include the potential relocation of the Ashfield Railway Station, the development of a 'main street' along Pearson Street, the relocation of Guildford Road to the north of the railway line and the conversion of light industrial areas into mixed commercial/residential areas as illustrated in Figure 11.

The implementation of the plan will largely depend on the redevelopment of strategic sites to encourage interest in the area (particularly the Wesfarmers owned No. 2-4 Railway Parade, Bayswater), private investment and State Government infrastructure investments (such as the relocation of the Ashfield Railway Station). The project represents a major change from the current largely industrial nature of the area and is therefore a medium term project.

It is expected that the realisation of the plan will lead to amenity, employment and lifestyle improvements for residents of Bayswater and Ashfield.

Figure 11: Ashfield Precinct Plan

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Demographic Profile

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5. DEMOGRAPHIC CONTEXT

This section provides an overview of key demographic statistics of the City's existing population which need to be considered in forming a housing strategy. The available Australian Bureau of Statistics census data (2006) has been used in the preparation of this section.

5.1   Population and Population Distribution

The total population of the City of Bayswater in 2006 was 55,801. The City's population grew by 2.6% between 2001 and 2006, which represents an average annual growth rate of 0.52% (Australian Bureau of Statistics 2006).

The WAPC's *Western Australia Tomorrow - Population Projections for Planning Regions 2004 to 2031 and Local Government Areas 2004 to 2021* report (2005) projects the City's population to grow by 7.6% between 2006 and 2016 to a population of 60,400 residents. This is considered to be a conservative estimate and may not fully account for the State's projected population growth which anticipates a total population growth of 50% to a total of 3.3 million people by 2056 (Australian Bureau of Statistics 2008).

In comparison, the Commonwealth Government Department of Health projects the City's population to grow by 11.6% between 2006 and 2016 to a population of 63,175 residents (based on Australian Bureau of Statistics data). This is a significant increase on the DoP projection yet this estimate only extrapolates from historical data and may not fully account for increasing demand to live in the City and other local factors.

Population Distribution

Figure 12 represents the distribution of the City's population as of 2006. There are areas of greater population density to the north within Noranda and Morley and to the south within Mount Lawley and Maylands. In contrast the Morley City Centre was among those parts of the City with the lowest population density and yet this centre and others like it should consist of the highest density residential development. This reiterates the importance of actions to support more residential development in centres into the future.

Figure 12: City of Bayswater population density (ABS 2006)
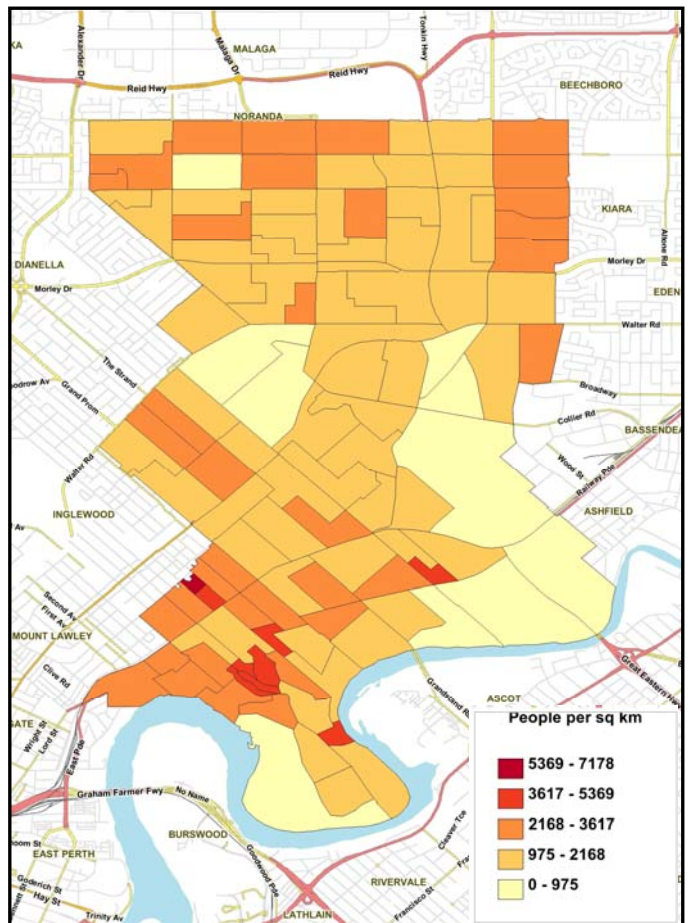
Table 2: Age distributions across the City of Bayswater
(Australian Bureau of Statistics, 2006)

Age	Bayswater	Bedford	Embleton	Maylands	Morley	Noranda
0-9 years	**12.2%**	**12.2%**	11.4%	8.0%	11.1%	10.4%
10-19 years	10.2%	12.5%	11.2%	7.1%	12.8%	**14.4%**
20-29 years	12.3%	12.6%	13.4%	**22.3%**	13.5%	13.2%
30-39 years	17.6%	16.5%	14.0%	**20.5%**	14.0%	11.1%
40-49 years	**15.6%**	**15.1%**	13.5%	14.2%	13.9%	14.2%
50-59 years	12.2%	12.6%	11.3%	13.2%	13.6%	**17.7%**
60-69 years	7.5%	7.9%	10.5%	7.3%	10.4%	10.1%
70-79 years	6.1%	6.4%	**8.3%**	4.3%	7.0%	5.6%
80 years or more	**6.3%**	4.2%	**5.6%**	3.0%	3.6%	3.2%

5.2   Age Profile

The age profile of residents within the City of Bayswater indicates a higher proportion of residents aged between 25 and 44 years than other age groups (refer to Figure 13). In comparison to the Perth Statistical division overall, the City has lower proportions of those aged 24 or under, and higher proportions of those aged 55 and above and of 25-34 years olds (refer to Figure 14).

Over the 1996 to 2006 period there was a marked increase in the number of residents in the City aged 45 and above. Comparatively, the number of residents aged 35 or less decreased over the same period (refer to Figure 15). The high level of growth in the proportion of residents 55 to 64 suggests that over coming years the City will continue to have an ageing population.

Age groups that increased rapidly between 2001 and 2006 include:

- 60-64 years by 13% (from 2,337 to 2,636 people);
- 80-84 years by 19% (from 1,082 to 1,286 people); and
- 85+ years by 16% (from 982 to 1,135). It is of note that this age group has increased by 34% over 10 years (from 735 to 1,135 people).

It is forecast that around 25% of the City's population will be aged 65+ by 2050, reflecting broader ageing trends across Australia. The Commonwealth Government Department of Health projects that the number of males aged 65 or over in the City will increase from 3,816 in 2007 to 6,328 in 2027, which would be an increase of 65% over 20 years. It also projects that the number of females aged 65 or over will increase from 4,618 in 2007 to 7,280 in 2027, which would be an increase of 58% over 20 years. These statistics demonstrate the need for housing and services that are suitable to meet the needs of elderly residents in the community.

Figure 13: City of Bayswater age/sex profile (ABS 2006)
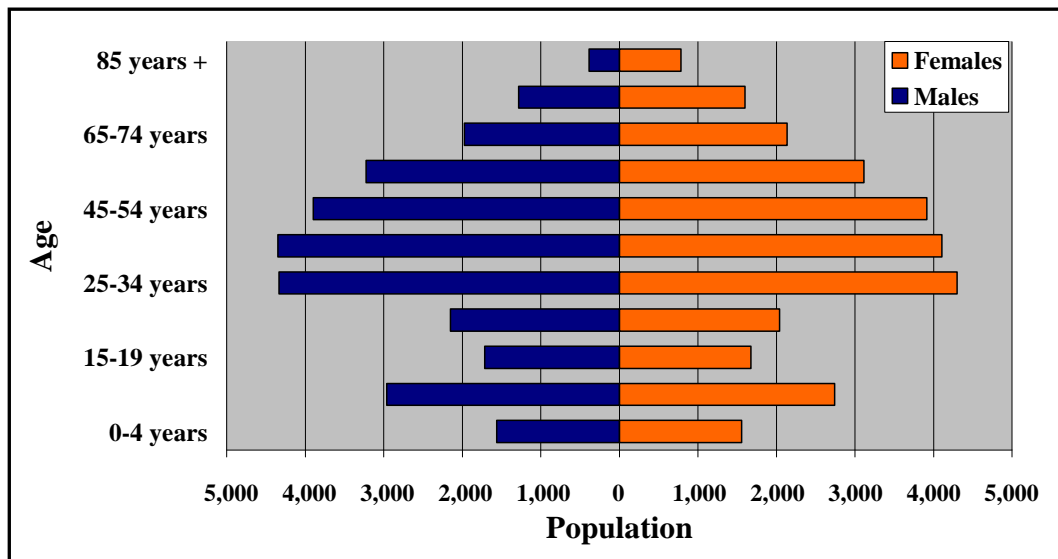
Figure 14: City of Bayswater age profile compared to Perth Statistical Division (ABS 2006)
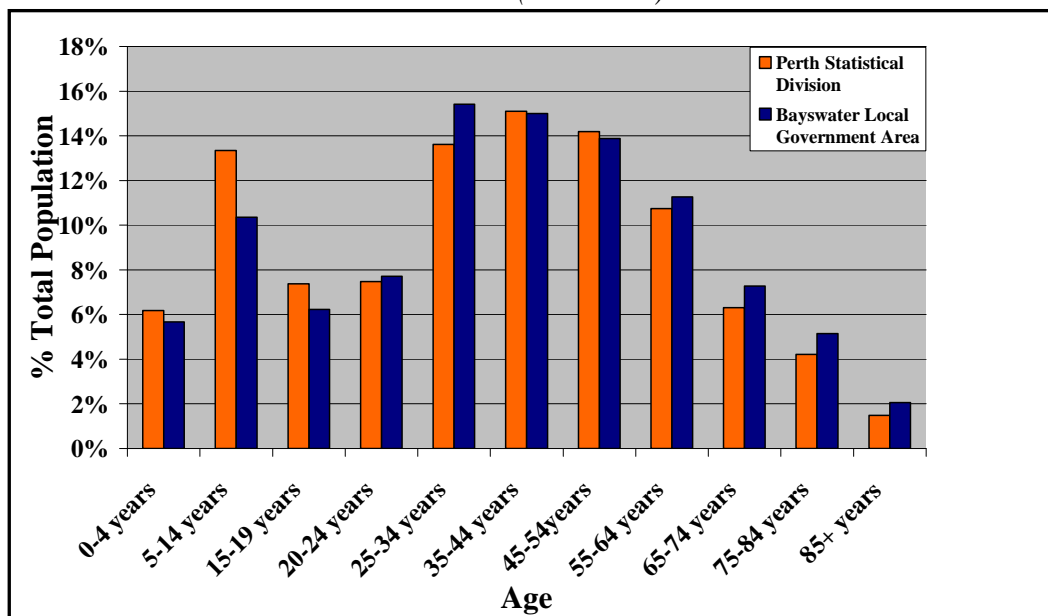
Figure 15: City of Bayswater change in age profile 1996 - 2006 (ABS 2006)
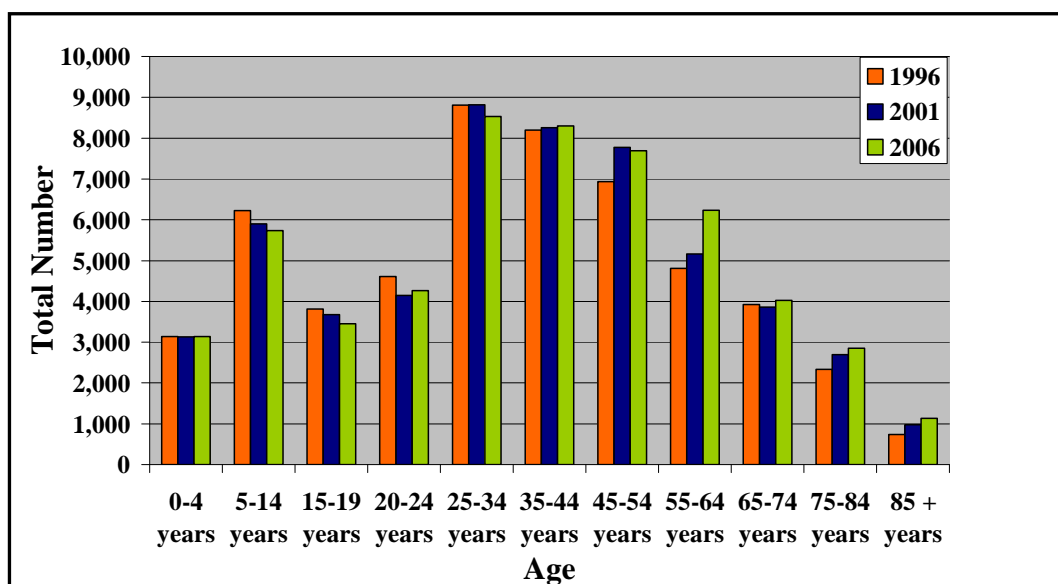
Distribution of Age Groups

At the time of the 2006 census, the distribution of different age groups was generally consistent over different localities of the City (refer to Table 2).

There were however slightly higher proportions of elderly residents in Embleton and Bayswater, reflecting the development era of these areas as well as the presence of aged-care facilities (refer to Figure 16). Of note, there was a high proportion of residents in Noranda aged 50 to 69 years which suggests there will be a strongly ageing population in this area over coming years.

The highest proportions of children aged 0 to nine (9) years were in Bayswater and Bedford, whilst Noranda had the highest proportion of those aged 10 to 19. Maylands had the lowest proportions of residents aged 0 to 19, with a notably higher proportion of younger adults (aged 20 to 39 years old).

The analysis of the distribution of age groups over the City highlights the need to consider:

Figure 16: City of Bayswater percentage of persons aged 75+ (ABS 2006)

- The adequate provision of a range of housing choices suitable for an ageing population across all areas of the City. This will ensure that there are opportunities for elderly residents to continue to live in their local area in housing that is suitable to their lifestyle and needs (or to 'age in place'). The provision of suitable housing for elderly residents will be particularly important in areas such as Noranda where there are currently larger homes suited for larger families but a high proportion of residents who will be ageing into their 60's and 70's over the coming years;

- Provision of housing options to suit younger and larger families (typically larger homes), particularly in areas such as Bayswater and Bedford where there is an emerging population aged less than nine years; and

- Provision of housing choice across the City to provide the flexibility for the range of age groups in the community.

5.3   Family Composition and Household Size

In line with trends across the Perth Statistical Division and Australia, the majority of the City's households consisted of lone persons or two (2) people (66% of households). Within the City, 32% of households consisted of lone persons and 34% had two (2) people (ABS 2006) (refer to Figure 17).

The number of lone person or two (2) person households grew strongly between 1996 and 2006 (by 13% and 10% respectively), while the number of households with five (5) or six (6) people fell rapidly (refer to Figure 18). It is expected that the trend towards smaller family sizes will continue in the foreseeable future in line with national trends.

Figure 17: City of Bayswater household size compared to
Perth Statistical Division (ABS 2006)
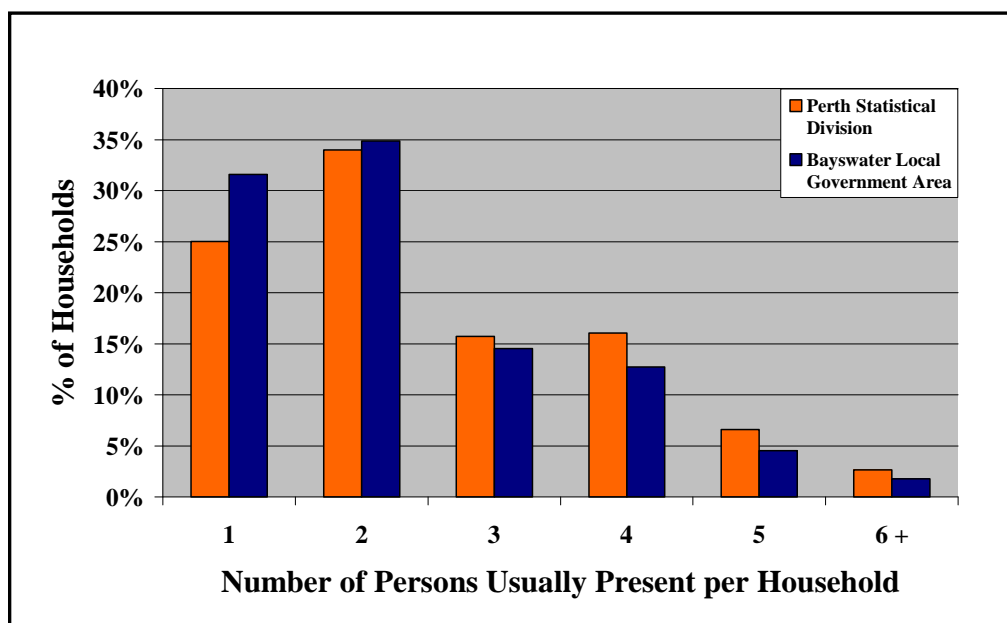
Figure 18: City of Bayswater change in household size
1996-2006 (ABS 2006)
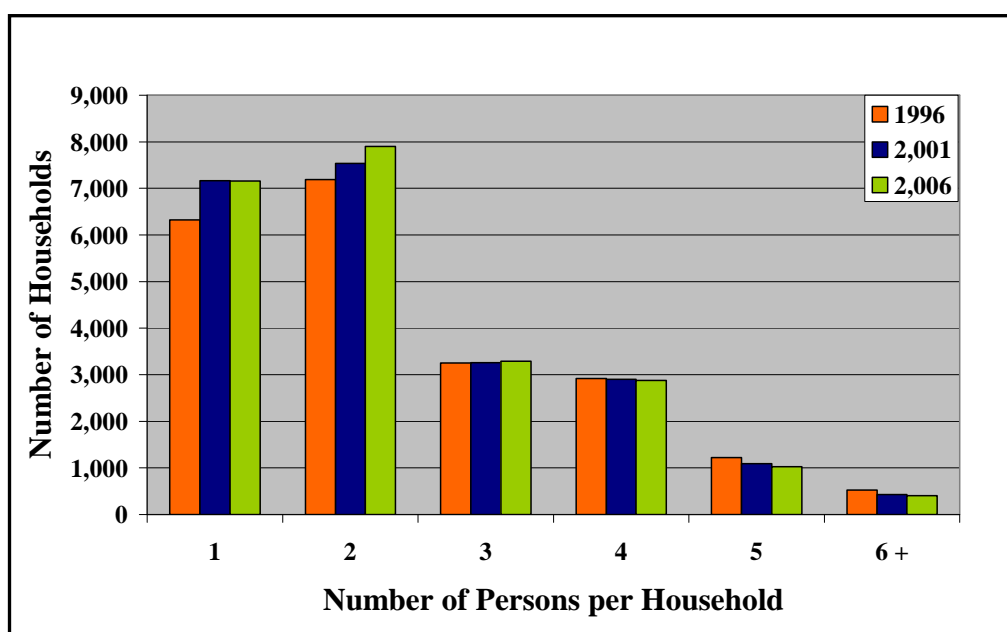
Distribution of Family Types and Households

In relation to the distribution of family types and household sizes across the City of Bayswater, larger family types were concentrated towards the northern most parts of the City (i.e. Noranda). This reflects the greater suitability of the housing stock for larger families in these areas (large single detached houses). Nonetheless, there was still a considerable proportion of lone person households over the northern parts of the City.

Maylands had the highest concentration of lone person households in the City with 40% (refer to Figure 19). This reflects the high proportion of smaller dwellings in the area which are more suited to lone person households. Meanwhile, couples with no children were also concentrated in Maylands as well as along the Bayswater riverfront and in the Morley City Centre area.

5.4   Birthplace and Languages

At the time of the 2006 census, 59% of the City's population was born in Australia, while 41% was born elsewhere or did not state their birthplace. The proportion of the Australian born population in the City was similar to that found across the Perth Statistical Division (61%). Other common birthplaces for the City's residents included England 6.5%, Italy 2.8%, Vietnam 2.4%, New Zealand 2.1% and India 1.9%. Over the City, the proportion of the overseas population was greatest in Maylands (48%) and lowest in Bayswater (36%) (refer to Figure 20).

A significant proportion of the City's residents also spoke a language other than English at home (23%), with the highest proportions in Morley and Noranda and the lowest proportions in Bayswater (refer to Figure 21).

Figure 19: City of Bayswater proportion of lone person households as a percentage of all households (ABS 2006)
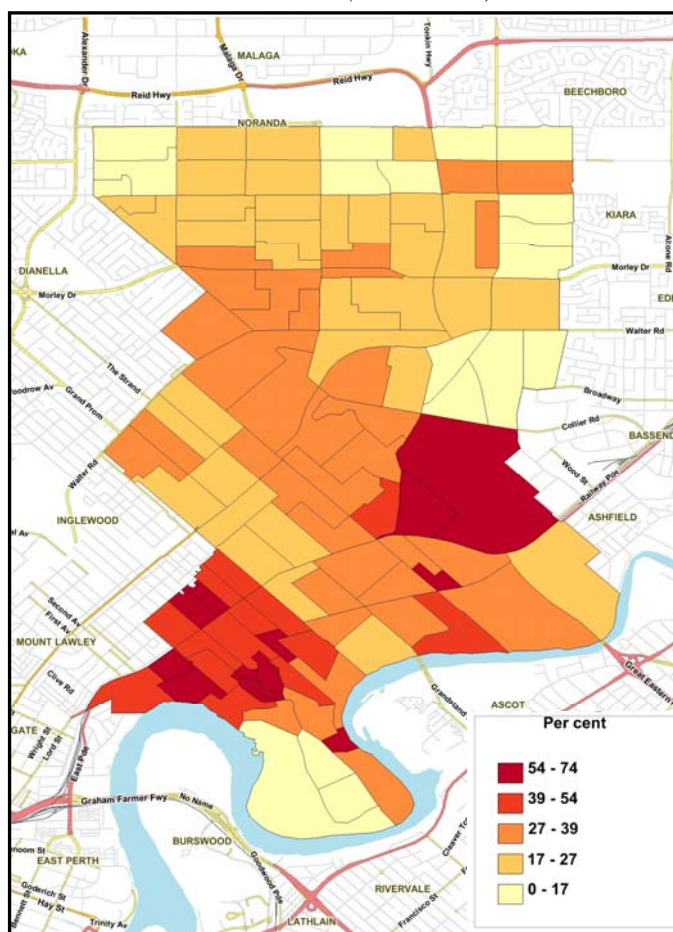
Figure 20: City of Bayswater proportion of persons born overseas as a percentage of total population (ABS 2006)
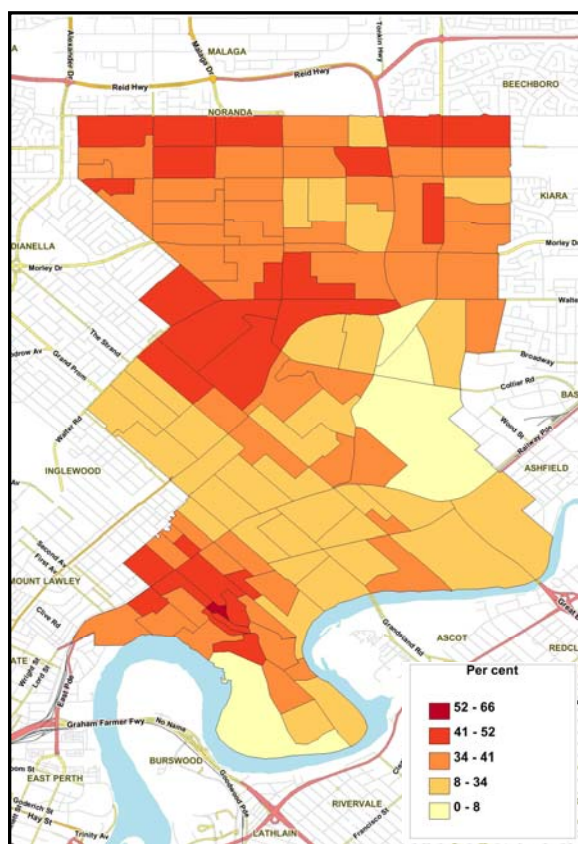
Figure 21: City of Bayswater proportion of persons who speak a language other than English at home (ABS 2006)
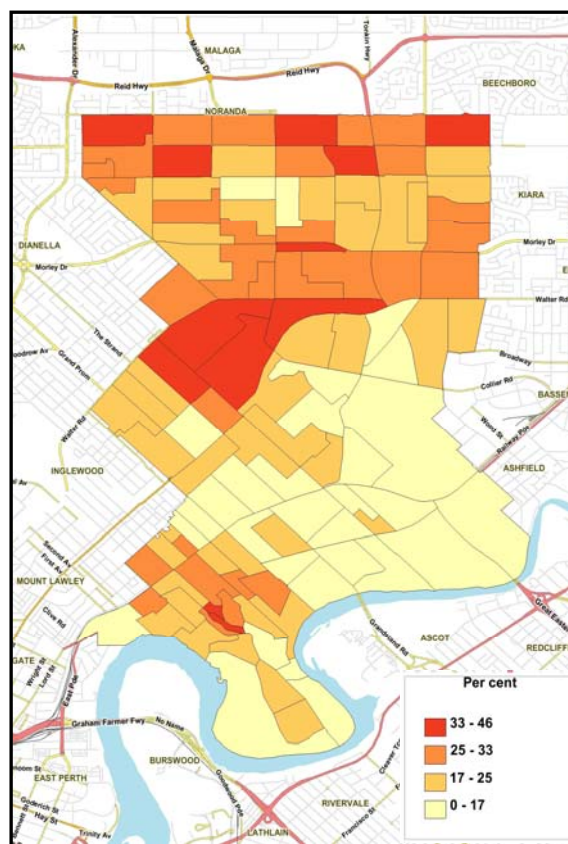
5.5 Employment

There was a high level of employment amongst the City's residents with 96% of the City's labour force (that is, those of working age who are willing and able to work) employed either full time or part time in 2006. This reflected a period of very strong employment across Perth and Western Australia. Unemployment rates in 2006 ranged over the City's suburbs from 2.6% for Noranda residents to 5.3% for Maylands (which is still a low figure). The proportion of residents in full time employment in the City (62.8%) and in part time employment (27.2%), were also similar to that found across the Perth Statistical Division.

As of December 2010, the Western Australian unemployment rate was 4.6%, which, statistically, is significantly lower than the national unemployment rate of 5.1%. The current Western Australian unemployment rate is only marginally higher than historic lows of 2006. Subsequently, it is likely that unemployment is not currently a major issue for the City.

Local Employment Drivers

The major employment industries within the City of Bayswater in 2006 included retail and other commercial businesses (in centres such as Morley and Maylands) as well as manufacturing in areas including the Bayswater Industrial Area. Health care and social assistance, construction, wholesale trade, and education and training formed other key industries within the City (ABS 2006) (refer to Figure 22).

Significantly, the proportion of those employed in the City in retail and manufacturing were approximately 8% and 5% greater than the proportions employed in these industries over the Perth Statistical Division. The proportion of those working in professional services in the City (3.5%) was lower than the proportion over the Perth Statistical Division (8.0%).

The major employment fields for the City's residents included retail trade, health care and social assistance and manufacturing (refer to Figure 23), which were also the three greatest employers within the City at that time (ABS 2006).

Figure 23: City of Bayswater major employment fields compared to the
Perth Statistical Division (based on usual place of residence) (ABS 2006)
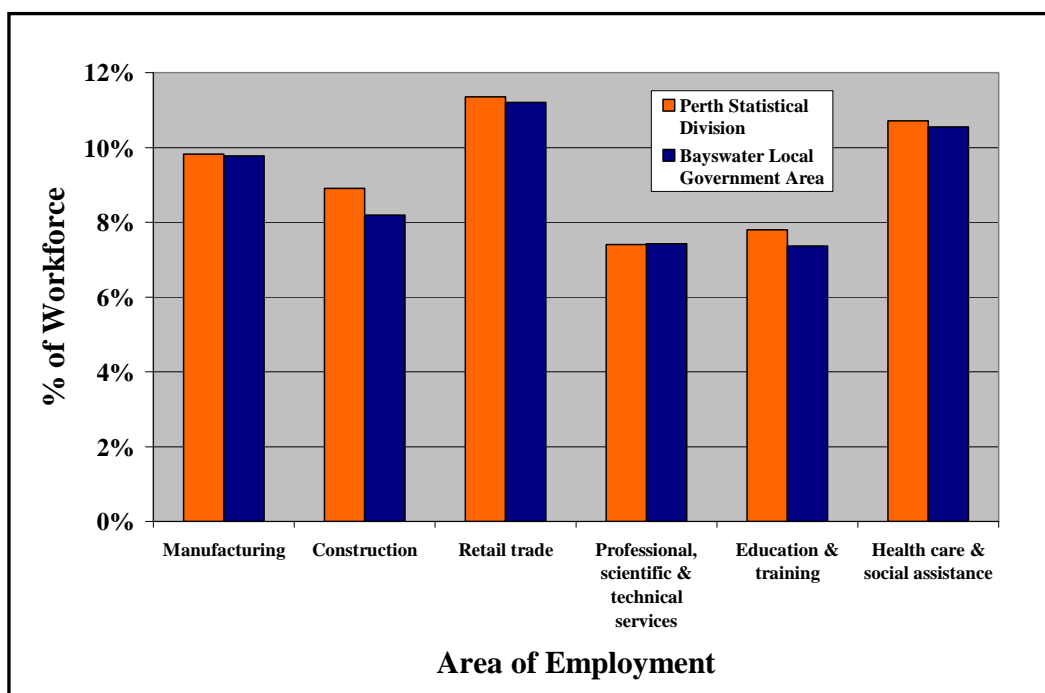
It is important to note that while there were 28,018 City residents who were employed, there were only 17,824 employment positions within the City. Therefore the City had 0.64 employed positions for every one (1) person in work. The focus on mixed-use development advocated in the Housing Strategy may help to provide more local employment opportunities which are suitable to the skills and educational backgrounds of the City's residents.

Significantly, the amount of employment opportunities in retail exceed the number of the City's residents employed in this sector while the amount of employment opportunities in manufacturing is approximately the same as the number of the City's residents employed in the sector (ABS 2006).

5.6   Household Income

Higher income households tended to be located in the north of the City in Noranda, the Bedford/Bayswater interface with Inglewood and along the river (particularly the Maylands Peninsula). Lower income households tended to be located in Morley, Embleton and the northern portion of Maylands (refer to Figures 24 and 25).

Figure 24: City of Bayswater distribution of low income households (gross weekly income less than $500) (ABS 2006)
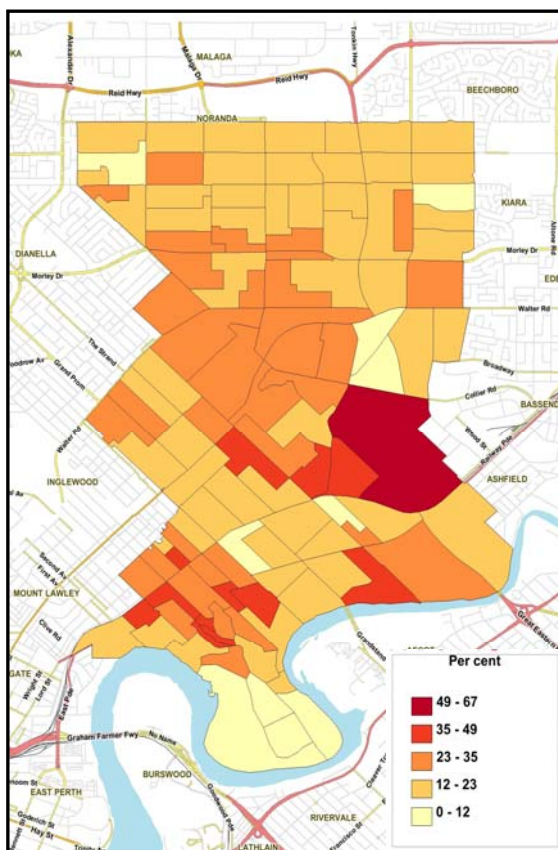
Figure 25: City of Bayswater distribution of high income households (gross weekly income more than $2,500) (ABS 2006)
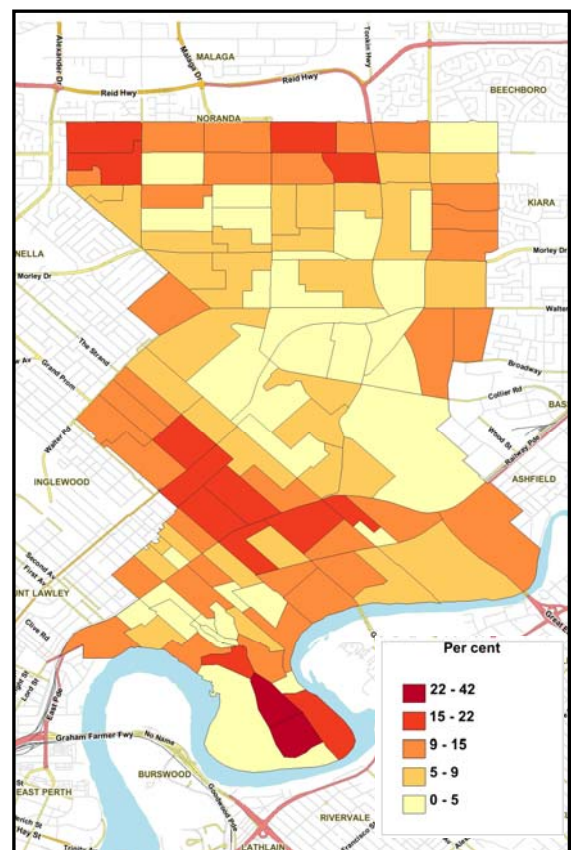
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Key Drivers

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CITY OF BAYSWATER LOCAL HOUSING STRATEGY – BACKGROUND STUDY

6. KEY DRIVERS

There are many factors that operate at a regional, national and global level that impact housing expectations and requirements at a local level. These factors include social and demographic changes, environmental matters and economic trends, and may vary in importance and impact over time. This section provides a brief description of some of these issues and how they may be addressed as part of the Local Housing Strategy, where appropriate.

6.1 Population and Household Growth

Population growth and the number of residents per households are broad drivers which affect housing demand.

Perth's population totalled 1,519,500 in 2006, which was an increase of 126,500 people over the five (5) years to 2006 or a growth rate of 1.8% per year (ABS 2007).

Looking forward, the ABS (2008) estimates that Perth's population will more than double by 2056 from 1.5 million to 3.3 million people. Perth is likely to require at least 650,000 new dwellings to be built to accommodate this future population growth.

The number of dwellings in Perth increased from 449,000 in 1992 to 603,300 in 2006 (ABS 2007). This is an increase of 34% in 14 years (or 2.4% per year). These statistics demonstrate that the number of dwellings (and the demand for new dwellings) is increasing faster than the rate of population growth. This is likely a result of falling average family sizes, changes in household formation and changing housing preferences. This means that the demand for new housing is increasing even without population growth.

Western Australia is projected to experience the second highest dwelling growth in Australia between 2001 and 2026 (ABS 2007). This is largely attributable to rapid growth in lone person households, which are projected to increase by between 72% and 139% by 2026 largely due to an ageing population (ABS 2007).

Rapid population growth and the demand for new dwellings across Perth will mean that many people are likely to be attracted to the location, existing services, public transport connections and lifestyle options available in the City of Bayswater.

The draft *Central Metropolitan Perth Sub-regional Strategy* sets a dwelling target of an additional 8,500 dwellings for the City of Bayswater by 2031, to support a projected population increase of 29% by 2031. This target reflects the need to consider focusing growth in built up areas with high levels of amenity and good access to public transport, community services and facilities. Conservative estimates for the City's future population growth put its population at 63,175 residents in 2016 (a rise of 11.6% from 2006). It is important that Council proactively identify areas that are suitable for population growth and change.

6.2 Ageing Population

Australia's population is rapidly ageing and it is estimated that by the year 2050, 25% of Australia's population will be aged 65 years and over (compared with 12% of the current population) and 8% will be aged 85 years and over (compared with 1.5% of the current population) (ABS 2008).

It should be noted that in 2006 the City of Bayswater had a greater aged population compared to Australia with 14% aged 65 years and over and 2% aged 85 years and over (ABS 2006).

Given the increase in life expectancy and advances in health care it is expected that the ageing of the population will continue beyond the next 50 years.

As previously mentioned, the City of Bayswater is expected to follow the national trend with approximately 25% of its population expected to be aged 65 years and over by the year 2050. This demonstrates that the City should consider housing choices suitable for an aged population.

Research into the housing needs of the aged has indicated that there are diverse and changing housing requirements among aged residents (Karuppannan & Sivan, n.d.; Faulkner 2009). This reflects the growing variety of lifestyle choices, mobility levels and wealth levels among the elderly population. However, there is generally a poor fit between the elderly population's housing needs and available housing choices.

Aged Care Facilities

An ageing population is likely to require care in specialised forms of accommodation including retirement villages, nursing homes and independent living units. Some ageing people may choose to remain in the family home, live in retirement villages for the social networks that they can provide or may require a more specialised aged care facility. The City of Bayswater is a leader amongst Western Australian local governments in the provision of aged care accommodation and with the forecast growth in the elderly population, there may be further need for the City to provide accommodation into the future.

Research has also revealed specific requirements relating to institutionalised aged housing with many elderly showing a preference towards smaller groups of aged care units (i.e. up to ten units per complex) as opposed to larger complexes. Many residents also indicated a preference for a minimum of two (2) bedrooms (Faulkner, 2009).

There has also been a shift towards the development of lifestyle focused retirement facilities. Such facilities will often provide a wide range of amenities and spacious living quarters (Faulkner, 2009). The development of such accommodation represents a shift from the smaller bed-sit style of retirement accommodation that was dominant in the past. In many cases this has reduced the provision of affordable aged care accommodation in local communities (Faulkner, 2009).

Independent Accommodation

While there remains a growing need for specialised aged care accommodation, many residents may prefer to live independently. This has been made more likely with improved health and wellbeing among the aged community. In fact, only 7% of Australians aged over 70 years live in residential care facilities (Karuppannan & Sivan, n.d.).

The majority of older Australians live as couples 66% or single persons 23%; however 83% of older Australians live in dwellings with three (3) or more bedrooms (Australian Housing and Urban Research Institute, 2010). This may be due to a desire to remain in the family home or the lack of any alternatives.

It is also important to consider the adaptability of housing to cater for the needs of elderly residents. This is particularly important in light of the fact that many elderly residents will want to stay in the family home as long as possible as this is the place they are most familiar with (Karuppannan & Sivan n.d).

Research has indicated that designing adaptable housing can be more cost effective than retrofitting existing dwellings (Australian Housing and Urban Research Institute, 2010). The development of adaptable housing, the retrofitting of dwellings to address adaptable housing requirements, and the provision of smaller and more manageable housing, would also provide suitable housing options for

those aged less than 55 who have a 'core activity need for assistance' but who do not want to live in specialised or institutionalised housing.

Ancillary accommodation (granny flats) can play an important role in providing an alternative form of accommodation as it can provide opportunities for carers, family or friends to live near elderly residents and provide support and social networks, whilst maintaining privacy and opportunities for affordable self-contained living.

It is also important to consider specific location based requirements for aged housing and the impacts of suburban design on the aged. A report by the Australian Housing and Urban Research Institute (2010) based on ABS Census data, found that neighbourhood design and provision of neighbourhood facilities can enhance or inhibit civic participation. Safe pedestrian environments with good access to facilities and health services also form an important consideration in choices that aged residents make as to where they live (Faulkner 2009; Karuppannan & Sivan n.d). This aligns with the focus on advocating mixed-use, accessible multi-unit housing forms and smaller dwellings around transit-oriented and centre precincts (Australian Housing and Urban Research Institute, 2010).

Many elderly residents will also want to continue to remain in the local area where they feel strong community connections – otherwise known as 'ageing in place' (Karuppannan & Sivan n.d; Faulkner 2009) yet their current housing may not be suitable to meet their needs. This raises the importance of the provision of housing choice within different areas for those who may wish to move into a smaller or alternate form of dwelling, but want to remain in the same area.

6.3   Housing Affordability and Housing Stress

A growing concern across the Perth Statistical Division is the lack of affordable housing. Affordable housing is defined in the Department of Housing Social Housing Taskforce Report as housing of which is of a reasonable standard and in a reasonable location that "does not cost so much such that a household is unlikely to be able to meet other basic living costs on a sustainable basis" (Department of Housing, 2009).

Figure 26: Housing prices across the City of Bayswater suburbs (Real Estate Institute of Western Australia, 2010)
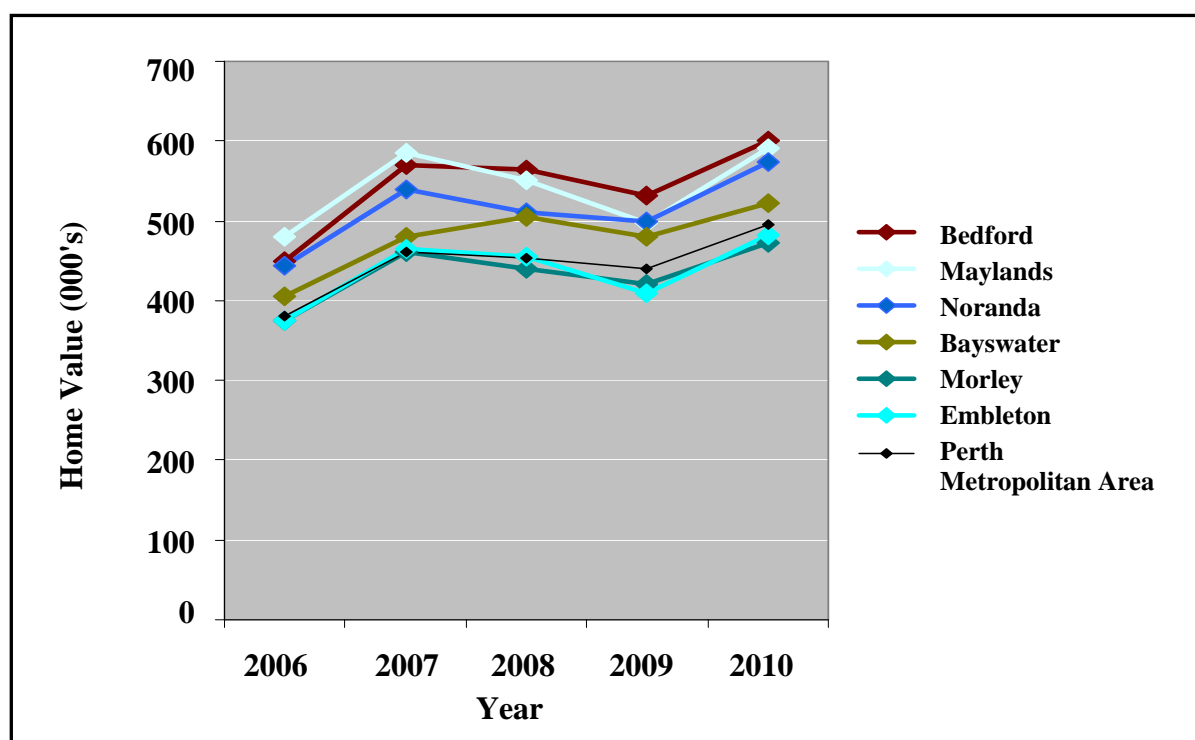
Average house prices have increased much faster than real income growth in Australia since 1988, making housing comparatively more expensive than in the past. The general upward trend in real house prices experienced in Australia over the past 20 years can be largely attributed to the cumulative impacts of population growth, increases in household income, more readily and cheaply available credit, land supply issues and changing lifestyle aspirations (National Housing Supply Council 2009).

An international survey was released in 2008 on housing prices in the United States, United Kingdom, Ireland, Canada, Australia and New Zealand (Demographia 2008). The survey methodology calculated housing affordability by dividing average house prices for a city by the average annual income. The survey considered a number above five (five (5) times average annual income) to indicate that a city is severely unaffordable. The 2008 survey found that a Perth house took an average 7.6 years of gross income to purchase, making housing in Perth 'severely unaffordable' in a global context.

Average home values within the City of Bayswater have increased over recent years (refer to Figure 26) and are likely to be contributing to housing affordability problems within the City.

Households with housing costs greater than 30% of household income are commonly considered to be suffering "housing stress" (Department of Treasury and Finance 2007, Gurran et al. 2008). This benchmark was identified in the *1992 National Housing Strategy* based on the notion that the proportion of household income spent on housing should be reasonable and leave sufficient income to meet other basic needs such as food, clothing, health, education and transport (Department of Treasury and Finance 2007). For the purposes of this Strategy, a housing affordability benchmark of 30% of income has been used for all residents. Table 3 outlines that housing stress is common over much of the City of Bayswater.

Table 3: Loan and rental repayments for City of Bayswater suburbs (ABS 2006)

Suburb	Median household income ($/month)	Median housing loan repayment ($/month)	Loan repayments as a % of household income	Median rent ($/month)	Rental payments as a % of household income
Bayswater	$4,072	$1,300	**32%**	$640	16%
Bedford	$4,256	$1,387	**33%**	$700	16%
Dianella	$4,072	$1,300	**32%**	$700	17%
Embleton	$3,120	$1,083	**35%**	$680	22%
Maylands	$3,228	$1,298	**40%**	$580	18%
Morley	$3,920	$1,100	28%	$740	19%
Mount Lawley	$4,568	$1,592	**35%**	$736	16%
Noranda	$4,648	$1,300	28%	$720	15%
TOTAL	**$4,150**	**$1,213**	**29%**	**$710**	**17%**

Low levels of housing affordability impact on a variety of people in the community, particularly aspiring first-home buyers on a low to moderate income seeking modestly priced homes. This then limits opportunities for new household formation and can restrict opportunities for important service providers in the workforce to live locally.

In 1996, for example, 43 per cent of lower income private renters paid more than 30 per cent of their income in meeting their housing costs. By 2006, this proportion had increased to 60 per cent (National Housing Supply Council 2009).

The capacity of households to absorb higher housing costs is also impacted by higher costs of living and economic pressures. Research by the Western Australian Council of Social Services (2007) contends that the headline inflation figure of about 3% is hiding much more rapid increases in the price of groceries and other basic essentials. It suggests that for low income earners and people experiencing disadvantage, the cost of living in Western Australia is rising much faster than their incomes and is creating significant financial hardship. Future cost of living pressures will be dependent on wider trends, including housing affordability, global oil prices (and their affect on fuel prices) and other living costs such as food prices and bills.

Increasing housing costs also negatively impacts the local economy as a result of higher proportions of income having to be spent meeting housing costs, as opposed to being injected back into other areas of the local economy.

Influences on Housing Affordability

Housing affordability is strongly influenced by the type and size of dwellings, and is likely to be decreasing with the trend towards larger floor areas. As is evident in Table 4, the average floor area of new dwellings in Western Australia has increased considerably since 1992. Inversely, reducing dwelling size can help improve affordability such that a reduction of 20m² can reduce construction costs by approximately $20,000 (Department of the Environment, Water, Heritage and the Arts, 2008).

Table 4: House size increases in Western Australia between 1992 and 2005
(Department of the Environment, Water, Heritage and the Arts, 2008)

Dwelling Type	Dwelling Size in 1992	Dwelling Size in 2005	Increase (m²)	Increase %
Detached	186 m²	228 m²	42 m²	23 %
Semi-detached	124 m²	146 m²	22 m²	18 %
Units	124 m²	156 m²	32 m²	26 %

The trend for larger dwelling sizes in Western Australia has other potential impacts including:

- Reduced environmental sustainability;

- Resource use and consumption – bigger homes generally require more resources to construct, heat and cool;

- Ecology – bigger houses on smaller blocks generally means less room for established trees and vegetation; and

- Relations between neighbours – anecdotal evidence suggests that increased building height and bulk (even if it complies with relevant standards) can sometimes lead to disagreements between neighbours or concerns about amenity impacts.

Housing costs within inner metropolitan areas can be higher than those in outer metropolitan areas due to higher land values. However, it is important to consider that other factors can result in infill development, particularly around existing centres, being more affordable overall. These factors include:

- Land in inner urban areas is generally in greater proximity to employment opportunities or services, which decreases travel costs (both in terms of time and financial cost);

- The higher development potential in many inner urban areas can provide greater development returns per unit of land which can reduce housing costs per unit; and

- There will often be lower costs involved in servicing and providing infrastructure in existing areas which can reduce development costs.

6.4   Environment and Sustainability

Energy and Resource Use

The Environmental Protection Authority (2007) stated that Western Australians have amongst the largest ecological footprints (a measure of resource consumption) in the world, reflecting a growing trend in the use of non-renewable energy sources in Australian households (refer to Figure 27).

Figure 27: Australian household energy consumption rates 1976-2007
(ABARE 2008, Australian Energy Consumption by Industry and Fuel)

(a) Includes wood, wood waste and solar energy
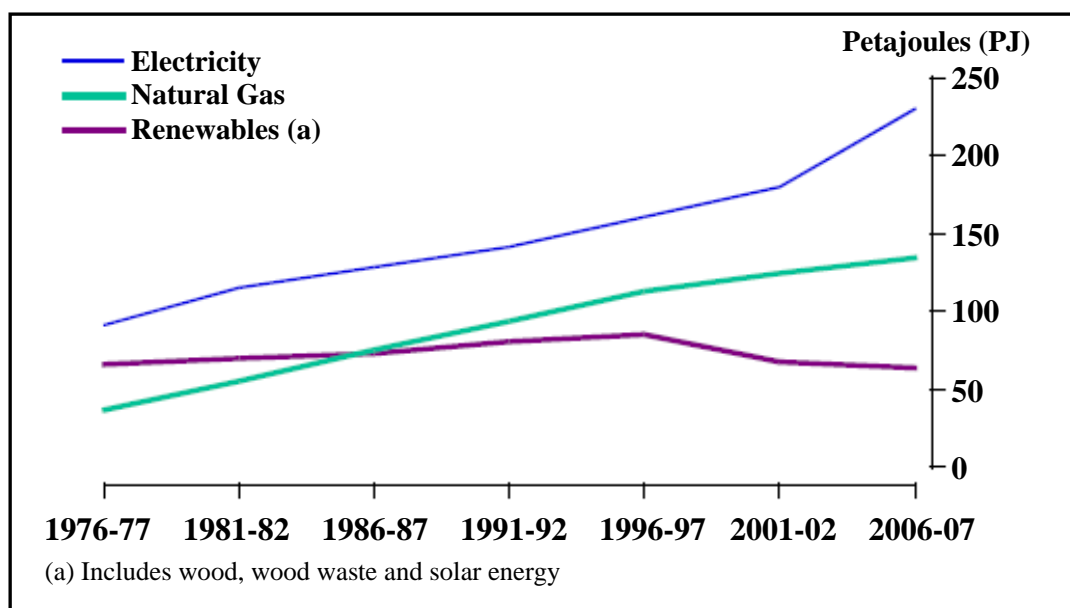
There are many environmental impacts of high levels of energy and resource use including:

- Climate change;

- Air and water pollution;

- Damage to natural environments as materials and energy sources are extracted and resulting from waste and pollution;

- Urban heat sinks (urban environments which retain generated heat emissions due to a lack of natural vegetation); and

- Increased illness and death in the community resulting from heat and pollution (i.e. respiratory illness and heat stress).

Resource and energy use levels are also potentially economically unsustainable given that growing resource scarcity generally increases prices. This is further exacerbated by increases in energy consumption use, for example, the average residential energy consumption increased by 49% between 1987/88 and 2006/07. The concept of 'Peak Oil' advocates that the world will soon exhaust the 'easily accessible' reserves of oil and that oil production declines are inevitable which in turn could drive up oil prices. Higher oil prices can have fundamental economic and social impacts, especially for cities like Perth which are built around private vehicle use.

When viewed from a national perspective, the high levels of resource and energy use also effects compliance with international agreements signed by Australia such as the Kyoto Protocol.

Housing and the Natural Environment

The Housing Strategy will consider a variety of elements that will aim to reduce energy and resource use.

Water heating and the heating and cooling of rooms are major contributors to the energy used in a typical Western Australian home (using 31% and 26% of energy used respectively) (refer to Figure 28). The statistics suggest that measures such as solar hot water systems and climate-responsive building designs that are cooler in summer and warmer in winter, could significantly reduce energy consumption and save on household financial costs.

Dwelling size is a major factor in energy and resource use. Larger homes will generally require more energy for cooling and heating by nature of their increased size. Additionally, larger dwellings require greater building materials and land resources to construct.

Figure 28: Type of household energy consumed in Western Australia, 2009
(Sustainability Energy Development Office 2009)

Legend:
- Heating & Cooling
- Water Heating
- Refrigeration
- Cooking
- Lighting
- Other
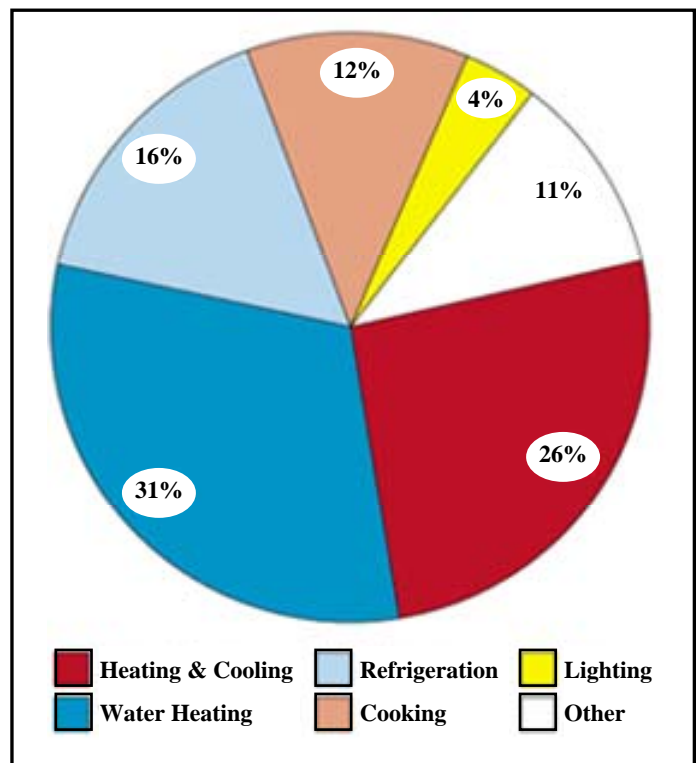
Urban form and the location of housing also impact on energy and resource use.

Liveable Neighbourhoods promotes the concept of walkable mixed-use neighbourhoods where most daily needs are within walking distance of residents (or "Local Living') and also promotes transit-oriented development. These forms of urban development have fewer environmental impacts than urban sprawl, as they generate fewer transport carbon emissions. Furthermore, more compact forms of urban development also tend to have less environmental impact compared to urban sprawl as they do not generally require significant infrastructure outlays or land clearance.

Green landscapes also form important elements in addressing the impacts of high energy use, whether this is the contribution of parklands, private gardens, street trees, green roofs or green walls. Benefits of greenery and natural vegetation include improved air quality and reduced impacts of heat sinks.

Climate Change

Climate change does not refer to changes in everyday weather but rather a much larger phenomenon encompassing regional and global weather patterns over an extended period of time. There is strong evidence that despite fluctuations, the earth's atmosphere is currently undergoing an unusually rapid rise in temperature and that the high emissions of carbon dioxide and other greenhouse gases are contributing to this change (Diamond, 2005). Research suggests that the earth is likely to experience significant changes to known climatic patterns. A related problem is rising sea and river levels resulting from melting icecaps through increased temperatures, as well as a higher incidence for major weather events such as storms, droughts and major bushfires.

Several types of gases contribute to the greenhouse effect, including water vapour, carbon dioxide, nitrous oxide and methane (Lomborg 2001), and are commonly known as greenhouse gases. Australia's per capita greenhouse gas emissions are the highest in the developed world (Garnaut 2008 cited in Australia Bureau of Statistics 2008).

In the Australian residential sector, greenhouse gas emissions per capita increased by 18.3% between 1990 and 2004, mainly due to an increase in electricity use (Australian Greenhouse Office 2004); while emissions from the transportation sector rose 23% between 1990 and 2004 (Australian Greenhouse Office 2004). The transport sector's emissions are relevant to this Strategy as they can be linked to the way suburbs and dwellings are designed and planned.

Promoting walkable mixed-use neighbourhoods and transit-oriented developments in accordance to Liveable Neighbourhood principles can generate significant reductions in greenhouse gas emissions. Savings of up to 57% of transport energy use could be achieved primarily by increasing the proportion of local employment, retail and related land uses to provide high levels of self containment for daily activities (Australian Greenhouse Office n.d.). Research also suggests that smaller dwellings reduce impacts on household energy use and residential greenhouse gas emissions (Australian Bureau of Statistics 2009).

Water

Water has become a key issue for many Australian cities (Troy 2008). Perth is currently experiencing its driest period since rainfall records commenced in 1876 (Water Corporation 2008), which has impacted stream flows into dams and the recharge of groundwater aquifers. As Western Australians are typically high per capita water users (*Troy 2008*), various government agencies are promoting a "water wise" message and encouraging reduced water usage through measures such as water restrictions and education campaigns.

The design of houses and landscaping in residential areas can significantly impact water use levels. Water sensitive gardening techniques such as the use of drought-tolerant plant species as well as reducing grassed areas can significantly reduce water requirements. Alternative water supplies such as grey water, treated wastewater or local groundwater can be used on gardens whilst rainwater tanks can help to reduce the need to use scheme water sourced from dams, groundwater or desalination.

Other problems relate to stormwater runoff as well as the quality of water. Urban landscapes can be characterised by large areas of impermeable surfaces, such as paving and bituminised roads, which can contribute to stormwater runoff and pollutants being introduced into water courses. The City currently requires stormwater to be contained on-site on residential lots where possible (as per the *Residential Design Codes*), to reduce the impacts of storm events on drainage infrastructure and to help recharge ground water supplies.

6.5   Community Safety

Creating safer communities is an important issue for many people in the community. Urban planning has a role to play in a multi-disciplinary approach to creating safer communities. The State Government has been working towards safer communities through programs such as 'Designing out Crime', also referred to as Crime Prevention Through Environmental Design (CPTED). These programs involve the application of a range of urban design principles to an area or site to minimise the potential for criminal behaviour to occur (WAPC 2006).

As offenders typically assess a potential crime target/location prior to committing a crime, the design and management of a space can create a perception that there is a greater risk associated with committing a crime and can therefore discourage the offence (WAPC 2006).

Safe communities can be promoted by measures such as:

- Maintenance of visibility and surveillance of public space (refer to Figure 29);

- Buildings that have a strong relationship with the street (i.e. residential buildings with windows, verandah and porches facing the street, open fencing, and no blank walls);

Figure 29: Housing overlooking parkland/pedestrian routes

Figure 30: Mix of uses to promote passive surveillance

- Encouraging land uses that generate activity and surveillance in areas that may otherwise be isolated;

- Creating interactive and attractive streetscapes that create variety and interest to encourage more people onto the street;

- Creating diversity in land uses to provide activity and passive surveillance over areas at different times of the day and night (refer to Figure 30);

- Encouraging pedestrians (more people and activity on the street can deter criminal behaviour);

- Providing more housing options to increase pedestrian activity on the street and passive surveillance;

- Identifying and limiting entrapment areas or hiding spots;

- Defining ownership and the legitimate use of private, public and communal space;

- Preventing unwanted access to private spaces, including buildings; and

- Locating public transport stops and taxi ranks etc near buildings with active frontages for good natural surveillance (Office of Crime Prevention, n.d.).

The integration of CPTED principles into housing and suburb design can facilitate a more active, attractive environment that discourages crime.

6.6   Accessible Communities

Accessible communities are places that cater for and encourage activity among pedestrians, cyclists, children, seniors and people with disabilities. Accessible communities can foster more environmentally sustainable, healthier and safer communities. A clear direction to plan for accessible communities has been provided through planning strategies such as the Department of Education and Training's *State Physical Activity Strategy 2008-2011*, the WAPC's *State Planning Strategy*, and the *Active Ageing Strategy - Generations Together: 2004-2008 Report* from the Department of Communities.

Nearly 5% of the City of Bayswater's population are classified as persons with a profound or severe disability, or a core activity need for assistance (ABS, 2006). The City's population is also rapidly ageing in line with national trends. It is important to provide for accessible dwellings, services, and streetscapes for all community members. This can include the provision of:

- Adaptable housing, suitable for providing access for those in a wheelchair;

- Safe, wide and textured footpaths to aid movement for people who are visioned impaired or wheelchair bound, and those with other mobility difficulties;

- Safe road crossings to enable access for those with a disability;

- Ease of access to efficient public transport facilities;

- Access to community, health and local facilities; and

- Building a safer community through 'designing out crime' principles.

6.7   Health

State and Federal Government agencies and bodies are strongly encouraging Australians to be more active and exercise more. Research shows that regular physical activity improves people's physical and mental health and wellbeing. Regular physical activity in the local area strengthens a sense of belonging in a community, and is a fundamental building block of improving social capital (Australian Local Government Association, 2008). This is an area of concern given the proportion of overweight and obese Western Australians has increased from 44% of the population in 1999, to 55% of the population in 2010 (The West Australian, 2010).

The design and management of the built environment is recognised as a significant means of promoting regular physical activity. The location, design and scale of housing as well as the mix of uses in an area, can either encourage or discourage pedestrians.

This Strategy will promote healthy lifestyles through increased opportunities for pedestrians and cyclists. It is considered that this will:

- Promote physical and mental health;

- Support safer community initiatives;

- Reduce traffic congestion;

- Promote local services and businesses;

- Provide safe and interesting streets;

- Reduce environmental impact; and

- Increase a sense of community.

Housing and Infrastructure Profile

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7. HOUSING AND RESIDENTIAL DEVELOPMENT

7.1 Development Patterns

Residential development in the City was initially sited along the railway line. Maylands and Bayswater prospered due to their proximity to the river, railway line, local employment and access to central Perth. Original housing in these areas included timber workers cottages and small brick homes (May 1997). Original dwellings are now interspersed with more modern homes.

Mount Lawley developed in the 1920's and 1930's as a prestigious residential location, with larger lots and substantial brick homes.

Bedford developed soon after during the 1930's and 1940's given its location near the Beaufort Street tram line (May 1997). Bedford retains many dwellings reflecting this period such as 'Californian Bungalows'.

Southern areas of Morley started to be developed for housing from the 1940's. Embleton was built as a State Housing Commission suburb from 1959 and was labelled an 'instant suburb' as it developed very quickly (May, 1997). Areas of Bayswater, Ashfield and Morley were developed in the 1960's in close proximity to industrial employment opportunities and the early commercial development of Morley.

Figure 31: Promotional material for early subdivision in Bayswater
(May, 1997)

Noranda and the northern sections of Morley were developed in the 1970's and 1980's. The Maylands Peninsula Estate was developed from the 1990's. Homes in these areas tend to be larger, reflecting the trend towards larger homes in Australia since the 1970's.

Housing stock varies across suburbs and along individual streets, with a mix of old and newer dwellings. In accordance with existing residential zones across the City, many lots retain the potential for further subdivision or higher density residential development. The following sections of this Study provide further detail on the nature of the current housing stock and housing design throughout the City.

A key trend to note from the development of the City is that the earliest dwellings were built around railways and tram lines at a time where walking was the key form of travel. As such, there was a greater tendency for traditional neighbourhood design where residential development was in close proximity to shops and places of employment and where the street network was typically characterised by a grid pattern.

Suburban development occurring during the post-war period placed less importance on the proximity of residential development to commercial activities, due to the growing popularity of the private motor car. This led to large residential areas being developed with little commercial activity, and commercial centres such as Morley City Centre being developed with minimal residential development. Furthermore, these suburbs were generally developed around less connected street networks, including cul-de-sacs and curvilinear road layouts, which reflected the dominance of private motor vehicle travel. Over time, the use of motor vehicles has also resulted in changes to older areas; although the accessibility to shops and services in these areas is still generally greater than many of the City's post-war developed areas.

Figure 32: Indicative residential development patterns in the City of Bayswater to 1940
(Adapted from May, 1997)
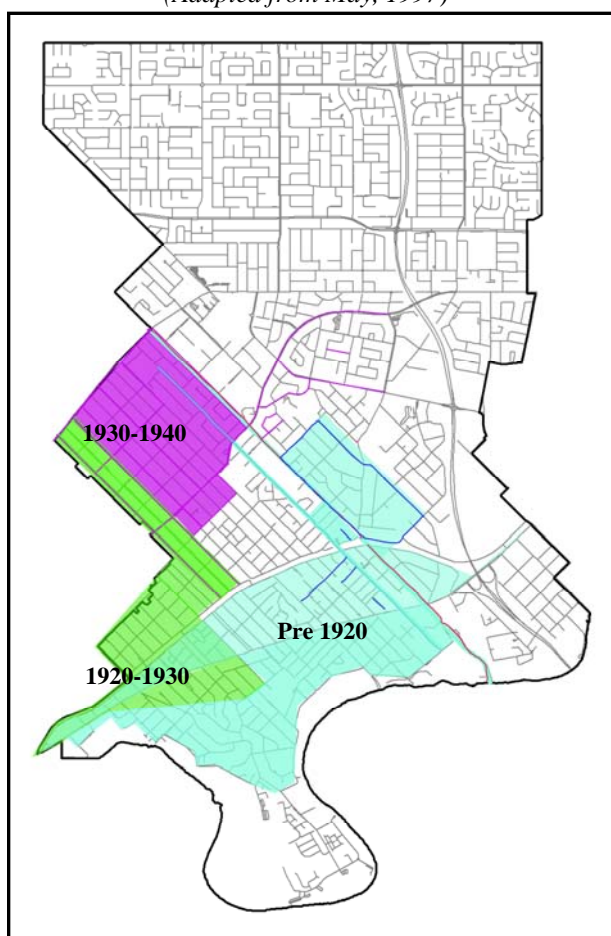
Figure 33: Indicative residential development patterns in the City of Bayswater from 1940
(Adapted from May, 1997)
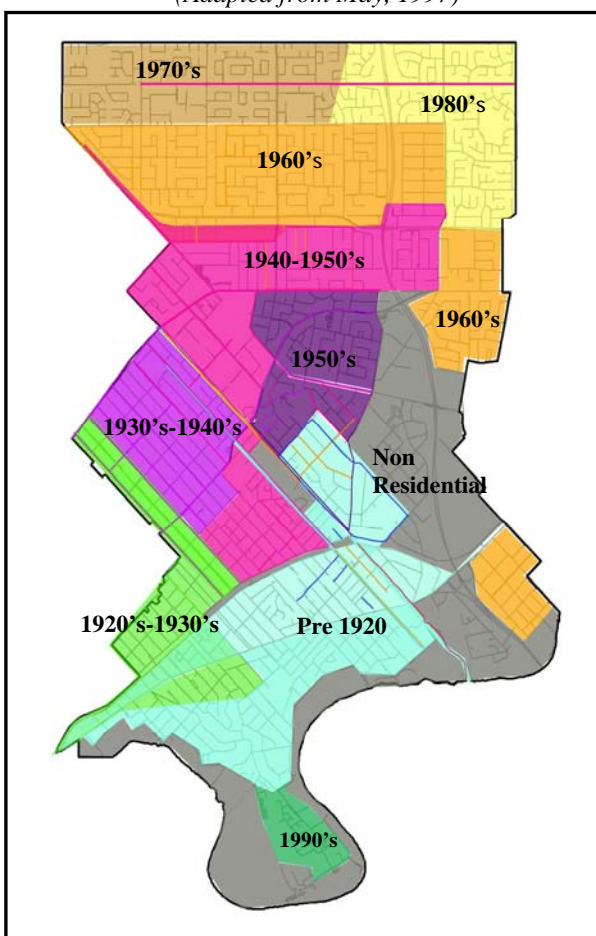
These trends highlight the importance of supporting greater mixed-use and residential activity within centres, particularly major centres such as Morley, and to support the development of minor commercial centres throughout the suburbs so as to provide greater accessibility to services and amenities.

It is also evident from these observations that redevelopment of areas that were designed around cul-de-sacs and curvilinear street networks (principally the City's northern suburbs) are generally less suitable for infill development by way of the irregular street and lot layouts.

7.2   Housing Stock

Housing Type and Size

There were 22,661 dwellings in the City in 2006. A significant majority of these dwellings (16,250 or 72%) were separate dwellings. Further analysis shows that 85% of the City's dwellings have three (3) or more bedrooms representing the 'traditional' Australian family home. Overall, the City has a high proportion of larger types of dwellings, reflecting that overtime the City has generally developed to meet the housing needs of larger families.

The trend towards a high proportion of larger types of dwellings is evident across most parts of the City. The proportions of single detached dwellings in Bedford, Morley, Embleton and Noranda are 91.1%, 89.1%, 88.1% and 84.2% respectively, compared to 78.1% across the Perth Metropolitan Area (ABS 2006).

Only 27.5% of dwellings in Maylands are separate detached dwellings, which is significantly less than the City of Bayswater and Perth Metropolitan average. Further analysis shows that 47.1% of dwellings in Maylands are flats, units or apartments, reflecting the development of larger apartment complexes in Maylands in the 1960's and 1970's (ABS 2006).

The City's housing stock has changed noticeably over time towards the development of larger dwellings due to market preferences. The overall number of one (1) and two (2) bedroom dwellings has fallen, having decreased 7% and 18% respectively between 1996 and 2006. The overall number of larger dwellings has increased such that the number of four (4) and five (5) bedroom dwellings increased 20% and 16% respectively over the same period (refer to Figure 34).

Figure 34: Change in the number of bedrooms per dwelling over the City of Bayswater 1996-2006 (ABS)
(NB: Graph excludes data with answers not stated /other)
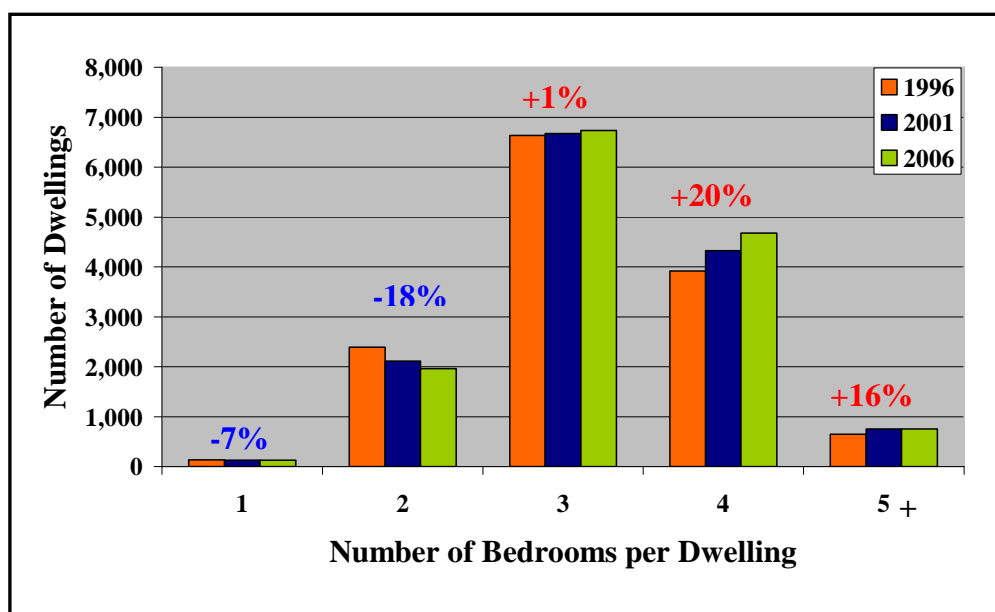
Whilst there was also an increase in the number of 'flats, units and apartments' over this period (refer to Figure 35), closer examination of building statistics indicates that most of this increase was in one (1) or two (2) storey buildings and that there was likely to be minimal development of multiple dwellings or smaller dwellings.

Figure 35: City of Bayswater change in housing structure
1996-2006 (ABS 2006)
(NB: Graph excludes data with answers not stated /other)
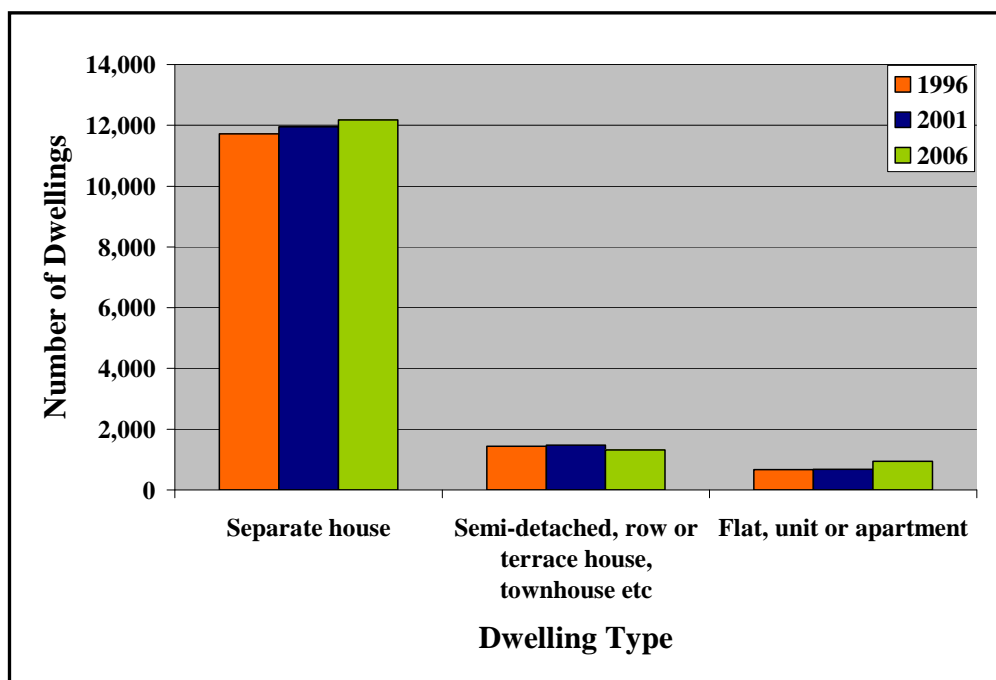
Increasing Dwelling Size Versus Falling Family Size

As discussed previously, household sizes have generally been decreasing across the City and are likely to continue to decrease, reflecting broader trends across Western Australia. This is in contrast with the increasing trend towards larger dwellings in the City. Analysis has shown that 45% per cent of lone person households in the City lived in dwellings with three (3) or more bedrooms (ABS 2006). This is significant considering that 7,154 (or 32%) of the City's households were lone persons households as of 2006. This means that in the City of Bayswater there are 3,220 homes with three (3) or more bedrooms and only one (1) person living in the home. Many of the homes that these smaller households are living in could have surplus space for their needs and impose unnecessary maintenance costs for residents.

Whilst housing choice is a key principle advocated by this Strategy, and many residents will continue to favour larger dwellings, it should be noted that a household's choice of dwelling can be a result of what the market provides. The housing analysis suggests that the City should be promoting dwellings that are appropriate for its current and future population. While the perception may be that future buyers will want large houses with four (4) bedrooms and two (2) bathrooms, this may alter over time to favour smaller, more affordable dwellings given changing lifestyles and the trend towards fewer residents per dwelling.

As the national and local data strongly indicates that the number of residents per dwelling will continue to fall, it is appropriate to examine measures to facilitate a greater amount of smaller dwellings for the following reasons:

- 85% of the dwellings in the City were three (3) bedroom dwellings or bigger while the number of one (1) and two (2) bedroom dwellings have been declining; yet 66% of dwellings in the City had only one (1) or two (2) residents and the number of one (1) and two (2) person households in the City has been increasing significantly;

- Smaller dwellings are generally more affordable; and

- Smaller dwellings generally have a reduced impact in terms of building bulk and scale.

Housing Choice Over Local Areas

Whilst it is recognised that particular areas will take on different housing roles by nature of their development and have tended to cater to and attract different types of households, it is still important to consider facilitating housing choice within individual local areas. Housing variety provides opportunities for residents to stay connected to their local area but change their housing in line with their requirements and/or stage of life.

As mentioned, across most parts of the City there is little variation in housing stock; such that separate detached dwellings constitute 77% to 91% of the housing stock throughout Bedford, Embleton, Morley, Noranda and Bayswater. While the role of these areas is generally to provide larger housing for families, there should be opportunities for greater housing choice in particular nodes such as around centres or along urban corridors (Focus Areas for Change) to cater for demographic and lifestyle changes. In particular, there should be a greater amount of housing choice in major commercial centres such as Morley so as to maximise accessibility to services and facilities.

7.3   Housing for Aged and Dependent Persons

As raised previously, the proportion of elderly residents in the community is growing, reflecting broader trends across Australia. It is anticipated that by 2050, 25% of the City's population will be aged 65 years or over (ABS 2006). As such, there is a growing need to consider the housing needs of the elderly. Further to this, there is a growing recognition of the diversity in the range of housing requirements among the elderly.

In part, it will be the provision of greater housing choice over the City which will accommodate the housing needs of the elderly and allow for ageing in place for those who will not want to live in specialised aged-care facilities. In particular, providing opportunities for smaller dwellings suited to one (1) or two (2) person households in locations with good access to services and infrastructure (such as activity centres) is important.

There is still strong demand in the community for specialised aged care facilities. As mentioned, Council has taken a supportive and proactive role towards providing for its senior citizens, as evidenced by the opening of the Bayswater Hostel, a new $8 million facility in Embleton in 2006. There are also a number of other aged accommodation facilities located in the City (refer to Table 5).

Table 5: Aged care facilities within the City of Bayswater
(City of Bayswater 2008)

Name of Facility	Status	Nursing Home Places	Hostel Places	Independent Units
Osborne Contemporary Aged Care	Private	76		
Embleton Aged Care Facility	Private	48		
Ascot Aged Care Facility	Private	30		
Ella Williams House	Not for profit	30	30	
St George's Home	Not for profit	60		
Sandstrom Nursing Home	Private	48		
Craigmont Waters Nursing Home	Private	101		
City of Bayswater Hostel	Not for profit		70	
City of Bayswater Aged Care - Carramar	Not for profit		40	52
Ritcher Lodge	Not for profit		44	
Riverslea Hostel (Lodge)	Not for profit		45	
City of Bayswater Aged Care - Mertome	Not for profit			119
Brooks Gardens (Dept. of Housing and Works)	Not for profit			33
Lil Pullen Estate (Dept. of Housing and Works)	Not for profit			10
City of Bayswater Aged Care-Salisbury St	Not for profit			8
Camelia Court	Not for profit			59
Taylor - Dallimore Village	Not for profit			16
City of Bayswater Aged Care -Walmsley Dr	Not for profit			12
SUB-TOTAL		**393**	**229**	**309**
TOTAL = 931 places/units				

There are three (3) types of accommodation that may be suitable for aged or dependent persons:

- Independent living (such as in the family home);
- Semi-independent living (ranging from living in the family home with partial care to hostels); and
- Full care (such as nursing homes).

This Study examines housing choice which responds to aged and dependent housing needs, principally the provision of dwellings with easy access to services and facilities, and the development of ancillary accommodation.

Adaptable Housing

Adaptable housing is dwellings which can be adapted quickly to cater for a residents needs over time. For example, adaptable housing is able to accommodate a wheelchair quickly with less cost, energy and materials, than a house that requires complete retro-fitting.

There are also benefits for landowners in pursuing a higher level of adaptable housing standard as it can provide housing options for the greatest number of people and therefore may be a sound investment for future re-sale and rental.

7.4   Housing Design and Streetscapes

The design and scale of buildings and the nature of streetscapes play an important function in contributing to the character, amenity and safety of an area, particularly for pedestrians. High-quality design is particularly important in sensitive or key strategic locations.

Quality building design and streetscapes are generally characterised by:

- High levels of interaction between buildings and the street (i.e. views from dwellings onto the street and no dominant blank walls, large garage doors or solid fencing);
- Well articulated buildings (i.e. no blank facades, inclusion of architectural features); and
- Pedestrian friendly environments and attractive streetscapes (i.e. footpaths, street tree coverage and reduced impact of building bulk).

Key areas/locations for quality design and streetscapes include:

- Activity centres, urban villages and urban corridors;
- Corner lot developments;
- Multiple dwellings; and
- Areas overlooking right of ways, pedestrian access ways and public open space.

Activity Centres, Urban Villages and Urban Corridors

Activity centres, urban villages and urban corridors generally form high profile locations that are widely used and where development is being encouraged. Aspects of building design and streetscape play important roles in allowing a variety of activities to co-function, and include:

- A mix of land uses with strong, active street frontages;
- Architectural detail, appropriate building bulk and height;
- Provision of awnings/shade canopies;
- Provision of footpaths and lighting on both sides of the road in high volume pedestrian areas;
- Street trees and landscaping;
- Street furniture including seating, bins and public art; and
- Interface between buildings and the street (i.e. nil setbacks, openings between building and street).

Corner Lots

Development on corner lots should ideally face, or look onto each street it looks out at. This avoids blank walls or fences along the sides of dwellings which can otherwise reduce the visual appeal of a street. The prominence of corner sites means that the quality of design and streetscape is particularly important at these locations.

Multiple Dwellings

As multiple unit developments are high-profile buildings, it is important that they are built to a high design to enhance amenity for residents. The introduction of the Multi-Unit Housing Code (MUHC) and Activity Centre zone by the WAPC is likely to result in more multiple dwellings in certain parts of the City. The MUHC provisions are designed to encourage high standards of development, with a focus on development form.

Passive Surveillance over Rights of Way (ROWs), Pedestrian Access Ways (PAWs) and Public Open Space (POS)

Rights of way (ROWs), pedestrian access ways (PAWs) and public open space (POS) are areas which often require high levels of passive surveillance to reduce the instance of antisocial behaviour.

Figure 36: Example of housing on a corner lot overlooking both streets

Figure 37: Example of housing overlooking and addressing a right of way

Figure 38: Example of housing overlooking public open space

Quality of Housing Design and Streetscapes

There are a diverse range of housing designs and streetscapes within the City reflecting the different eras of development.

Traditional Housing and Streetscapes

Early development mostly consisted of traditional workers cottages throughout Maylands and Bayswater which included character elements such as awnings, front porches, verandah and either red tiled or galvanised iron pitched roofs. These homes address the street by modest front setbacks, the provision of porches and/or verandah and only small garages/carports (if any) (refer to Figures 39-41).

Figures 39-41: Examples of traditional housing in Maylands

Inter-war bungalows can be found throughout much of Bedford and are generally characterised by porches, verandah and tiled roofs (refer to Figures 42-44). These homes and streetscapes that have developed are often worthy elements to build on, or to protect.

Figures 42-44: Examples of Inter-war Californian Bungalows in Bedford

Post-War Suburban housing

Much of the City, including areas such as Morley, Embleton and Noranda, has developed since the 1940's. A range of housing styles exist across the City, reflecting the different development styles over the decades, as well as a preference towards larger homes over more recent decades. Development styles range from modest former State Housing Commission houses from the 1950's in areas such as Embleton to unit complexes and more grandiose developments in some parts of Noranda and Maylands (the Peninsula Estate area) that were constructed in the 1980's and 1990's. As the City's suburbs have matured, redevelopment of the original housing stock has also occurred in areas such as Maylands and Bayswater.

As motor vehicle transport has dominated travel behaviour, there has been a tendency towards less interaction between dwellings and streets. There has been less emphasis on traditional design elements in housing design such as verandah, porches and large windows to the street, which otherwise encouraged interaction with the street while dwellings have been more typically designed to have living quarters towards the rear of the house with a garage to the street frontage (refer to Figures 45-47). Additionally, many dwellings have installed large brick fences along their frontage to mitigate noise and add privacy. The lack of integration between the street and dwellings can raise problems in relation to security and safety as it reduces passive surveillance (or eyes on the street).

Figures 45-47: Examples of housing with dominant garages, minimal street interaction and low levels of passive surveillance

There are examples of contemporary developments that reflect good design practice in relation to streetscape interface and building articulation (refer to Figures 48-50). These dwellings demonstrate architectural detailing, windows and openings such as balconies that look onto the street.

It is noted that many of the residential development design outcomes across the City are a product of the application of the R Codes which guide residential development across Western Australia. The Department for Planning is currently undertaking a review into the operation and effectiveness of the R Codes and it is envisaged that common design issues may be addressed through this process. Additionally, specific design controls could be introduced in areas where high-quality design is particularly important including centres, corner lots and lots overlooking pedestrian access ways, rights of way and public open space.

Figures 48-50: Examples of contemporary housing design with a strong interface with the street

Multiple Dwellings

There are multiple unit complexes in and around Maylands that were built some time ago to former standards which in some instances, resulted in a poor built form outcome. To prevent more of these designs, the standards were changed which included reductions to the original development potential for these sites. While it is important that landowners can redevelop these sites to provide opportunities for improved design, the reduction to development potential has acted as a deterrent to redevelopment. As such, barriers to the redevelopment of these sites need to be addressed to encourage improved designed outcomes.

The recent introduction of the MUHC has removed minimum lot area provisions over the affected sites and provides some scope for redevelopment to occur to a similar extent as was originally allowed (i.e. development of new units around the existing tower would become possible and some buildings could also be demolished and rebuilt to the same size depending on their existing height). To ensure the potential for redevelopment of these sites, other variations may also be required through a City policy or scheme amendment. In particular, height variations may be necessary. It should however be noted, that in some instances, ownership of multiple dwellings is fragmented, which may impact a site's redevelopment potential.

Figure 51: Modern style multiple dwellings in Maylands (Horizon Apartments)

More recently, new multiple dwelling developments have been constructed in the Maylands Activity Centre. The new developments are designed with attention to street relationship and building articulation as pictured in Figure 51. To date, such developments have been the result of the preparation of site specific scheme amendments and development standards, which take a minimum 12 months to determine. The introduction of the MUHC will facilitate the development of high-quality multiple dwellings within the City without the lengthy processing time.

Design in Centre Locations

The City has a variety of centres, which are generally typified by their construction period. To date, restrictions under TPS 24 and TPS 23 as well as the approach to separating land uses, has limited redevelopment and the inclusion of residential activity into centre locations, although this is expected to change.

Those centres which were developed in the post-war era such as Morley, Noranda and Beechboro Central, have generally been developed for cars. As such, buildings are set back from street frontages with parking at the front and little interaction between buildings and streets. Single-use retail shopping centres have also affected the level of activity on the street and created places without activity into the evening.

Figure 52: Main Street development along Whatley Crescent, Maylands

The design and layout of such centres also generates higher levels of car dependence as it becomes difficult to walk between destinations. As such, pedestrian amenity is generally lacking in these locations which can have associated problems relating to security and safety.

Conversely, the City also has some examples of traditional 'Main Street' development in locations such as Eighth Avenue and Whatley Crescent Maylands, and along King William Street in Bayswater. Many buildings have a strong street interface; with entrances directly opening onto streets and provision of awnings (refer to Figure 52). Parking is either on street or at the rear of buildings.

Nevertheless, there are also examples of poorly designed development in older centres such as Maylands and Bayswater (i.e. supermarkets along Guildford Road, Maylands). These developments fail to address the street by way of having large blank facades, or consist of large parking areas in front of the building, which leaves substantial front setback areas.

The City has undertaken a number of studies which are aimed at improving built form outcomes and addressing land uses in centres including the Maylands Urban Design Framework (UDF) and Morley City Centre Masterplan.

7.5   Heritage

Heritage refers to an individual building or place or group of buildings or places that are historically or culturally significant to a locality, state or nation. For example, buildings that are indicative of the historical development of a locality are considered historically significant and buildings where an important community activity took place or notable person resided are considered culturally significant. On the other hand, character refers to the more general visual relationship between the built form and physical landscape that distinguishes one place from another.

Heritage List and Municipal Heritage Inventory

Heritage buildings in the City are either listed on the State Register of Heritage Places which contains places that are valuable to the whole of Western Australia and/or the City's Municipal Heritage Inventory (MHI) which was developed through a process of community consultation and relates more specifically to the City's heritage.

The Municipal Inventory was endorsed by Council in 2006 and holds an extensive record of heritage properties within the City. There are a number of reasons for listing a place or site on a Municipal Inventory, including:

- To have a record of a City's important, historic places;

- To provide a detailed account of the development of the City of Bayswater over time; and

- To provide a reference tool for Council decision making on sites recognised as having heritage significance (City of Bayswater *Municipal Heritage Inventory October 2006*).

For a property to attain statutory heritage protection, it must either be listed on the State Register of Heritage Places, or be included in the Scheme Heritage List which is adopted under the City's Town Planning Scheme. Importantly, statutory heritage protection does not preclude a place from being redeveloped or demolished but means that the City and Heritage Council of Western Australia will consider the heritage value of that place upon assessment of a development, subdivision or demolition application.

The City also uses incentives to assist owners of properties which are included on the City's Heritage List to retain, restore and/or conserve heritage listed places including the flexible application of statutory requirements and the awarding of heritage grants.

Many key historic sites over the City have been protected and conserved including Ellis House, Halliday House and Albany Bell Castle (refer to Figures 53-55).

Figures 53-55: Ellis House, Halliday House and Albany Bell Castle

Heritage Protection Areas

The City's TPS 24 also provides scope for the inclusion of Heritage Protection Areas (HPAs), although there are no heritage areas currently in place. HPAs can provide special planning control over an area to enhance its cultural heritage significance. A HPA may apply to broad areas with heritage values, or to smaller clusters of homes that represent the traditional development of an area.

There are small areas of housing within the City that have heritage values and that could be included as HPAs. Such areas could include small groups of houses that share particular architectural style(s) that together strongly reflects the City's past development.

As part of this Strategy, an assessment of the City's housing stock was undertaken to determine whether or not there were collections of dwellings that could be of heritage value to the City. This principally involved identification of areas with a group of well preserved examples of traditional housing styles. The assessment also took into account the location of properties on the City's Heritage List. Where there were dwellings in the vicinity of heritage listed properties, the merits of heritage protection of these surrounding homes was given consideration as it was deemed important to look to measures to preserve streetscapes and the heritage values of surrounding properties.

It is noted that HPAs could also extend to cover lots with more recent development in these areas (i.e. non-traditional developments) so that future development would then be required to conform to the heritage controls for the area and add to the overall quality of the precinct. On the other hand, if a group of properties have been identified as having heritage value and they are all on the Heritage List, the application of a HPA has been considered to be unnecessary.

As a result of this assessment, groups of housing along the following streets were identified as having the potential for heritage protection:

- Copley Street, Burnside Street, Murray Street, Hill Street and Slade Street, Bayswater;
- Thirlmere Road, Mount Lawley; and
- Stuart Street and Crawford Road, Maylands.

7.6   Character

Character refers to the visual relationship that exists between the characteristics of the built form and the physical landscape that distinguish one place from another. These characteristics are generally exhibited collectively on a localised basis, resulting in a unique 'feel' for a locality.

Character Protection Areas

Those areas within the City of Bayswater which are considered to have significant character have been designated as 'Character Protection Areas' (CPAs) in TPS 24. Character Protection Areas set out guidelines to promote design which is sympathetic to the prevailing character and streetscape.

This is administered through a policy document, the objectives of which are to:

- Retain and enhance the identified elements that contribute to the identity and character of the area including the built form, topography and natural features;

- Encourage new development to achieve architectural and urban design outcomes that positively contribute to neighbourhood character, having particular regard to the dominant architectural character type of the area;

- Provide a framework for the assessment of development within these important character areas; and

- Provide certainty to landowners and the community about the planning processes for development within Character Protection Areas.

The City's existing CPAs are illustrated in Figure 56 and include Maylands North, Maylands South and Mount Lawley. These areas and their surrounds were given to the City by the City of Stirling in 1998 during municipal boundary realignments. The City of Stirling Character Protection Areas and Guidelines were adopted by the City of Bayswater at this time to address these areas.

In undertaking a review of character protection as part of the Local Housing Strategy, the following elements have been considered:

- Whether it is appropriate to establish new and/or modify existing CPAs.

  As part of this, an audit has been undertaken of the City's housing stock to identify opportunities for CPAs to enhance the character values of residential areas.

- Key elements which contribute to the character over existing and potential CPAs and identification of elements that could be included in revised design guidelines for these areas.

  Significantly, this responds to the need to review existing guidelines as they have often been ineffective in delivering development that positively contributes to local character. For instance, there have been examples of developments in CPA areas that, whilst conforming to the CPA guidelines, have also been developed in a style that shows little relationship to the prevailing character style.

As part of undertaking the review of the assessment of the housing stock, criteria were devised to determine areas where character should be protected. The criteria include:

- Locations where a streetscape or collection of streets have a high degree of consistency relating to the scale and proportioning of housing, housing style and typical housing features; or

- Where there is minimal evidence of infiltration of contrasting development styles into the streetscape; or

- Where there is a broader area with a prevailing style of housing as defined by elements of the housing scale, form, key features or materials of construction. That is, there may not be a particular street where the housing is completely consistent, but there is a prevailing housing form over the area which is worthy of retention.

Figure 56: Existing Character Protection Areas

Maylands North
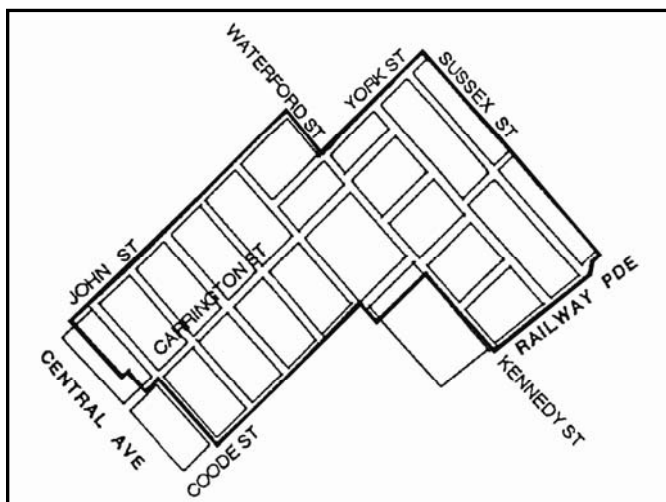
Maylands South
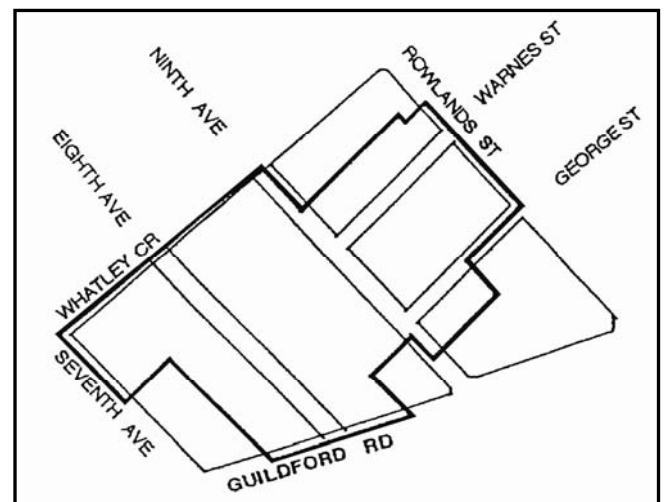
Mount Lawley
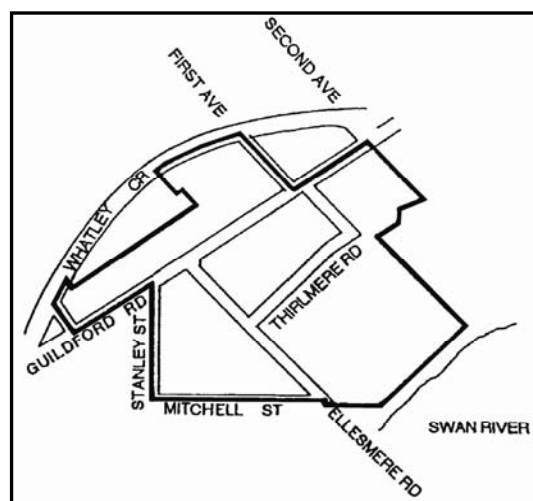
This criteria differs from that used to identify possible heritage protection areas, as the heritage protection areas specifically consist of areas with intact collections of houses that represent a particular development style of the past. Furthermore, CPAs are generally larger areas (such as streetscapes and parts of suburbs) where there is a prevailing development theme as opposed to smaller collections of homes that demonstrate a high degree of design consistency. It should be noted that HPAs and CPAs can overlap in area.

Five (5) areas over the City of Bayswater have been identified as having character values that warrant consideration for character protection measures; these include some areas that are already CPAs. These areas are illustrated in Figure 57. Table 6 outlines the character elements of each area as well as features of the built form which could be incorporated into character protection guidelines for the area.

Importantly, landowner and community input would be required to determine whether CPAs and controls would be appropriate. Landowner and community consultation will form an important part of examining the review of or introduction of CPAs.

Figure 57: Map of potential Character Protection Areas
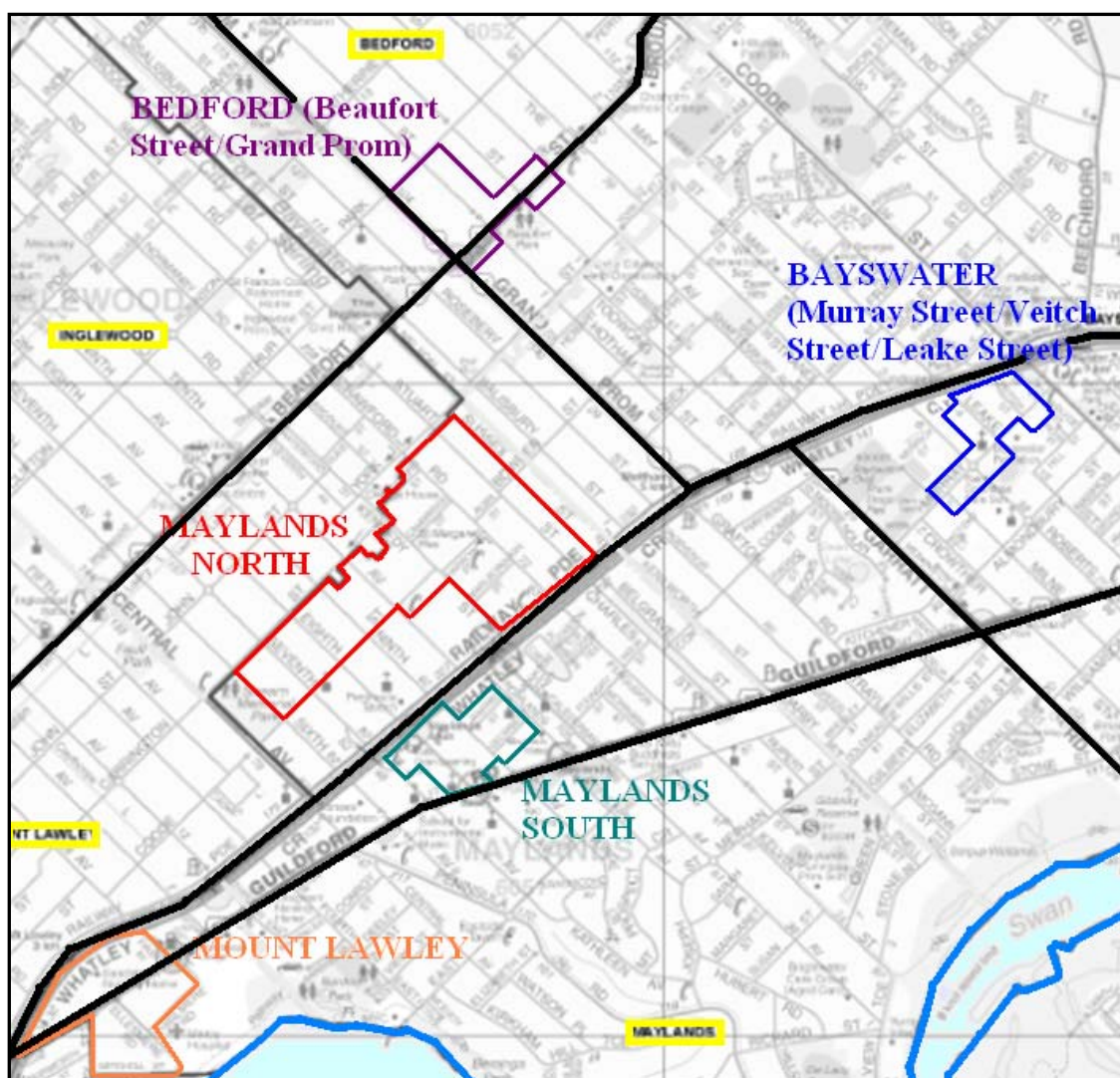
Table 6: Character features of potential Character Protection Areas in the City of Bayswater

MAYLANDS NORTH (Existing Character Protection Area)

Description:

Common housing styles include Worker's Cottages, Federation Bungalows, Californian Bungalows and Federation Queen Anne.

Key Character Features:

- Generally single storey development;
- Highly consistent front setbacks;
- Houses towards front of lot;
- Small side setbacks;
- Open views onto street / Homes address street;
- Dominant front verandah;
- Eaves;
- Window awnings;
- Gabled and hipped roofs with finials;
- Timber/brick construction;
- Tin/tiled roofs;
- Low/open style fences (if at all);
- Chimneys; and
- Ornamental bracketing.

Examples:

MAYLANDS SOUTH (Existing Character Protection Area)

Description:

The area consists of both residential and commercial areas, and has an eclectic mix of building styles including Federation Queen Anne, California Bungalows and Workers Cottages.

Key Character Features:

- Generally single storey development;
- Highly consistent front setbacks;
- Houses towards front of lot;
- Open views onto street / Homes address street;
- Dominant front verandah;
- Eaves;
- Window awnings;
- Vertical emphasis to windows and openings;
- Hipped and gabled roofs with finials;
- Timber/brick construction;
- Tin/tile roofs;
- Low/open style fences (if at all);
- Chimneys; and
- Ornamental bracketing.

Examples:

MOUNT LAWLEY (Existing Character Protection Area)

Description:

Area is one of the few representations in the City which has examples of Federation Bungalows, Federation Queen Anne Inter-war Californian Bungalow and Inter-war Domestic Revival style houses, with a high proportion of larger lots as well as grander and larger homes.

Key Character Features:

- Dwellings setback five to ten metres from the street boundary;
- Open views onto street / Homes address street;
- Dominant front verandah;
- Eaves;
- Hipped and gabled roofs with finials;

- Red brick and render, red tiles;
- Low/open style fences (if at all);
- Chimneys;
- Ornamental bracketing; and
- Street facing gables.

Examples:

BEDFORD (BEAUFORT STREET/GRAND PROMENADE/DRUMMOND STREET AREA)

Description:

Intact collection of inter-war housing styles and largely intact streetscapes with Californian Bungalow, Inter-war Californian Bungalows, Inter-war Spanish Mission and Inter-war Functionalist character designs.

Key Character Features:

- Generally single storey development;
- Generally large setbacks and small side setbacks (approximately one metre);
- Open views onto street / Homes address street;
- Dominant front verandah with masonry posts
- Window awnings;

- Pitched roofs;
- Red brick/cream render;
- Limestone footings;
- Chimneys; and
- Low/open style fences (if at all).

Examples:

BAYSWATER (WHATLEY CRESCENT/LEAKE STREET/VEITCH STREET/MURRAY STREET AREA)

Description:

Area consists of a variety of housing types and styles transcending the period 1900-1945 including Timber Workers Cottage, Federation Bungalows, Californian Bungalows and Domestic Revival Bungalows.

Key Character Features:

- Generally single storey development;
- Highly consistent street setbacks;
- Open views onto street / Homes address street;
- Dominant front verandah;
- Window awnings;
- Hipped and gabled roofs with finials;

- Timber/brick construction;
- Tin/tile roofs;
- Open/low style fencing (if at all);
- Chimneys;
- Ornamental bracketing;
- Street facing gables; and
- Retained or stilt format development.

Examples:
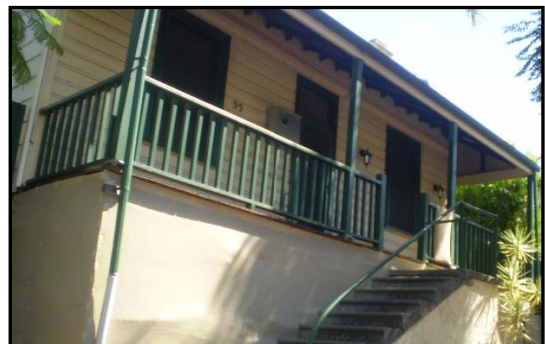
The Maylands Activity Centre Zone scheme amendment, reviewed the character protection development standards in place over the 'Character Residential Area' Precinct of the zone (refer to Figure 58). This area aligns with the residential component of the 'Maylands South CPA'. It is intended that new development in the area will enhance the identity and character of the Precinct which is characterised by an eclectic mix of building styles including Federation Bungalows, Queen Anne and Traditional Workers Cottages, typified by pitched roof forms, well articulated facades, orientation of the dwelling to the street, front verandah, vertical emphasis to windows, window awnings, eaves, chimneys and coloured banding.

Other areas over the City of Bayswater can also be argued to have a degree of character. For instance, Morley and Noranda are generally characterised by low-density development, wide streets and large front setbacks. Yet, there is a high mix of development styles and accordingly these areas were not considered further regarding the possible introduction of character protection measures. Similarly, many parts of the City's older suburbs such as Bayswater and Maylands, have not been considered for character protection due to the high level of infiltration of development of varying styles.

Figure 58: Character Residential Area in Maylands Activity Centre Zone
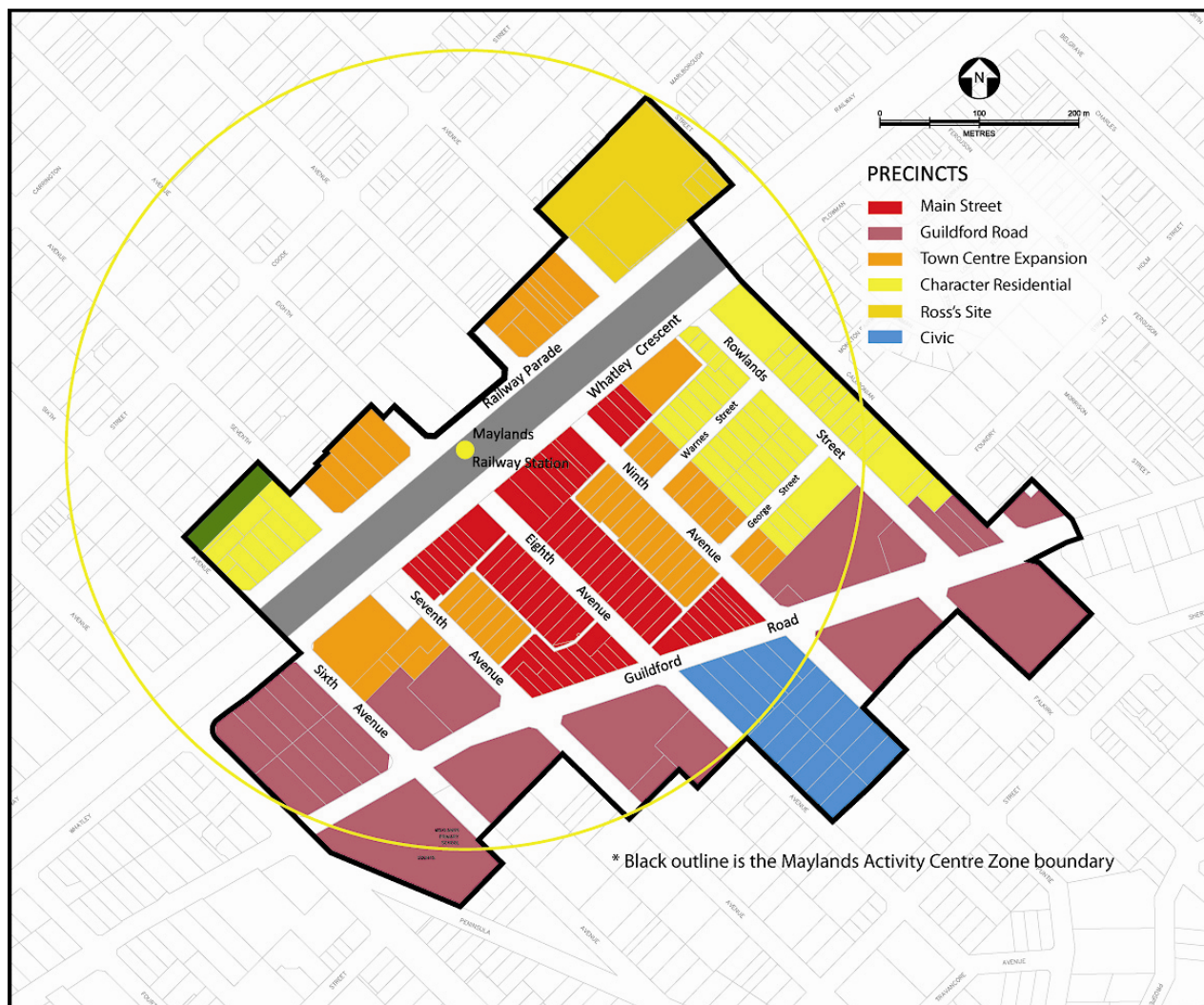
Character Housing Styles

A number of housing styles contribute to the general character of the residential areas. The more common housing styles across the City that contribute to character are profiled below.

Timber Workers Cottage 1901-1920

Timber Workers Cottages are generally a single storey, symmetrical building, with a full width or wrap-around verandah, often with windows located on either side of a central door. Traditionally located to the front of the lot, front gardens were more minimal and fencing was generally low (*Archicentre, 2008*).

Figures 59-60: Key features of Timber Workers Cottages
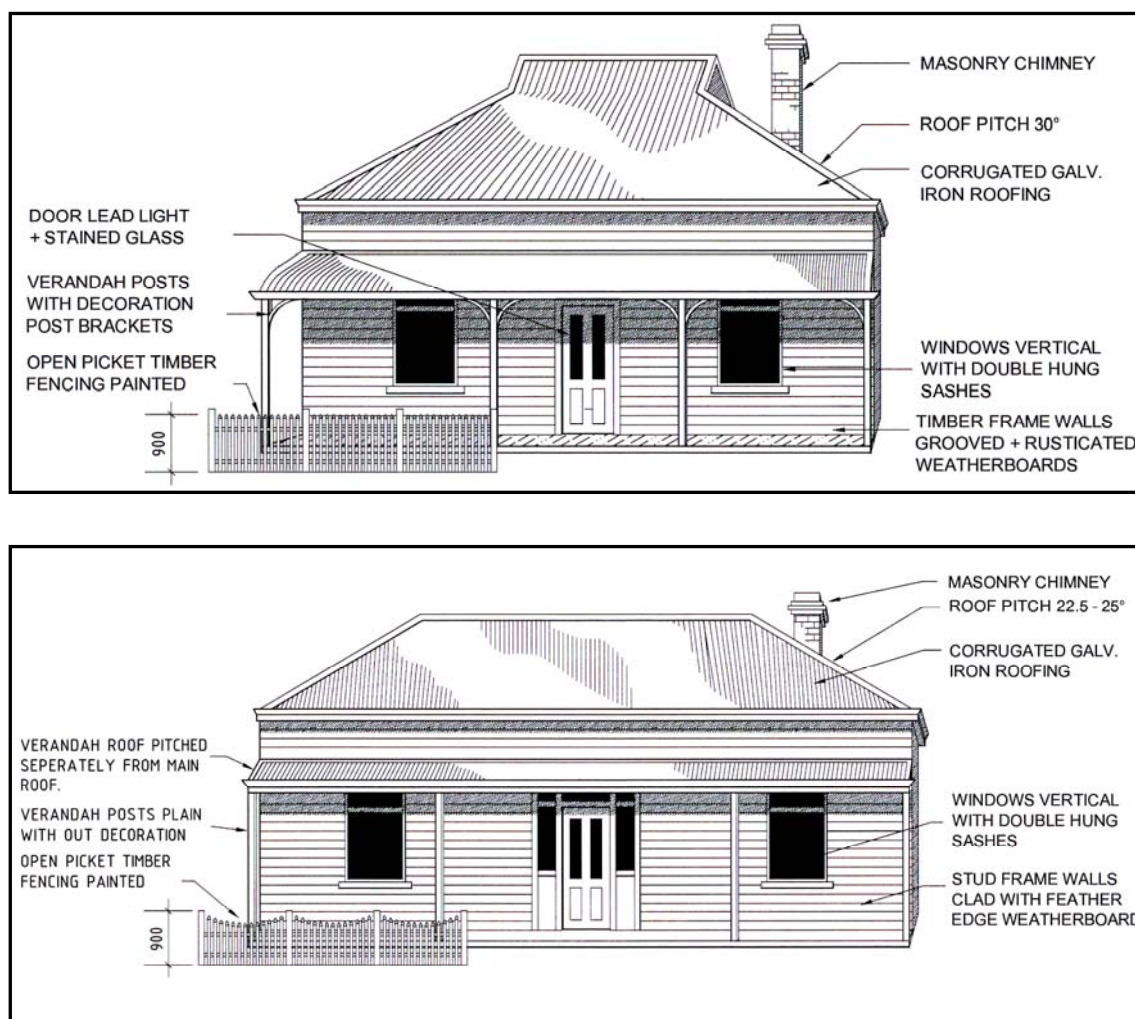
Federation Queen Anne 1901-1918

Federation Queen Anne was the dominant architectural style from 1890-1915. The style was imported from Britain and the United States and was inspired by 'Old English' and 'Anglo-Dutch' styles of urban domestic buildings. The Federation Queen Anne is a picturesque style which often features ornamental valances, wide verandah, bay windows and tall chimneys (Apperly, Irving and Reynolds 1989, p132-135).

Figure 61: Key features of Federation Queen Anne
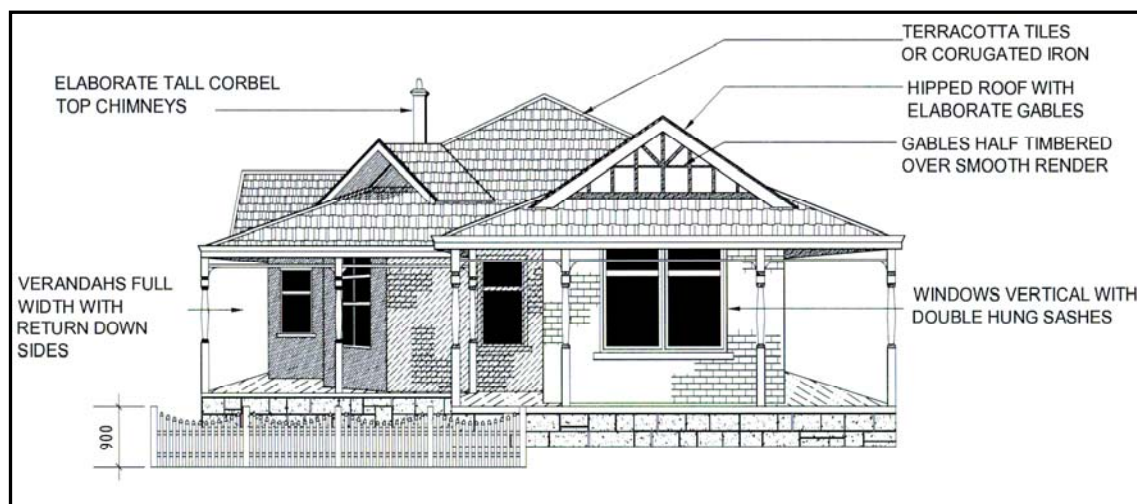
Federation Bungalow 1901-1918

The style is typified by simple massing and a broad simple roof which extend over the verandah. Special features include tall chimneys and often elaborately decorated gables with finials. The style also typically includes solid walls with small proportioned windows. Informal lawns and gardens were the dominant setting type for these typically single storey dwellings (Apperly, Irving and Reynolds 1989, p143-147).

Figure 62: Key Features of Federation Bungalow

Inter-war Domestic Revival Bungalow 1920-1939

The Inter-war Domestic Revival Bungalow is a style which is outdoor orientated and shows a relaxed lifestyle style through the use of earthy materials such as brick, stone, roughcast and timber; the style incorporates steeply pitched roofs, exposed eaves and is built on limestone foundations. This style is generally located within informal gardens and lawns (Apperly, Irving and Reynolds 1989, p 206-209; Curl, n.d).

Figure 63: Key features of Inter-war Domestic Revival Bungalow
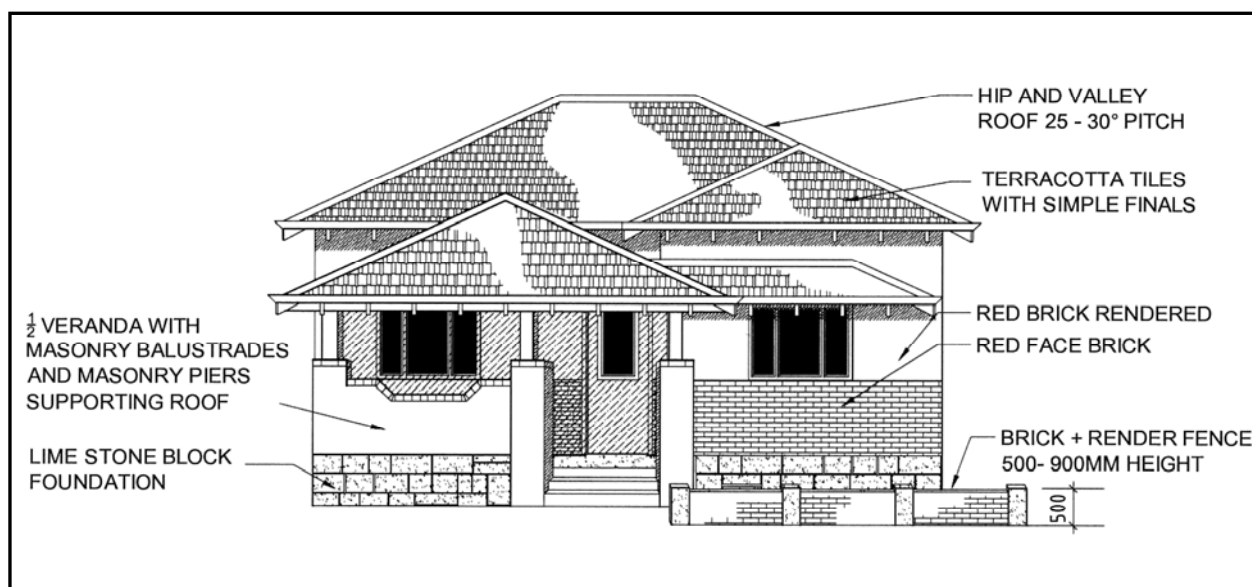
Inter-war Californian Bungalow 1915-1940

The Inter-war Californian Bungalow is directly influenced by American life and popular culture, particular in relation to California due to the similar climate, topography, vegetation and the simultaneous discovery of gold. Similarly to the Inter-war Domestic Revival Bungalow, the style is outdoor orientated and shows a relaxed lifestyle through the use of earthy materials such as brick, stone, roughcast and timber; low pitched roofs with large eaves. This style is generally located within informal gardens and lawns (Apperly, Irving and Reynolds 1989, p 206-209).

Figure 64: Key features of Inter-war Californian Bungalow
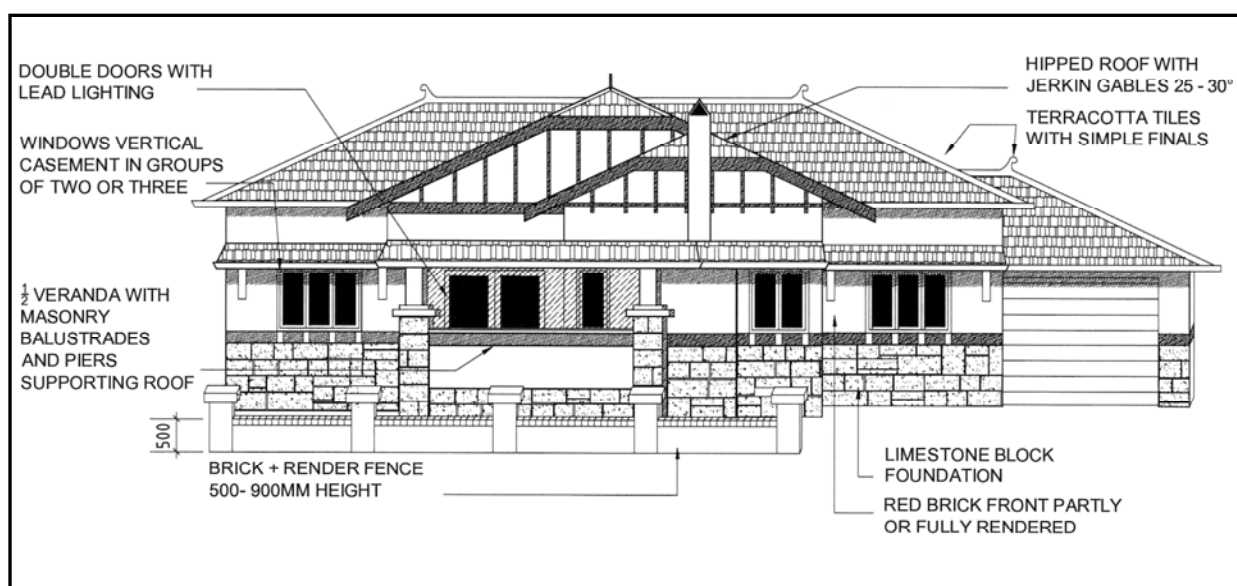
7.7 Home Based Businesses

Ongoing changes to the workplace and society have led to a renewed focus on working from home and operating small-scale businesses from dwellings in residential areas. There is a wide array of businesses that may seek to operate from home, ranging from a basic home office without customers to businesses with regular client visitation. Small scale businesses in residential areas can:

- Provide local employment opportunities;

- Support 'Safer Communities' by encouraging more day time activity in residential areas;

- Potentially reduce commuter traffic; and

- Support the local economy.

TPS 23 and TPS 24 provide for four (4) categories of home based business:

- "Home Office";

- "Home Occupation";

- "Home Business"; and

- "Cottage Industry".

The various categories of home based businesses provide flexibility for a range of small-scale business activities to operate across the City's residential areas. It is considered that the City should continue to encourage small scale business activities in residential areas where there is no adverse impact on the amenity of the locality.

8. HOUSING PRECINCTS

In order to allow for a more detailed analysis of the study area, the City was divided into geographical precincts as shown in Figure 65 below. Each precinct includes a brief description of current housing stock, predominant zoning, major roads, employment opportunities within or adjacent to each precinct, population, non-residential land uses and public transport.

These precinct boundaries were an analysis and management tool only. All data was based on the 2006 Census.

Figure 65: Allocations of Precinct Areas across the City of Bayswater

8.1   Precinct One
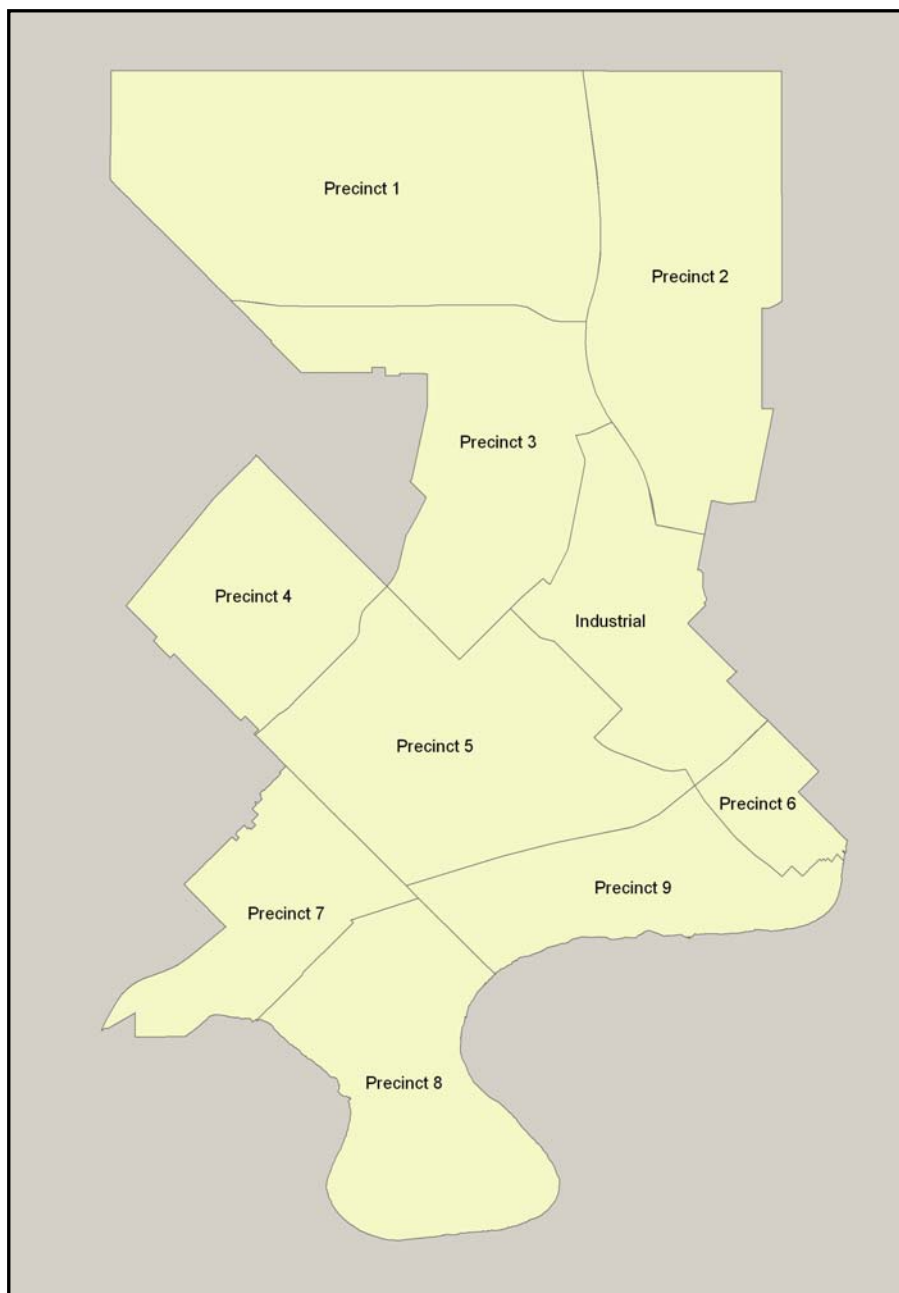
Dwelling Type in Precinct One
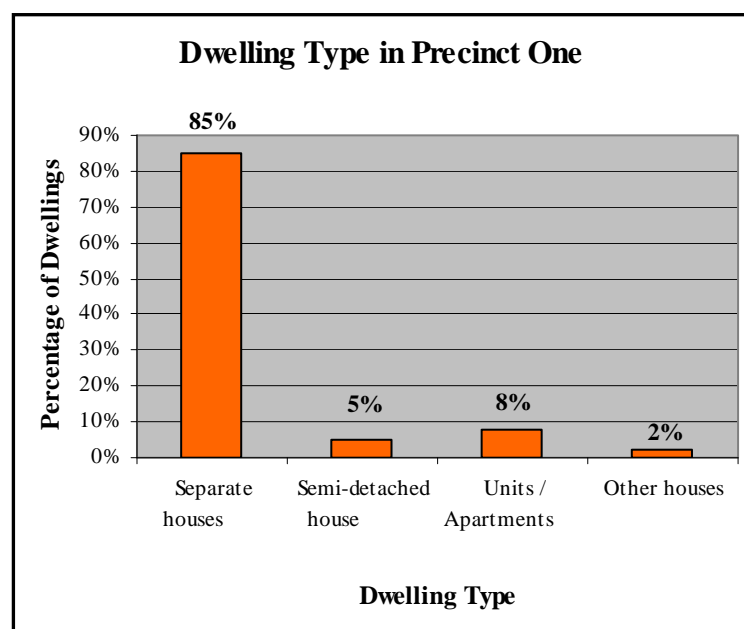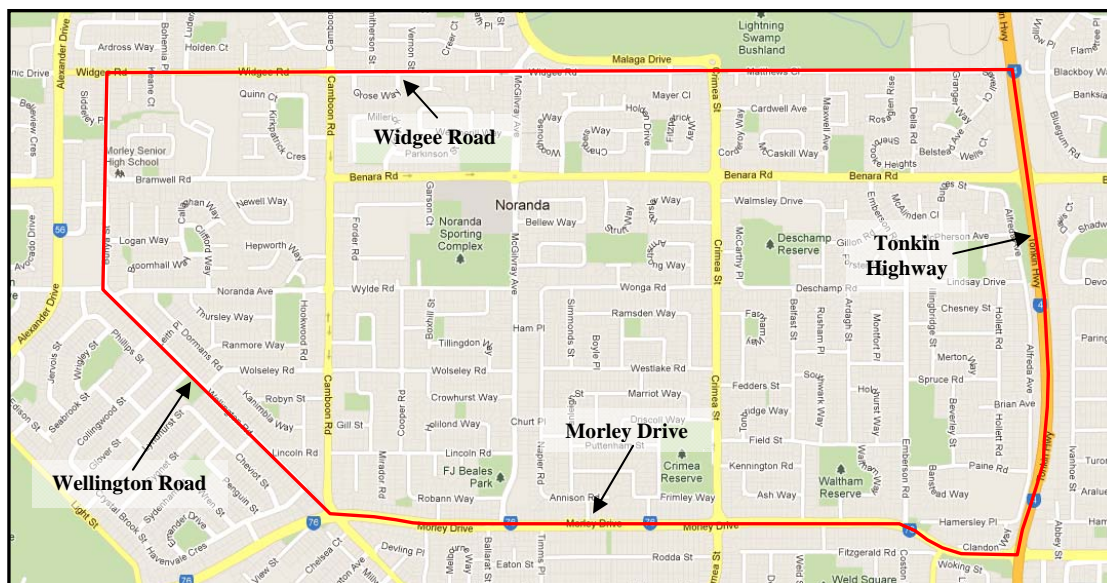
Precinct One incorporates land within the suburbs of Noranda and the northern part of Morley. It is bounded by the Tonkin Highway to the east; Darwin Crescent/Wandoo Road/ Blackboy Way/ Sewell Court /Matthews Close/Widgee Road to the north; Bunya Street/ Wellington Road to the west; and Morley Drive to the south.

Current Housing

Total Number of Dwellings: 4,571

85% of the dwellings are single houses.

Current Zoning

The northern half of the precinct is generally zoned R17.5/25; with the southern half generally zoned R20/25.

There are smaller pockets zoned R30 and R40 dispersed throughout the precinct.

Major Roads

Morley Drive, Benara Road, Camboon Road, McGilvray Avenue, Emberson Road and Crimea Street.

Employment

Employment opportunities within Precinct One include minor retail and commercial facilities located within the area.

Household Formation in Precinct One

Legend:
- Lone person household — 21%
- Group household — 2%
- Couple no children — 29%
- Family with children — 47%
- Other — 1%

Persons per Household in Precinct One

Number of Persons per Household	Percentage
1	21%
2	34%
3	17%
4	18%
5	8%
6 or more	2%
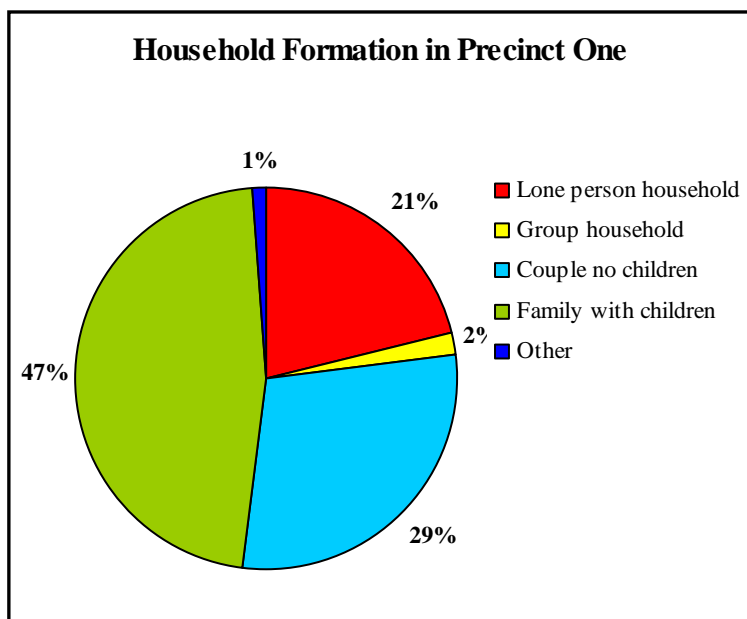
Demographics

Total Population (2006): 12,639

55% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

The precinct contains one (1) high school, three (3) primary schools, Morley Pre Primary Centre, Medical Centre, Noranda Village Aged Care, Noranda Child Health Clinic, Noranda Community and Family Centre, Morley/Noranda Recreation Centre, Noranda Hills Nursery, six church facilities and Noranda Shopping Village
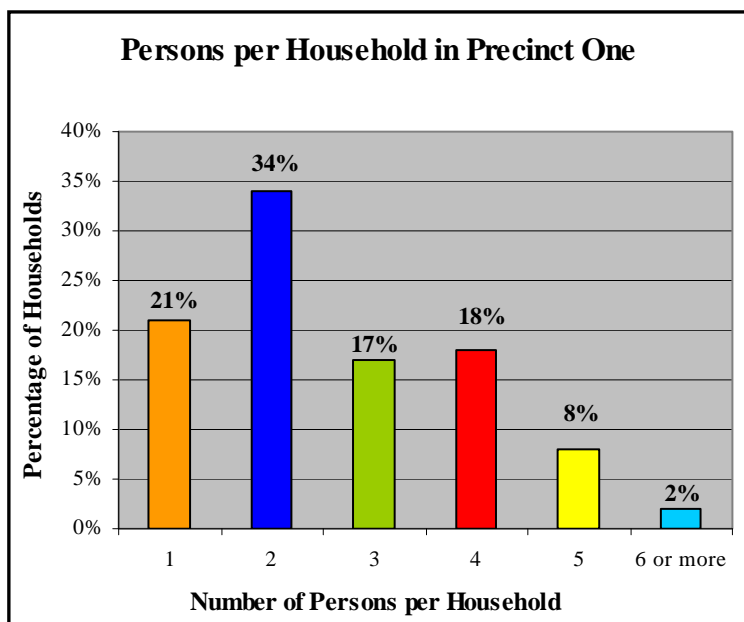
Public Transport

Precinct One is serviced by various bus routes. Bus services cater primarily for facilities within the area including Morley Senior High School, Noranda Shopping Village and sporting complexes. The bus network has linkages with Morley City Centre and Mirrabooka.

Other

There are sixty Pedestrian Access Ways (PAW's) and a number of drainage reserves located in Precinct One.

Age Distribution in Precinct One Compared with City of Bayswater Total & Perth Metro Area (ABS 2006)			
Age Group	Precinct One	CoB Total	Perth
0-4	6%	6%	6%
5-14	12%	10%	13%
15-19	7%	6%	7%
20-34	20%	23%	21%
35-54	28%	29%	29%
55-64	14%	11%	11%
65+	13%	15%	13%

Precinct One: Topography, features and opportunities map

🟢	Park / reserve	☆	Development Potential
🔵	High School	〰️	Vibrant main streets
🔵	Primary School	★	Train Station
🟡	Pre-Primary School	➡️	Potential Views
🟠	Childcare	......	Train Line
⚪	Aged Persons Accommodation	—	Major Road
🔵	Shopping area	—	Precinct Boundary

8.2 Precinct Two
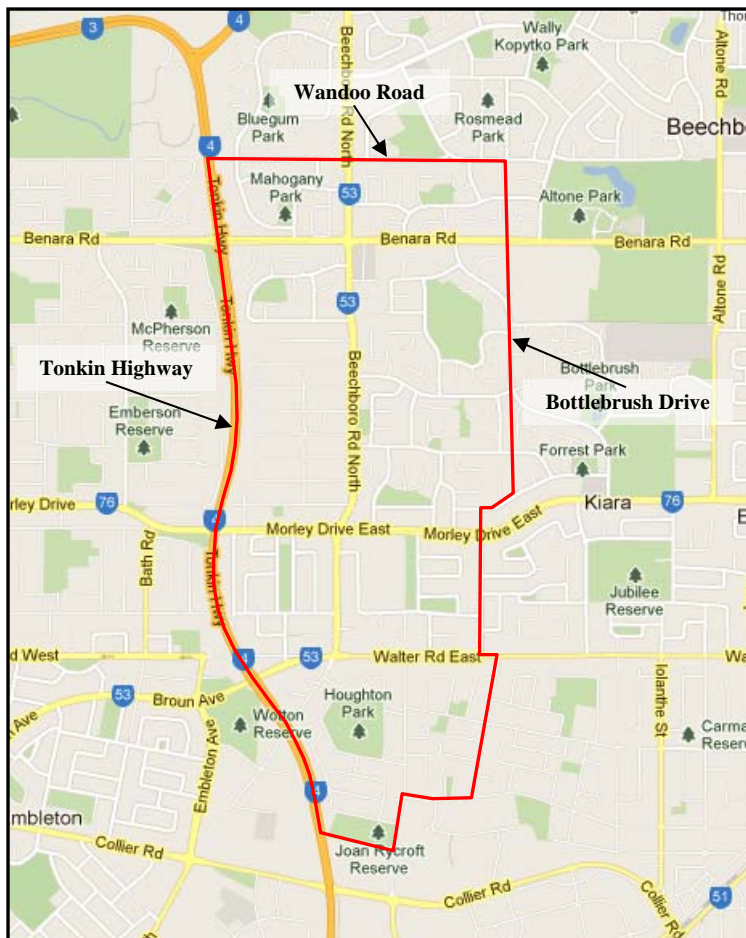
Precinct Two incorporates land in the north-eastern part of Morley, northern corner of Embleton and the northern part of Bayswater. Precinct Two is bound by the Tonkin Highway to the west; Wandoo Road to the north; Bottlebrush Drive to the east; and Shalford Street to the south.

Current Housing

Total Number of Dwellings: 3,160

89% of the dwellings in the precinct are single houses with only 1% units or apartments.

Current Zoning

The majority of the precinct is zoned R17.5/25 or R20/25. There are smaller pockets zoned R20, R30 and R40 dispersed throughout the precinct.

Major Roads

Beechboro Road North, Benara Road, Walter Road East and Morley Drive.

Employment

Employment opportunities within Precinct Two include; the industrial area to the south of the precinct, existing commercial areas of Walter Road and Beechboro Road Urban Village and Beechboro Shopping Urban Village (the corner of Beechboro and Benara Roads).

Demographics

Household Formation in Precinct Two

- 1%
- 18%
- 3%
- 28%
- 50%

Legend:
- ■ Lone person household
- ■ Group household
- ■ Couple no children
- ■ Family with children
- ■ Other

Persons per Household in Precinct Two

Percentage of Households vs Number of Persons per Household:
- 1: 18%
- 2: 36%
- 3: 18%
- 4: 18%
- 5: 7%
- 6 or more: 3%

Age Distribution in Precinct Two Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Two	CoB Total	Perth
0-4	5%	6%	6%
5-14	13%	10%	13%
15-19	8%	6%	7%
20-34	19%	23%	21%
35-54	30%	29%	29%
55-64	12%	11%	11%
65+	13%	15%	13%

Demographics

Total population (2006): 8,646

54% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

Non-residential land uses within the precinct include, Hampton Senior High School; Salvation Army Community Centre; Carramar Village Aged Persons Accommodation; Little Buddies Childcare; Carramar Community Centre; seven business centres; and General and Light Industry Areas.
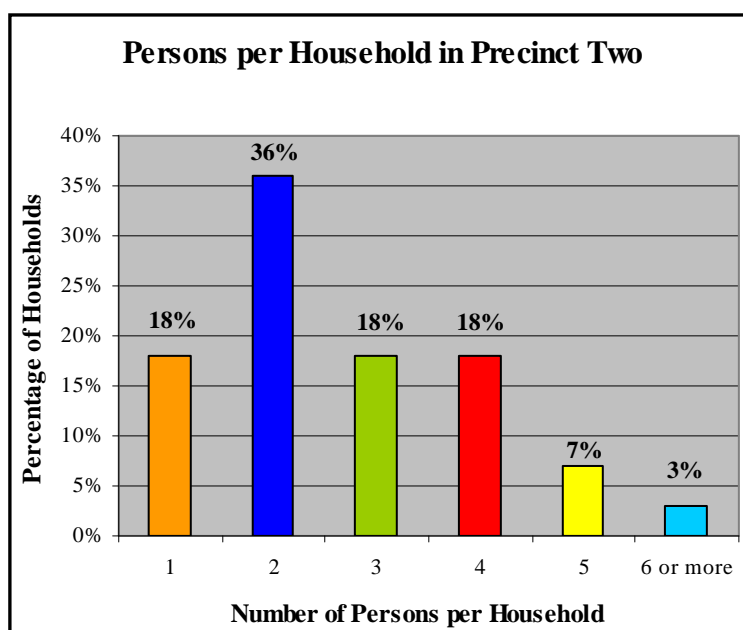
Public Transport

Precinct Two is serviced by various bus routes. The major bus routes are located along Walter Road, Morley Drive, Benara Road and Beechboro Road. The bus network has linkages with Hampton Senior High School, Beechboro Central and Morley Bus Station.

Other

There are nineteen PAW's and a number of drainage reserves located in the Precinct Two.

Precinct Two: Topography, features and opportunities map
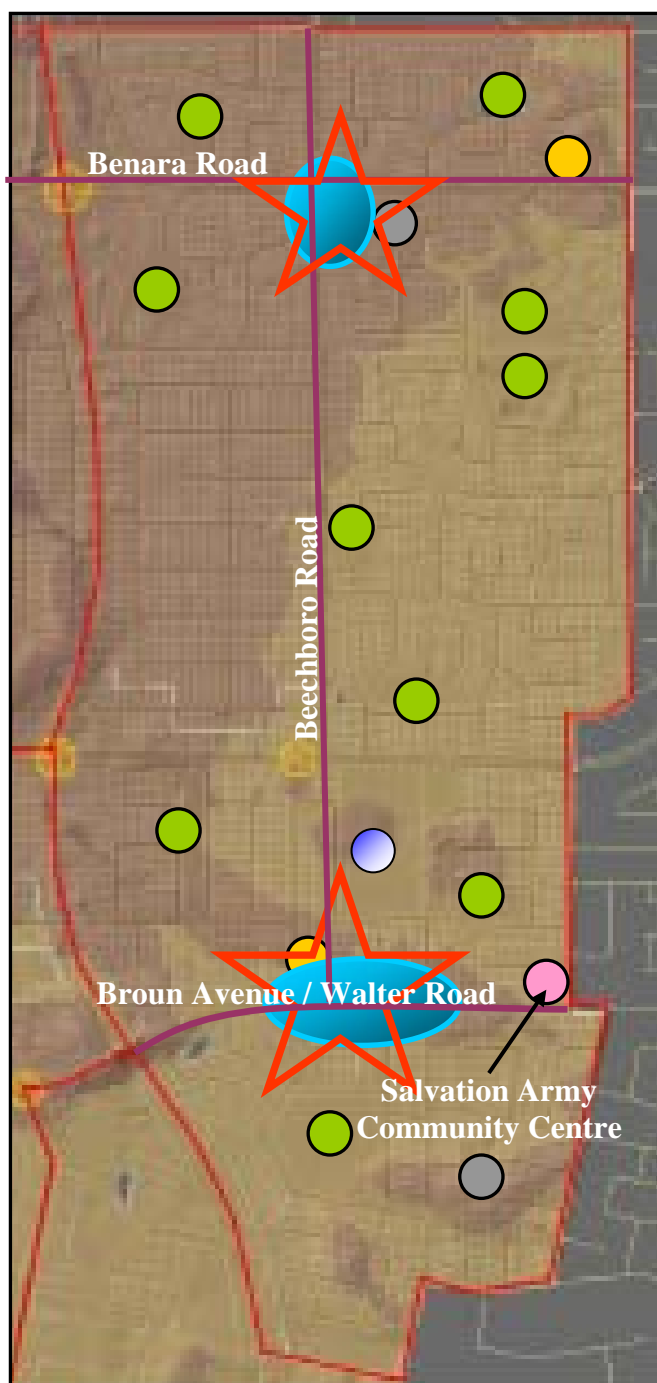
☆	Development Potential
〰️	Vibrant main streets
★	Train Station
➤	Potential Views
•••••	Train Line
—	Major Road
—	Precinct Boundary

🟢	Park / reserve
🔵	High School
🔵	Primary School
🟡	Pre-Primary School
🟠	Childcare
⚫	Aged Persons Accommodation
🔵	Shopping area

8.3   Precinct Three

Dwelling Type in Precinct Three
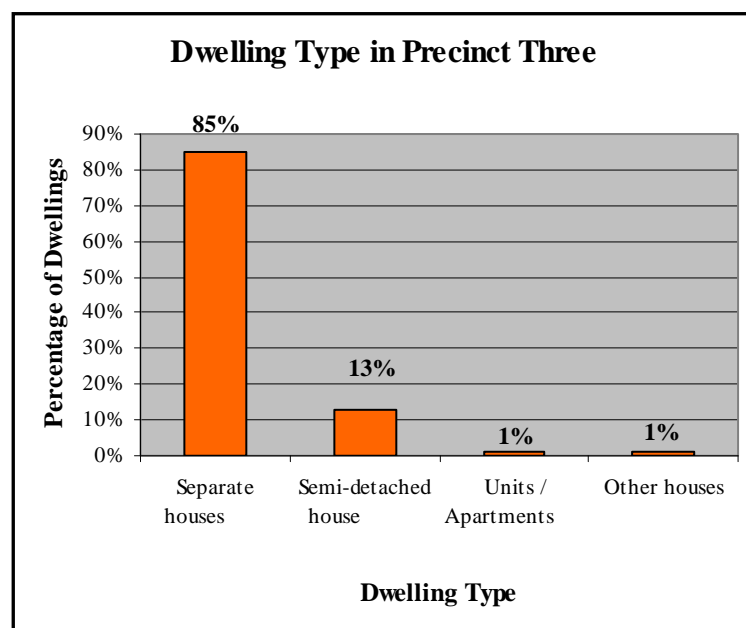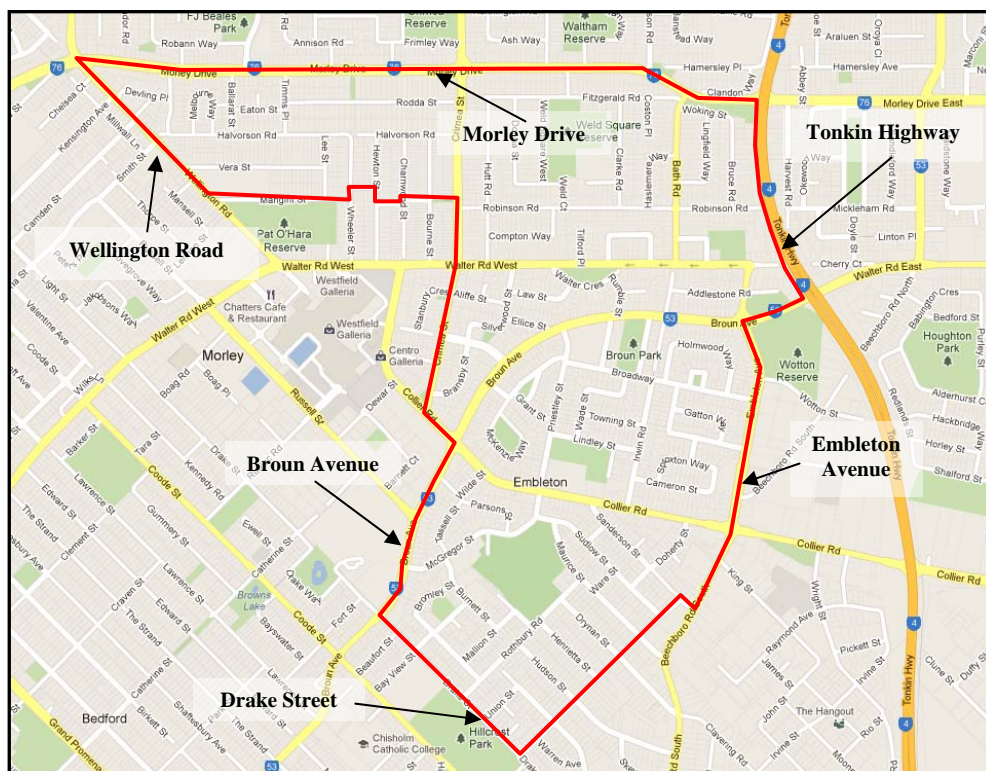
Precinct Three incorporates land within the southern part of Morley and the majority of Embleton. It is bounded by Morley Drive to the north; Tonkin Highway; Embleton Avenue and Langley Road to the east; Wellington Road, Robinson Road, Crimea Street and Broun Avenue to the west; and Drake Street to the south. The Morley City Centre is located on the western boundary of the precinct.

Current Housing

Total Number of Dwellings: 2,800

85% of the dwellings are single houses.

Current Zoning

The majority of Precinct Three is zoned R20/25.

Major Roads

Tonkin Highway, Crimea Street, Morley Drive, Collier Road and Broun Avenue.

Household Formation in Precinct Three

Legend:
- Lone person household (27%)
- Group household (4%)
- Couple no children (29%)
- Family with children (38%)
- Other (2%)

Persons Per Household in Precinct Three

Number of Persons per Household	Percentage
1	27%
2	38%
3	15%
4	13%
5	4%
6 or more	3%
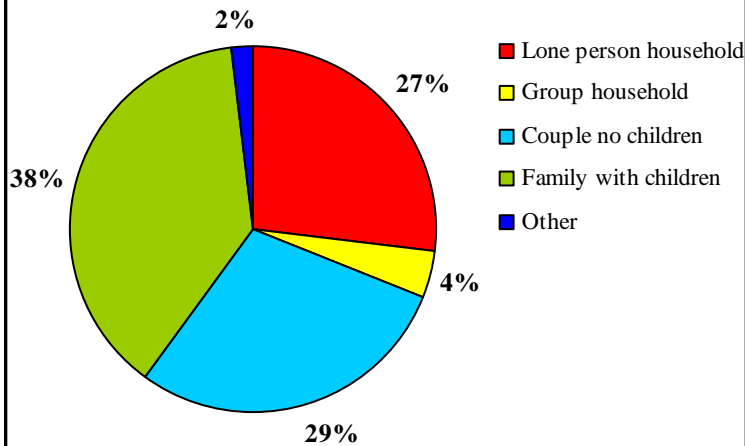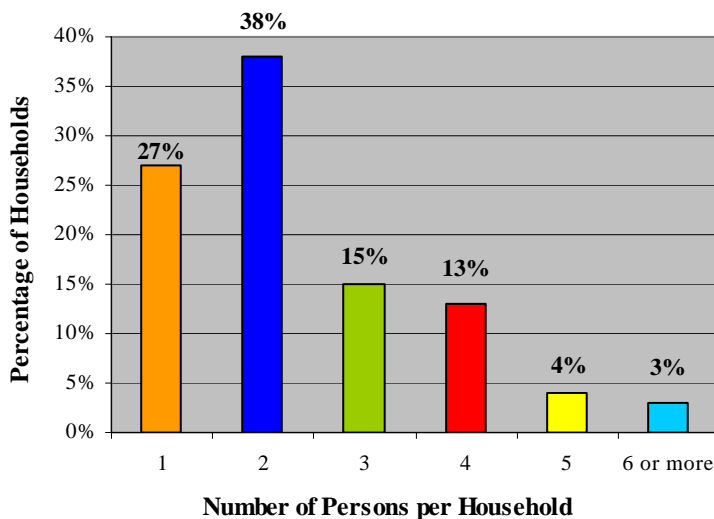
Age Distribution in Precinct Three Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Three	CoB Total	Perth
0-4	6%	6%	6%
5-14	11%	10%	13%
15-19	6%	6%	7%
20-34	22%	23%	21%
35-54	26%	29%	29%
55-64	11%	11%	11%
65+	18%	15%	13%

Employment

There are limited employment opportunities within the precinct given its proximity to Morley City Centre.

Demographics

Total population (206): 12,639

65% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

Non-residential land uses within the precinct include Morley Primary School, Weld Square Primary School, Embleton Primary School, Rossi Child Care Centre, Silverwood Child Care Centre, Taylor-Dallimore Village, Embleton Care Facilities, City of Bayswater Hostel, Embleton Golf Course, Bayswater Waves Recreation Facility. Additionally there are five (5) churches, and multiple offices, service station and business lots.

Public Transport

Bus services predominantly occur along Morley Drive, Walter Road, Collier Road, Broun Avenue and Crimea Street. Bus services connect the precinct to Midland and Bassendean train stations, Perth CBD, Ellenbrook and Beechboro.

Other

There are three (3) PAW's located within Precinct Three.

.

Precinct Three: Topography, features and opportunities map

	Park / reserve		Development Potential
	High School		Vibrant main streets
	Primary School		Train Station
	Pre-Primary School		Potential Views
	Childcare		Train Line
	Aged Persons Accommodation		Major Road
	Shopping area		Precinct Boundary

8.4   Precinct Four
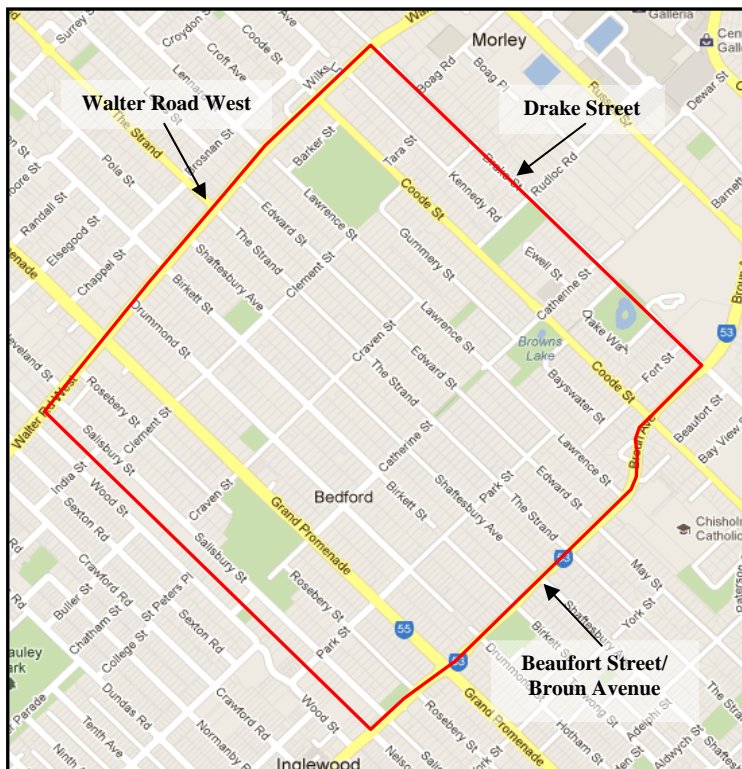
Precinct Four incorporates land within the suburb of Bedford and a small part of Morley.

Precinct Four is bounded by Drake Street to the North East; Beaufort Street/Broun Avenue to the south east; Walter Road West to the north west; and includes the residential properties along the south-western side of Salisbury Street. Morley City Centre is located to the north east of the precinct.

Current Housing

Total Number of Dwellings: 1,841

92% of the dwellings are single houses.

Current Zoning

The majority of Precinct Four is zoned R20/25. The area adjacent to Walter Road West is zoned R40. There are smaller areas within the precinct that are zoned R30 and R40.

Employment

There are limited employment opportunities within the precinct given its location to Morley City Centre
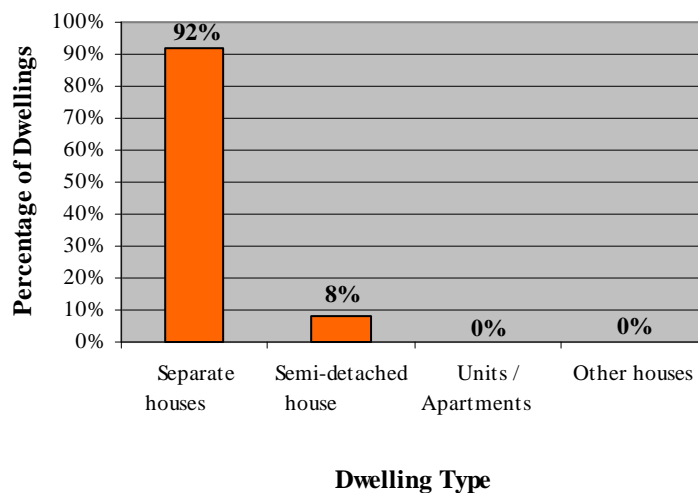
Household Formation in Precinct Four

1%

27% — Lone person household
4% — Group household
27% — Couple no children
41% — Family with children
— Other

Legend:
- ■ Lone person household
- ■ Group household
- ■ Couple no children
- ■ Family with children
- ■ Other

Persons per Household in Precinct Four

Number of Persons	Percentage of Households
1	26%
2	36%
3	16%
4	15%
5	5%
6 or more	2%
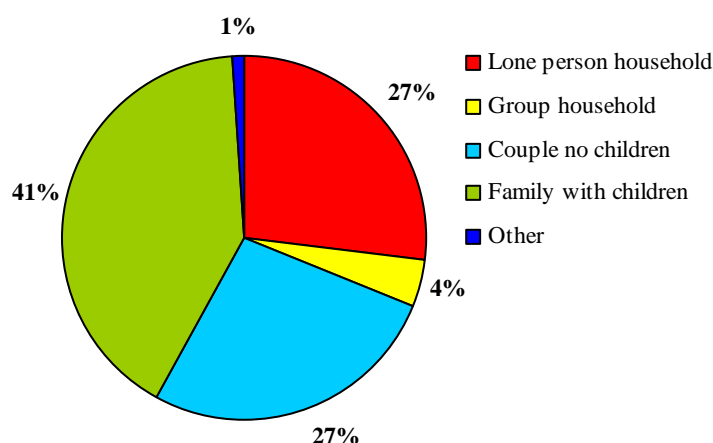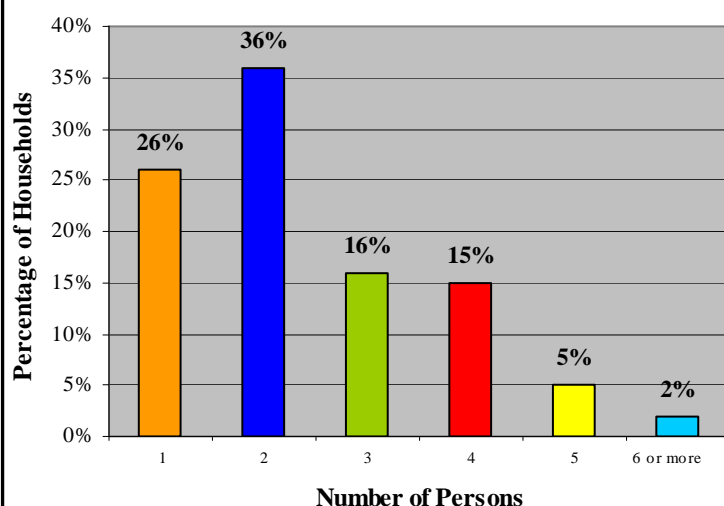
Age Distribution in Precinct Four Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Four	CoB Total	Perth
0-4	6%	6%	6%
5-14	12%	10%	13%
15-19	7%	6%	7%
20-34	20%	23%	21%
35-54	29%	29%	29%
55-64	11%	11%	11%
65+	15%	15%	13%

Demographics

Total population (2006): 4,012

62% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

The precinct contains services which include St Peters Primary School, Tara Street Pre-School, Salisbury Child Care Centre, two bowling centres, Salisbury Retreat aged care facility, Umbrella Multicultural Community Care services, three religious facilities and multiple business lots.

Public Transport

Precinct Four is serviced by various bus routes. The area has access to multiple bus routes, particularly via the Morley Bus Station and including the 98/99 circle route. The majority of bus services link the area to Mirrabooka Bus Station and Perth.

Other

There are no PAWs located within the Precinct.

Precinct Four features a regular grid street network which makes it easier for pedestrians and cars to move around the area.

Precinct Four: Topography, features and opportunities map

🟢	Park / reserve	☆	Development Potential
🔵	High School	▨	Vibrant main streets
🔵	Primary School	★	Train Station
🟡	Pre-Primary School	➤	Potential Views
🟠	Childcare	┈┈	Train Line
⚪	Aged Persons Accommodation	──	Major Road
🔵	Shopping area	──	Precinct Boundary

8.5   Precinct Five

Dwelling Type in Precinct Five
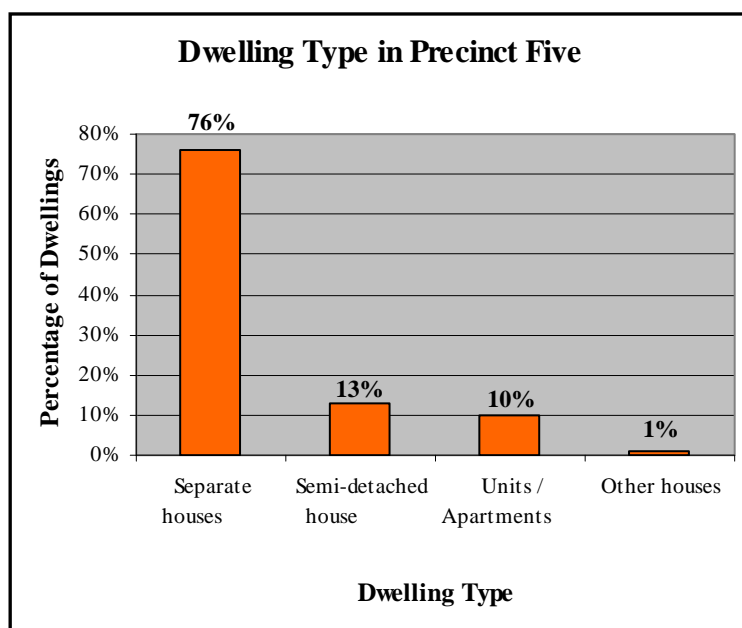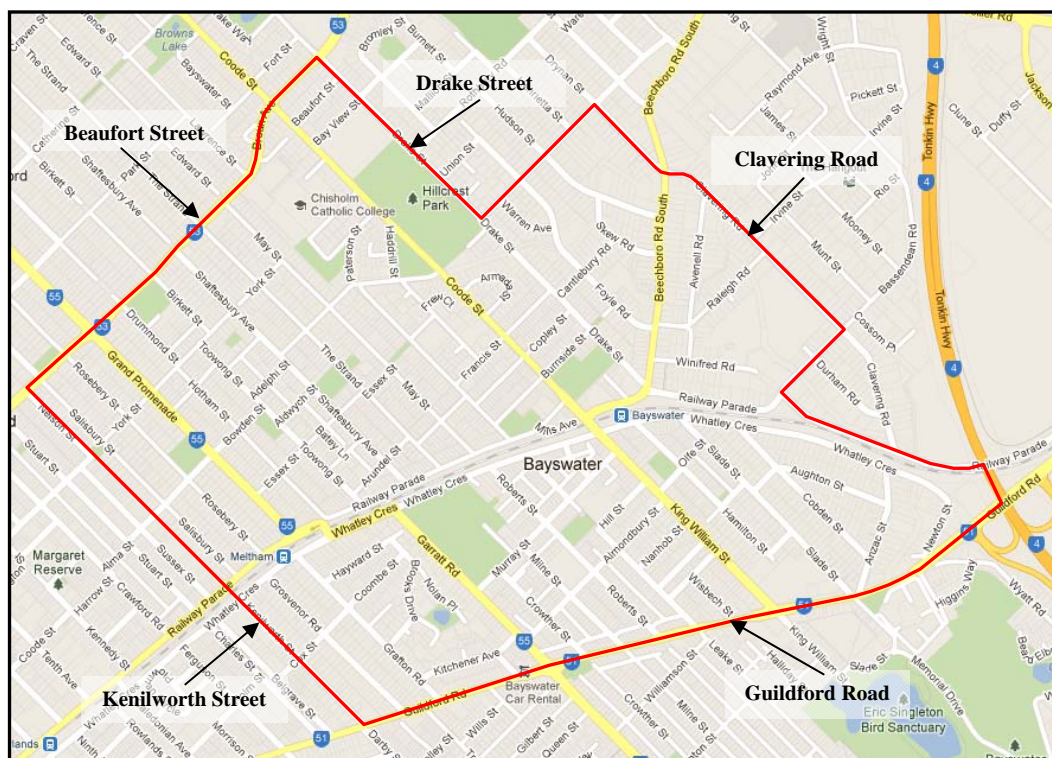
Precinct Five incorporates land within the suburbs of Bayswater and Bedford. It is bounded by Clavering Road and Drake Street to the north east; Guildford Road to the south; Kenilworth Street to the south west; and Beaufort Street/Broun Avenue to the north west.

Current Housing

Total Number of Dwellings: 4,571

Single houses comprise 76% of the total housing stock.

Current Zoning

The majority of Precinct Five is zoned R25 and R17.5/25

Major Roads

Guildford Road, Coode Street and Beechboro Road South.

Employment

Employment opportunities within the precinct include a number of existing business uses. The precinct abuts the Sussex Street industrial area where a number of employment opportunities also exist.

Household Formation in Precinct Five

Household Formation pie chart:
- Lone person household: 33%
- Group household: 4%
- Couple no children: 23%
- Family with children: 39%
- Other: 1%

Persons per Household in Precinct Five

Number of Persons	Percentage of Households
1	34%
2	33%
3	16%
4	13%
5	3%
6 or more	1%

**Age Distribution in Precinct Five Compared with City of Bayswater Total & Perth Metro Area**
(ABS 2006)

Age Group	Precinct Five	CoB Total	Perth
0-4	7%	6%	6%
5-14	11%	10%	13%
15-19	5%	6%	7%
20-34	22%	23%	21%
35-54	32%	29%	29%
55-64	9%	11%	11%
65+	14%	15%	13%

Demographics

Total population (2006): 7,748

67% of households have one (1) or two (2) persons resident.

Non-Residential Land Uses

Non-residential land uses within the precinct include Chisholm Catholic College, Hillcrest Primary School, Durham Road School, Hillcrest Pre Primary Centre, State Emergency Services, St Georges Nursing Home, Mertome Village aged care facility and a variety of mixed-use.

Public Transport

Precinct Five is serviced by various bus routes which link the area to Bayswater Train Station, Bassendean and Perth. The area is also serviced by the Circle Route.

The area has direct access to the Midland-Perth train line via Bayswater and Meltham Train Stations.

Other

There are two (2) PAW's and a number of drainage reserves located in the Precinct.

Precinct Five: Topography, features and opportunities map

🟢	Park / reserve	☆	Development Potential	
🔵	High School	▨	Vibrant main streets	
🔵	Primary School	★	Train Station	
🟡	Pre-Primary School	➡	Potential Views	
🟠	Childcare	⋯	Train Line	
⚫	Aged Persons Accommodation	—	Major Road	
🔵	Shopping area	—	Precinct Boundary	

8.6   Precinct Six
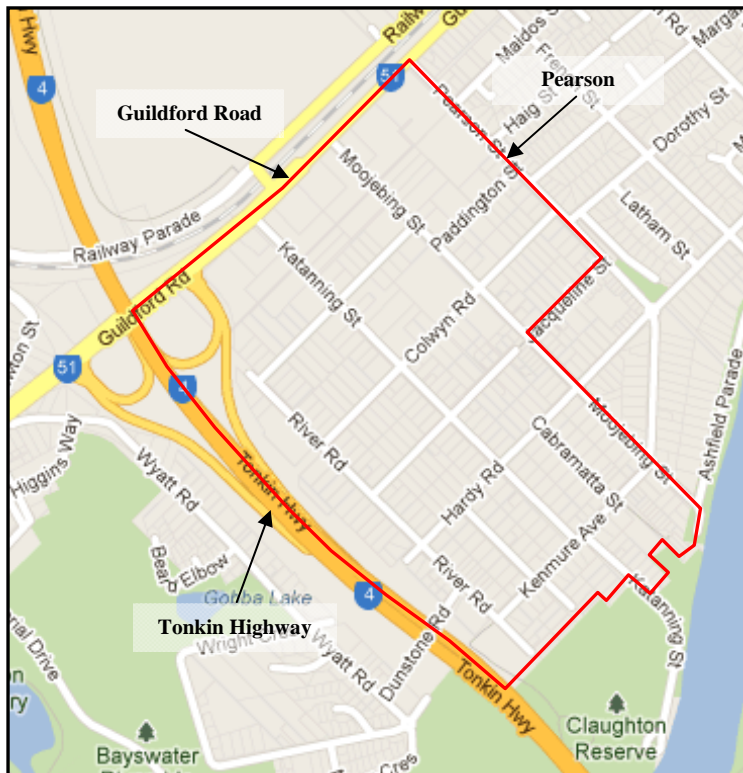
Precinct Six incorporates land within the suburb of Bayswater and is bordered by Tonkin Highway to the south west; Guildford Road to the north; Pearson Street and Moojebing Street to the north east; and Claughton Reserve to the south.

Current Housing

Total Number of Dwellings: 263

Nearly all of the dwellings in the precinct are single houses (99.5%).

Current Zoning

The majority of Precinct Six is zoned R17.5/25.

Major Roads

Precinct Six is bordered to the north by Guildford Road, and to the south west by Tonkin Highway. There are no major roads running through the precinct.

Employment

Employment opportunities exist within the general industry area, which is located in the north of Precinct Six.

Household Formation in Precinct Six

- ■ Lone person household — 25%
- ■ Group household — 3%
- ■ Couple no children — 29%
- ■ Family with children — 41%
- ■ Other — 2%

Persons per Household in Precinct Six

Number of Persons	Percentage
1	25%
2	41%
3	17%
4	8%
5	7%
6 or more	2%

Age Distribution in Precinct Six Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Six	CoB Total	Perth
0-4	5%	6%	6%
5-14	14%	10%	13%
15-19	6%	6%	7%
20-34	24%	23%	21%
35-54	29%	29%	29%
55-64	9%	11%	11%
65+	13%	15%	13%
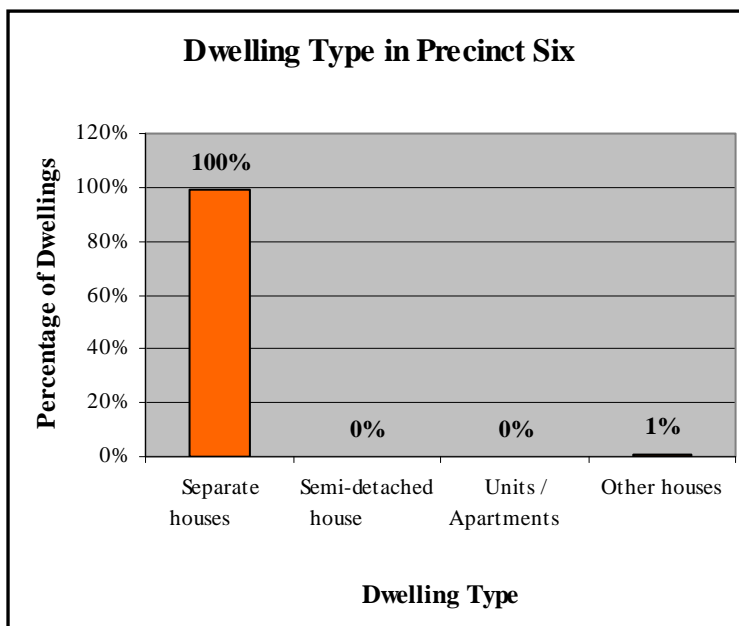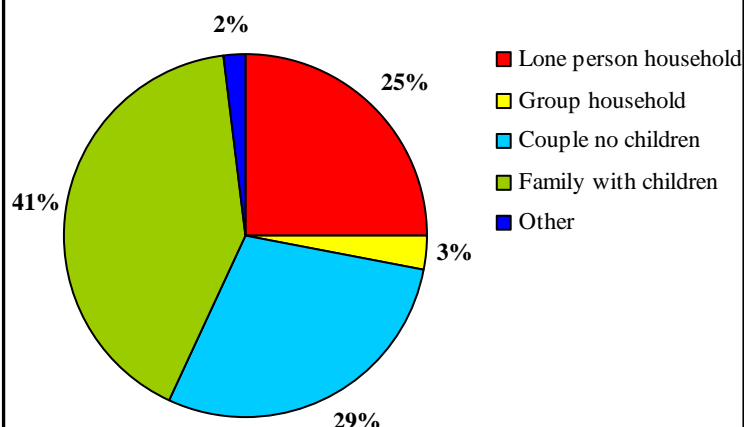
Demographics

Total population (2006): 7,748

66% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

There are no community services or facilities within the precinct. However there are several general industrial uses in the northern part of the precinct

Public Transport

The area has a single, frequent bus service connecting the area to Perth and Bassendean.

Other

There are no PAW's located in Precinct Six.

Precinct Six: Topography, features and opportunities map

	Park / reserve		Development Potential
	High School		Vibrant main streets
	Primary School		Train Station
	Pre-Primary School		Potential Views
	Childcare		Train Line
	Aged Persons Accommodation		Major Road
	Shopping area		Precinct Boundary

8.7   Precinct Seven
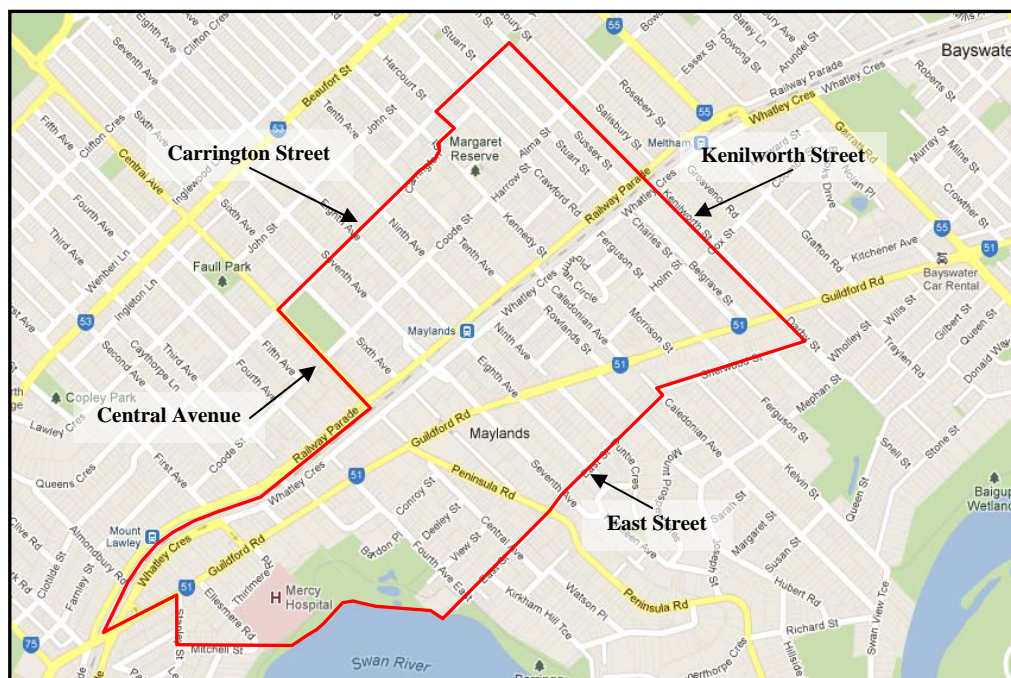
Dwelling Type in Precinct Seven
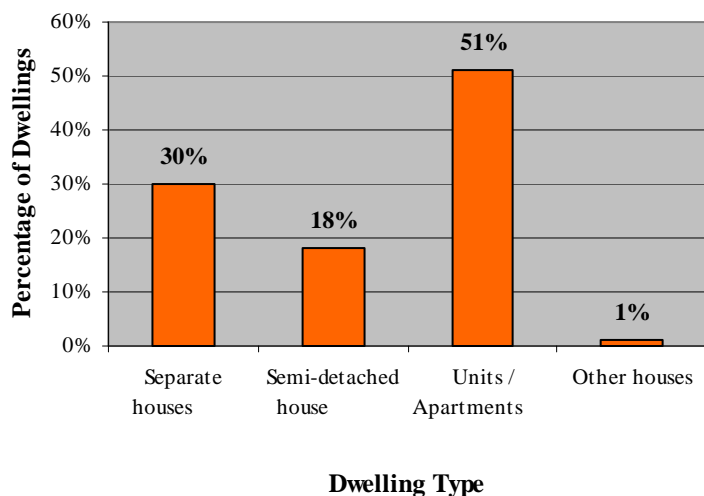
Precinct Seven incorporates land within the suburbs of Maylands and Mount Lawley and is bounded by East Street/Sherwood Street to the south east; Kenilworth Street to the east; and Carrington Street, Central Avenue and the Perth-Midland train line to the north.

Current Housing

Total Number of Dwellings: 2,812

51% of the dwellings in the precinct are units/apartments.

Current Zoning

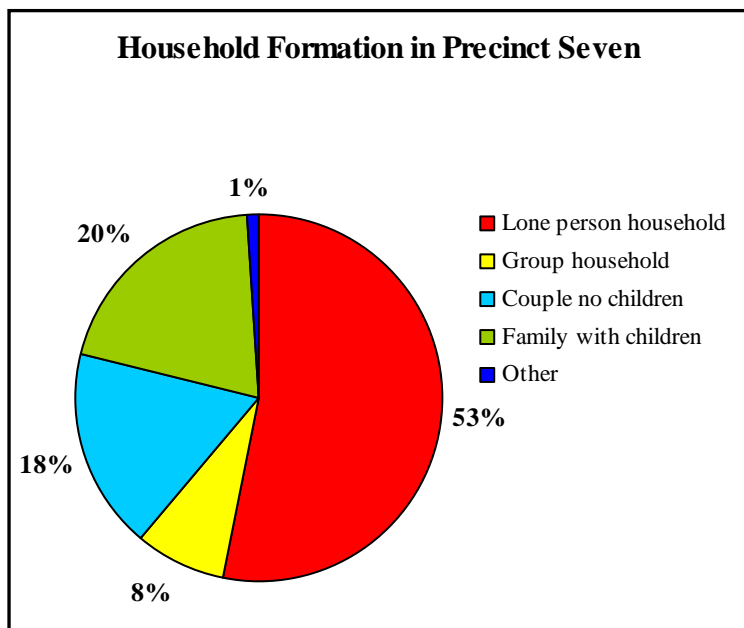There are multiple zonings within Precinct Seven, including R20, R30, R40, R50 and R60.

Major Roads

Whatley Crescent and Guildford Roads.

Employment

Employment opportunities within Precinct Seven exist in the business and general industry areas. Morley City Centre and Perth CBD also provide employment opportunities, because of their proximity to Precinct Seven.

Household Formation in Precinct Seven

- 53% — Lone person household
- 8% — Group household
- 18% — Couple no children
- 20% — Family with children
- 1% — Other

Legend:
- ■ Lone person household
- ■ Group household
- ■ Couple no children
- ■ Family with children
- ■ Other

Persons per Household in Precinct Seven

Number of Persons	Percentage of Households
1	53%
2	30%
3	9%
4	5%
5	2%
6 or more	1%

Age Distribution in Precinct Seven Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Seven	CoB Total	Perth
0-4	4%	6%	6%
5-14	5%	10%	13%
15-19	5%	6%	7%
20-34	34%	23%	21%
35-54	29%	29%	29%
55-64	10%	11%	11%
65+	13%	15%	13%

Demographics

Total population (2006): 5,932

83% of households have one (1) or two (2) persons resident

Non-residential Land Uses

The precinct contains The RISE Recreation Centre, Mercy Hospital, Peninsula Hotel and Tavern, the Old Blind Institute, Old Maylands Library, Maylands Autumn Centre, former Maylands Primary School, old Police Station, eight church facilities, and assorted business and general industry facilities.
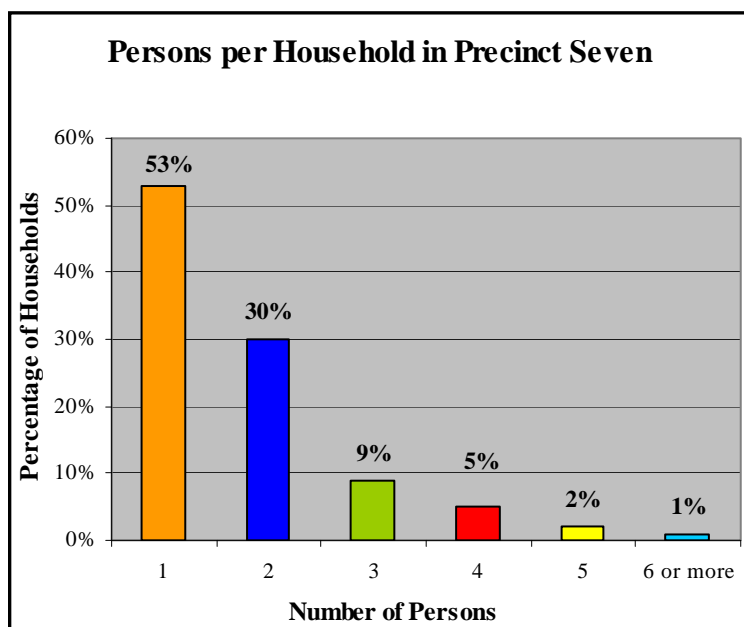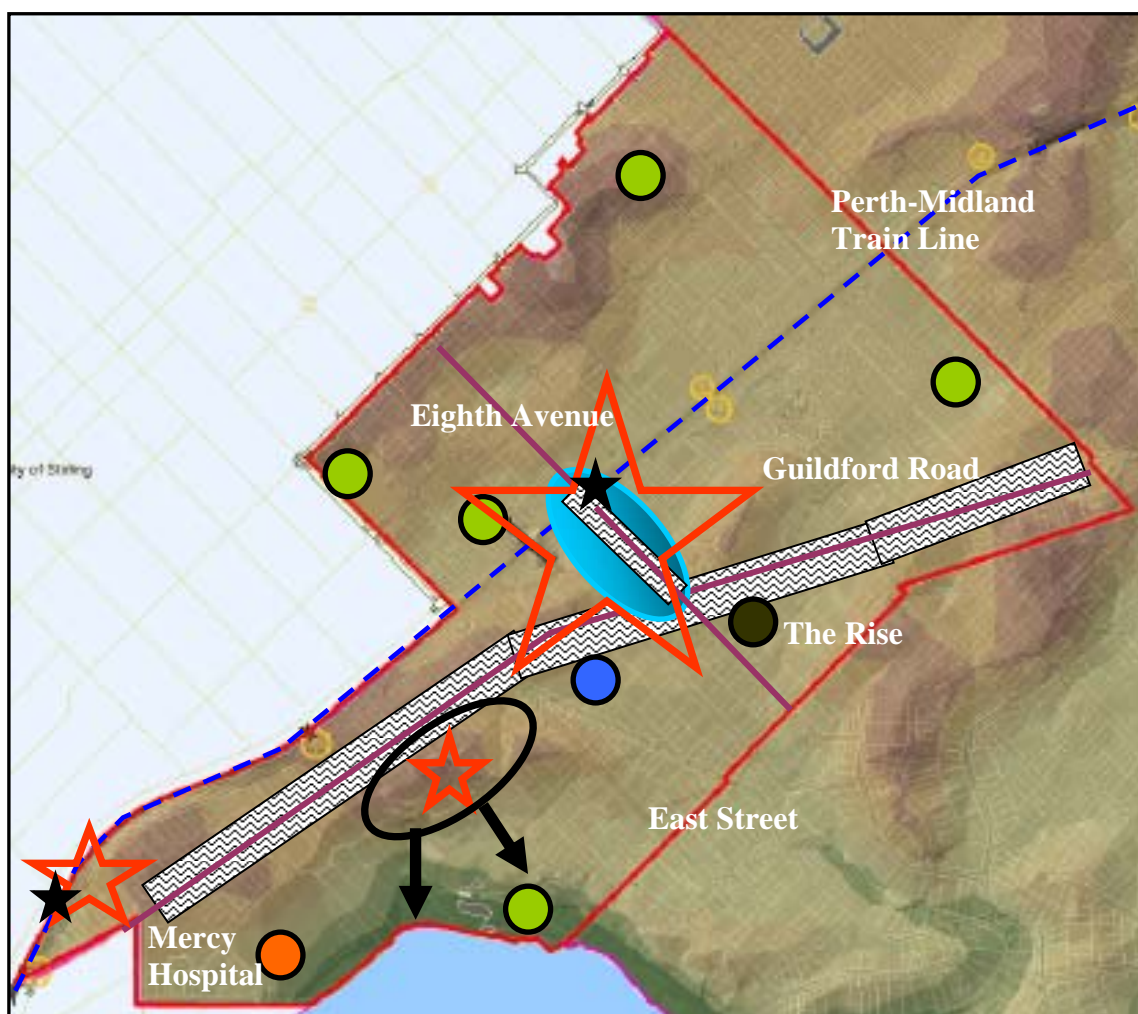
Public Transport

Precinct Seven has access to frequent bus services connecting the area to Mirrabooka Bus Station and Perth. The area has direct access to the Midland-Perth train line from the Maylands and Mount Lawley train stations.

Other

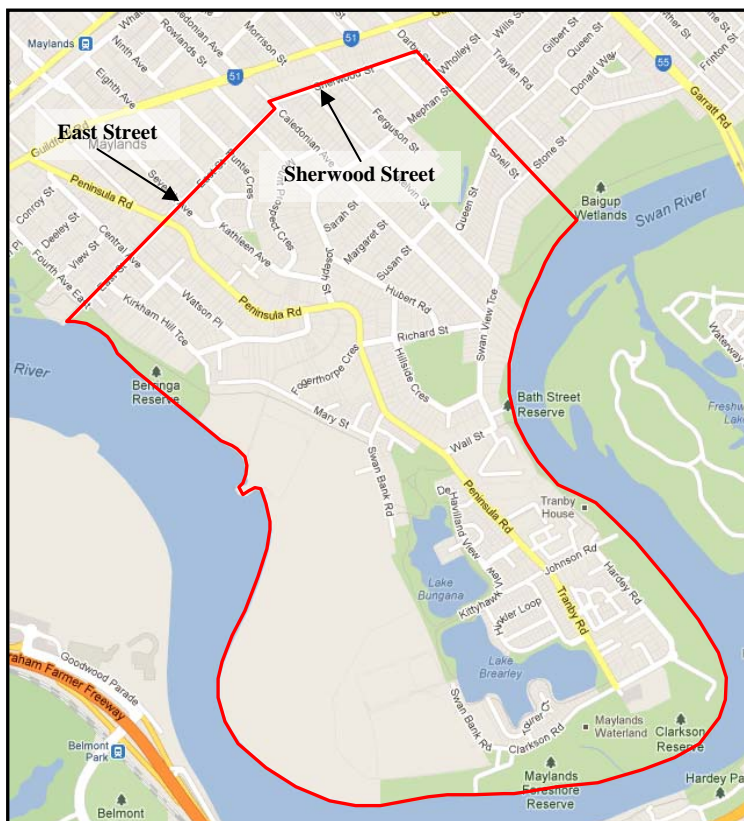There are no PAWs located within Precinct Seven.

Precinct Seven: Topography, features and opportunities map

🟢	Park / reserve	☆	Development Potential
🔵	High School	▨	Vibrant main streets
🔵	Primary School	★	Train Station
🟡	Pre-Primary School	➡	Potential Views
🟠	Childcare	┅┅	Train Line
⚪	Aged Persons Accommodation	━━	Major Road
🔵	Shopping area	━━	Precinct Boundary

8.8   Precinct Eight

Precinct Eight incorporates land within the suburb of Maylands and is bounded by East Street and Sherwood Street to the north, Darby Street to the east and the Swan River to the south.

Current Housing

Total Number of Dwellings: 2,793

There is a mix of housing types within Precinct Eight.

Current Zoning

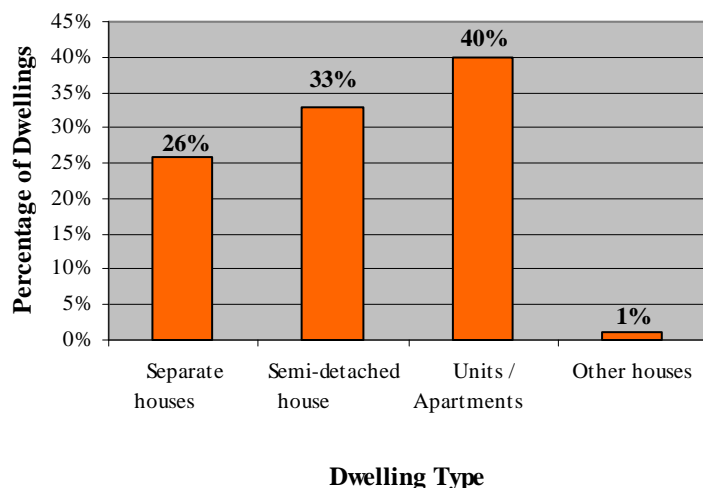There are a range of zonings located within Precinct Eight including R20, R25, R30, R40 and R60.
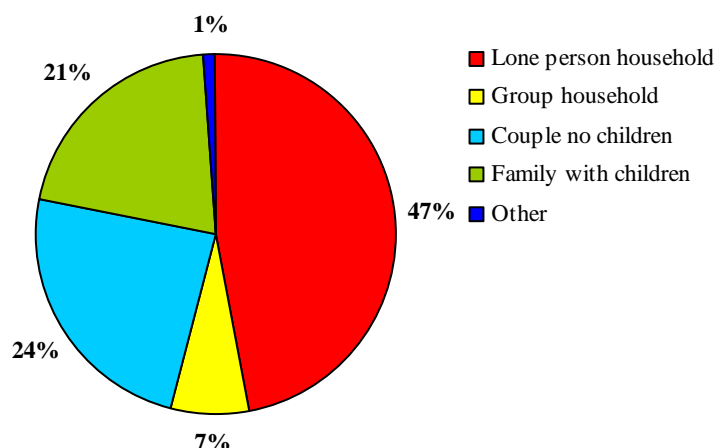
Major Roads

Peninsula Road.

Employment

Employment opportunities are limited within the precinct due to the high proportion of residential uses.

Household Formation in Precinct Eight

Legend:
- Lone person household
- Group household
- Couple no children
- Family with children
- Other

1%
21%
47%
24%
7%

Demographics

Total population (2006): 5,672

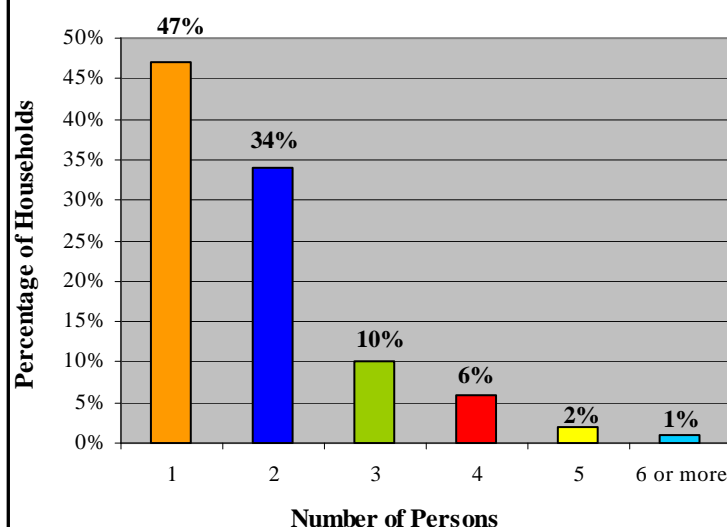81% of households have one (1) or two (2) persons resident.

Non-residential Land Uses:

The precinct contains East Maylands Primary School, Maylands Peninsula Golf Course, Maylands Water Playground and three religious facilities.

Public Transport

An infrequent bus service runs through the precinct. A frequent bus service operates along Guildford Road which connects the area to the City.

Persons per Household in Precinct Eight

47%
34%
10%
6%
2%
1%

Y-axis: Percentage of Households (0% to 50%)
X-axis: Number of Persons (1, 2, 3, 4, 5, 6 or more)

Other

There is one (1) PAW located within Precinct Eight.

Age Distribution in Precinct Eight Compared with City of Bayswater Total & Perth Metro Area
(ABS 2006)

Age Group	Precinct Eight	CoB Total	Perth
0-4	5%	6%	6%
5-14	6%	10%	13%
15-19	4%	6%	7%
20-34	33%	23%	21%
35-54	30%	29%	29%
55-64	12%	11%	11%
65+	10%	15%	13%

Precinct Eight: Topography, features and opportunities map

🟢	Park / reserve	☆	Development Potential
🔵	High School	〰️	Vibrant main streets
🔵	Primary School	★	Train Station
🟡	Pre-Primary School	➤	Potential Views
🟠	Childcare	····	Train Line
⚪	Aged Persons Accommodation	—	Major Road
🔵	Shopping area	—	Precinct Boundary

8.9   Precinct Nine
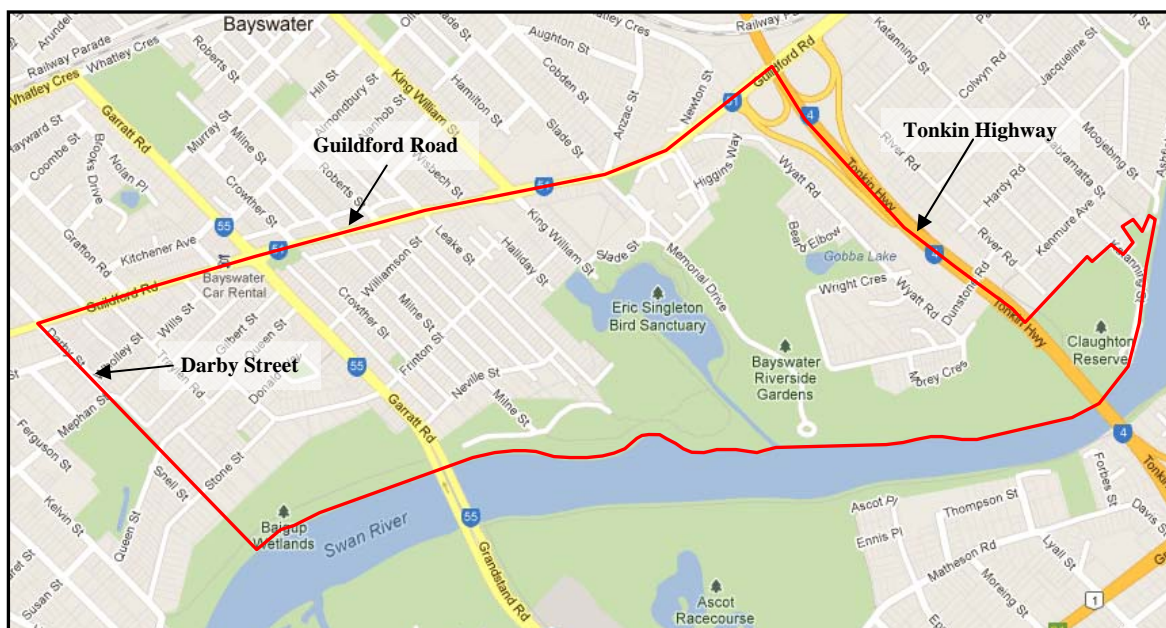
Dwelling Type in Precinct Nine
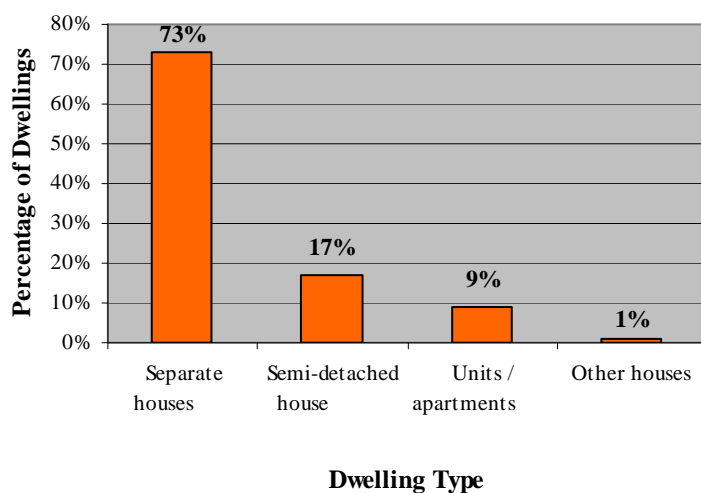
Precinct Nine incorporates land within the southern part of Bayswater and is bounded by Tonkin Highway to the east; Guildford Road to the North; Darby Street to the west; and the Swan River and parklands to the south.

Current Housing

Total Number of Dwellings: 966

73% of the dwellings in the precinct are single houses.

Current Zoning

The majority of Precinct Nine is zoned R17.5/25.

Major Roads

Guildford Road, King William Street and Garratt Road.

Employment

Employment opportunities are limited within the precinct due to the high proportion of residential uses.

Household Formation in Precinct Nine

Legend:
- Lone person household — 33%
- Group household — 5%
- Couple no children — 30%
- Family with children — 31%
- Other — 1%

Persons per Household in Precinct Nine

Number of Persons	Percentage of Households
1	35%
2	37%
3	11%
4	2%
5	4%
6 or more	1%

Demographics

Total population (2006): 2,329

72% of households have one (1) or two (2) persons resident.

Non-residential Land Uses

The precinct contains the Ascot Nursing Home, the Osboine Contemporary Aged Care facility and Richter Lodge retirement facility.

Public Transport

Precinct Nine is serviced by infrequent bus routes within the precinct as well as a frequent bus service operating along Guildford Road which connects the area to Perth. The area is also serviced by the Circle Route bus service.

Pedestrian Access Ways (PAW)

There is one (1) PAW located in Precinct Nine.

Other

There are a number of drainage reserves in the Precinct.

| Age Distribution in Precinct Nine Compared with City of Bayswater Total & Perth Metro Area *(ABS 2006)*			
Age Group	Precinct Nine	CoB Total	Perth
0-4	6%	6%	6%
5-14	10%	10%	13%
15-19	4%	6%	7%
20-34	17%	23%	21%
35-54	30%	29%	29%
55-64	10%	11%	11%
65+	23%	15%	13%

Precinct Nine: Topography, features and opportunities map
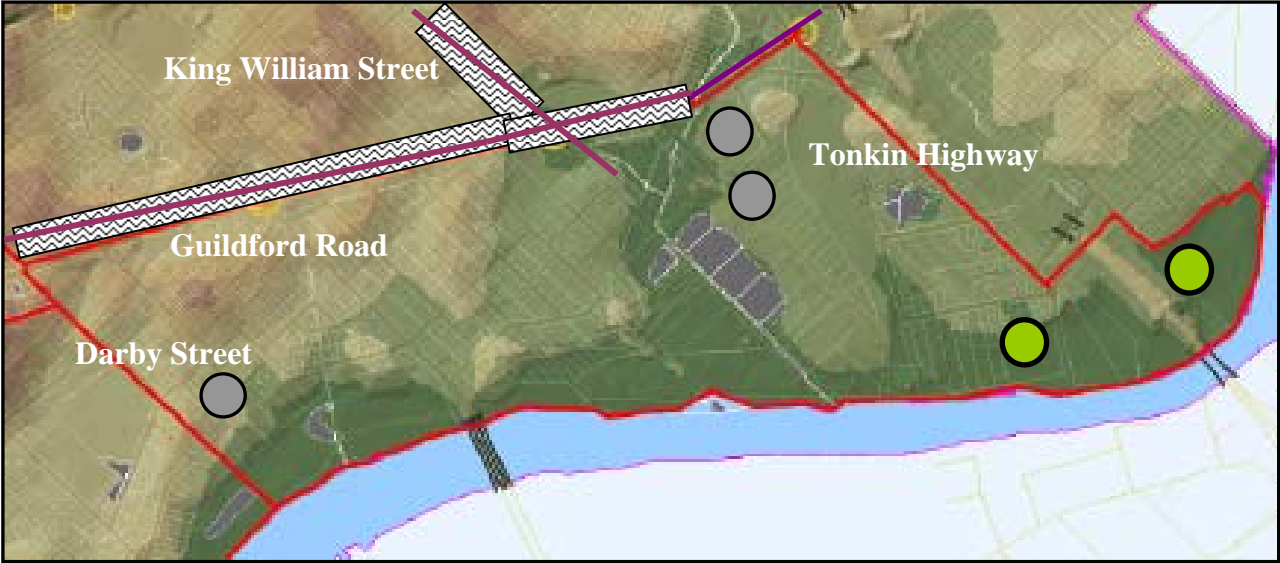
🟢	Park / reserve		☆	Development Potential	
🔵	High School		▨	Vibrant main streets	
🔵	Primary School		★	Train Station	
🟡	Pre-Primary School		➤	Potential Views	
🟠	Childcare		•••••••	Train Line	
⚪	Aged Persons Accommodation		▬▬	Major Road	
🔵	Shopping area		▬▬	Precinct Boundary	

9. INFRASTRUCTURE

Infrastructure forms a vital component in servicing the needs of residential communities and enabling development. The efficient and effective provision of public infrastructure and services can enhance the standard of living, mobility and lifestyle choices of a community.

In developing a housing strategy it is important to identify any infrastructure services that may be required to be installed, or upgraded, to facilitate increased housing density. Population growth within the City may require upgrades to the provision of public infrastructure and services including, but not limited to roads, public transport, car parking, water supply, sewerage, electricity, gas, telecommunications and drainage as well as the provision of open space, schools, health, community and recreational facilities. From an environmental and economic perspective, it is also important to maximise the efficiency of use of existing infrastructure and resources.

The following section profiles transport, community infrastructure and streetscape works which can influence residential development potential. The City will also be developing other strategies and programmes which are proposed to cover many of the following areas in greater detail.

9.1 Public Transport

Figure 66: Maylands Railway Station

Public transport provides opportunities to reduce the number of trips made in private vehicles which can improve economic and environmental outcomes for communities. As advocated in State Government strategies and policies including *Directions 2031 and Beyond*, it is important to align land use and transport to maximise the efficiency of public transport and increase accessibility throughout the community.

The City is serviced by trains along the Perth to Midland rail line, with local train stations at Mount Lawley, Maylands, Meltham, Bayswater and Ashfield. This provides the opportunity for Transit Orientated Development (TOD) opportunities and greater population concentrations along this major public transport corridor.

TOD refers to locating moderate to high-intensity commercial, mixed-use, community and residential development close to train stations and/or high-frequency bus routes to better align land use and (public) transport. The benefits of TOD include:

- Reducing traffic congestion;
- Reducing parking demand;
- Improving the attractiveness and access to public transport, cycling and walking;
- Supporting local town centres;
- Supporting local businesses;
- Providing communities with interesting and vibrant places for people to interact;
- Promoting environmental sustainability; and
- Reducing household travelling expenses.

The City in cooperation with the Department of Planning has undertaken TOD studies around the Maylands Activity Centre and in cooperation with the Town of Bassendean, around Ashfield (one-third of the Ashfield study area is in the City of Bayswater).

The City is serviced by the Morley Bus Station and a number of bus services, including the Circle Route bus route, which connects the City to major shopping centres, train lines, universities, Ascot Racecourse and residential areas throughout the Perth metropolitan area. The Morley Bus Station provides bus services to Perth, Beechboro, Bayswater, Midland, Bassendean, Ellenbrook and Mount Lawley as well as connections to the Perth to Midland railway line. Internally, the bus routes connect residents to the Morley Shopping Centre and Hampton, John Forrest and Morley Senior High Schools as well as primary schools, reserves, activity centres and neighbourhood centres.

Figure 67 shows the parts of the City of Bayswater that are located within 800 metres of a train station or 400 metres of a bus stop where there is a bus at least every 15 minutes during peak hour. It is beneficial to focus higher density residential activity and a mix of land uses in these areas and in particular around major public transport stops including railway stations (Mount Lawley, Maylands, Meltham, Bayswater and Ashfield) and Morley Bus Station. Comparatively, some focus areas for change including the Urban Village centred on Beechboro Shopping Centre (Morley) and the Collier Road Link are as yet not well served by public transport; however there is scope to improve public transport in these areas into the future.

Figure 67: Areas within 800 metres of a Railway Station or 400m of a high-frequency bus route

Shaded areas demonstrate close proximity to public transport.
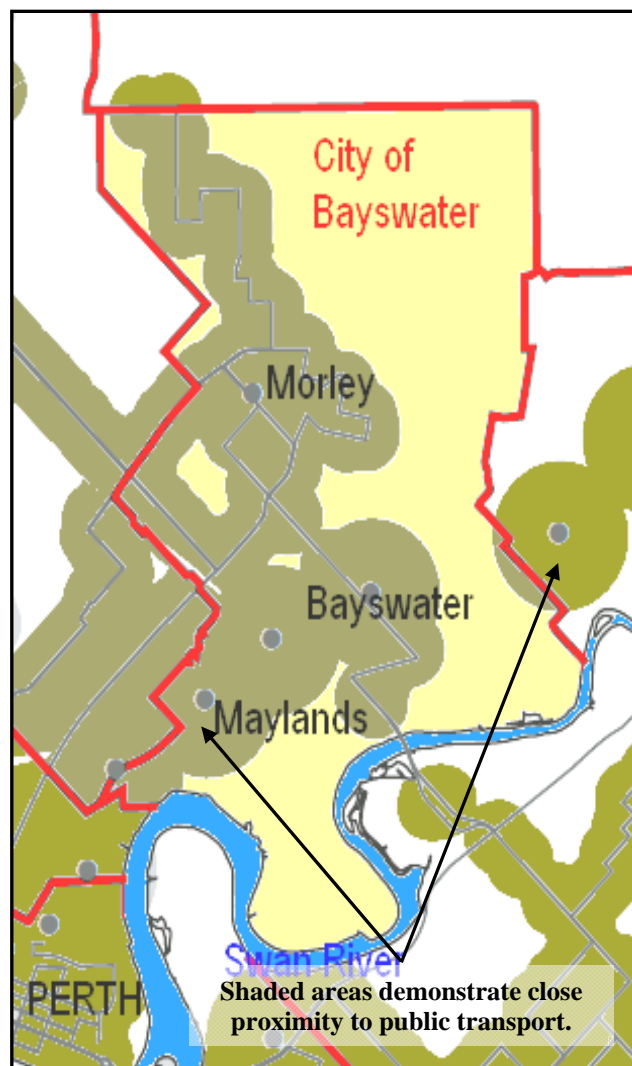
Within the City of Bayswater, 11% of households have no car. This percentage varies across the City with areas like Maylands, having 18% of households without a car; this may be due to the significant public transport opportunities available to residents.

9.2   Pedestrian Networks

The quality and connectivity of the pedestrian and cyclist network will play an important role in influencing the amenity and safety of residential areas and in encouraging sustainable travel behaviour. Older parts of the City such as Maylands and Bayswater were principally designed around pedestrian access in a traditional grid pattern with development having a strong relationship with the street. Furthermore, these areas developed with a greater mix of uses, providing more opportunities to walk to shops or local places of employment.

Other parts of the City were generally designed around accessibility for private motor vehicles instead of pedestrians. Suburbs such as Noranda and Morley feature many cul-de-sacs, curvilinear street designs and larger lot sizes which typically increase walking distances. Moreover, there is greater separation of uses whereby large suburbs only have residential land uses, and where retail commercial and employment opportunities are located in centralised centres. There may be the potential for urban

design improvements over such areas, particularly in centre locations, which could enhance pedestrian amenity in these areas and increase their suitability for additional residential development.

The provision and quality of footpaths is also a major determinant in pedestrian amenity and therefore the attractiveness of a place to live. While Council has undertaken works to install footpaths, there may be opportunities to further improve this network, which will form an important consideration in supporting residential development into the future.

Pedestrian Access Ways

Pedestrian access ways (PAWs) form an important component of the pedestrian network throughout many parts of the City. PAWs were created as an integral part of large subdivisions in the past to provide pedestrian links to public transport, shops, schools and local services. There are 124 PAWs in the City, with 109 of these located within the suburbs of Noranda and Morley. Without PAWs in many of these locations, there would be significant gaps in the pedestrian network.

Figure 68: Pedestrian access way within the City of Bayswater

Requests to close PAWs are sometimes made by community members on the grounds of security, safety and amenity. However, these PAWs are often found to provide access to essential services and provide pedestrian and cycle access both within neighbourhoods and to local and district facilities. In considering closure requests, a balance therefore needs to be found between pedestrian access to facilities and public transport and concerns regarding residents' amenity and security.

The physical environment around PAWs will often impact the level of safety and security in these locations. Security and safety can be reduced as a result of adjacent dwellings not addressing PAWs. Instead, lots next to PAWs will often consist of a single house facing the street. Furthermore, there are often high fences along either side of the PAW which limits passive surveillance of these areas.

In improving the safety and security of PAWs and to reduce the need for PAW closure, options include:

- Upgrading PAWs to consist of new paving, lighting and landscaping;
- Developing houses on either side of the PAW to provide surveillance and improve streetscape and amenity; and
- Widening the PAW so as to improve sightlines (vehicles could be prevented from driving all the way through the access way by bollards in the middle).

Potential mechanisms to encourage quality development with high levels of passive surveillance onto PAWs could include:

- Increasing the number of dwellings adjacent to and overlooking PAWs;
- Increasing the extent to which dwellings provide passive surveillance onto the PAW through housing design with stronger interface against the PAW; and
- Improving building design so as to contribute positively to the area.

9.3   Cyclist Networks

In addition to a high-quality and connected pedestrian network, as part of creating places with high levels of amenity and accessibility, it is important to provide cycling networks and infrastructure. This could consist of dedicated cycling lanes, on-road bicycle lanes or shared paths as well as associated infrastructure such as grab rails. The appropriateness of each of these types of infrastructure depends on the specifics of the location; for instance in areas with high volumes of vehicular and pedestrian traffic, dedicated bicycle lanes are more likely to be appropriate.

Infrastructure and areas suitable for cyclists across the City include bicycle lanes, shared pedestrian/cyclist paths and 'local bicycle friendly streets' (as determined by the Department of Transport). There are gaps in the cyclist network across the City and in particular limited connections to major centres including Morley. Southern areas of the City are potentially better served with cycling routes with the Principal Shared Path (PSP) along the railway line, cycling paths along the Swan River and streets based on a grid pattern making it easier to choose appropriate cycling routes.   As with the pedestrian network, addressing gaps in the City's cyclist network will form an important consideration in supporting residential development across the City.

9.4   Roads

The City has good connections to the regional road network. Tonkin Highway links the City with the Malaga Industrial Area, the International and Domestic Airports and strategic centres within the south-east, east and northern corridors. Other major road connections within the City include Guildford Road, Collier Road, Walter Road, Beaufort Street/Broun Avenue, Morley Drive and Benara Road. These road connections along with public transport links, as mentioned, allow the City to potentially support increased residential densities without major alterations to the existing road network.

However, there has been a high emphasis on the traffic movement function of streets above other considerations, which can be unpleasant for and discourage pedestrians and cyclists. This sometimes results in cars being used even for short trips. This situation can lead to consequences like increased traffic congestion, poor health, obesity and social alienation (Department of Transport, 2009). Local streets should be seen as a shared movement space to support pedestrians and cyclists as well as cars (as has been referred to under discussion on pedestrian and cyclist networks and as will be further referred to under discussion on Streetscape Works). Reductions in car use are also promoted through aligning land use with pedestrian, cyclist and public transport networks.

Rights of Way

The City has 101 Rights of Way (ROWs) in the municipal area. These were typically established as part of older subdivision design in areas including Maylands and Bayswater and are less common across those parts of the City developed in the post-war era. Over recent years the City has experienced infill development demand along ROWs as they can provide a means of access to new subdivided lots.

The benefit of ROW access is that it can reduce the reliance on primary streets for vehicle access and allow for dwellings fronting the street, to have higher levels of interaction with the street. Council adopted the *Rights of Way Study* in June 2007, which provides a strategic approach to the management of ROWs and adjacent infill development.

As is the case with PAWs, security is an important consideration with the management of ROWs for they are typically narrow and enclosed spaces which are abutted by blank surfaces such as walls, fences and garage doors. Furthermore, ROWs are not designed to be used by pedestrians, which would otherwise improve levels of natural surveillance over these spaces.

Potential mechanisms to encourage quality development with high levels of passive surveillance onto ROWs could include:

- Encourage dwellings to face onto ROWs;

- Maximise the number of dwellings that overlook ROWs;

- Increasing the extent to which dwellings provide passive surveillance onto the ROW through housing design with stronger interface against the ROW;

- Improving building design so as to contribute positively to the area; and

- Upgrading ROWs to consist of new paving, lighting and landscaping.

9.5   Streetscape Works

The quality of streetscapes forms an important factor in providing amenity, security and safety for residents, in particular pedestrians; creating a sense of place and pride in local areas; and in attracting local investment. It is particularly important that high-quality streetscapes are provided in activity centres, urban villages and along urban corridors as these are high profile locations that, in line with *Directions 2031 and Beyond*, will be key areas for additional residential development.

Key factors contributing to a streetscape include:

- The design of the streets;

- The design and layout of any buildings fronting the streets; and

- The material palette within the streetscape, including paving, seating, lighting, street furniture and street trees.

The City has undertaken streetscape upgrades, including Eighth Avenue, Maylands and Progress Street, Morley (refer to Figures 69 and 70). The City will continue to undertake streetscape improvement programs.

Figures 69-70: Eighth Avenue, Maylands; Progress Street, Morley

9.6   Street Trees

In addition to the built form, streetscapes are also influenced by the number, maturity and type of street trees. Streets with few or no street trees can often feel hot and dusty, discourage pedestrians and reinforce the dominance of cars. Alternatively, streets with large, mature street trees often feel more pleasant, encourage pedestrians and can potentially add to the character of an area.

Considered holistically, street trees:

- Provide shade;

- Promote healthy lifestyles by encouraging pedestrians into the street;

- Produce a local sense of place;

- Beautify streetscapes;

- Soften the built form; and

- Help to reduce the impact of 'heat sinks' in built-up urban environments.

The City has an existing planning policy that requires street trees to be maintained wherever possible. However, there is often pressure from landowners to modify or remove street trees where new development is proposed. Where it is implausible to undertake development without street tree removal, the City will request that a new street tree be planted to replace the tree. It is recommended that this policy be maintained in order to promote street trees.

Landowners can also request street trees for verges. This also provides the opportunity to expand tree coverage and encourage community members to take ownership over the health and maintenance of street trees.

Street trees are often pruned heavily, particularly if they have been planted alongside overhead power lines. Heavily pruned street trees do not contribute to the streetscape as effectively as possible, as they do not provide sufficient shade, soften the built form or provide local character. Streets with underground power lines allow street trees to grow and provide the local benefits listed above. It is therefore considered that heavy pruning should be discouraged and that the undergrounding of power lines will contribute positively to the streetscape.

9.7   Community Facilities

There are a range of community facilities within the City, including primary schools, secondary schools and a special needs school, as well as day care and aged care facilities, recreation halls, passive and active recreation fields, courts and facilities. These facilities not only provide the community with opportunities for education, health and care, but they also provide opportunities for employment and are sites of interaction between community members.

It is considered that residents benefit from being in close proximity or easy accessibility to community facilities; however it should be noted that the provision of increased facilities or the better utilisation of facilities may be required with population increases.

In particular, it would be desirable for many community facilities to, as far as practicable, be located in community hubs in activity centres so as to maximise accessibility to facilities from residents within centres and from surrounding residential areas.

Public Open Space

Public open space provides active and passive recreation and health benefits to the community. The importance of such spaces is likely to increase into the future in response to:

- Residents becoming less reliant on private space for socialising and recreation due to smaller dwellings and lots and instead relying on the use of quality public spaces (cafes, shops, libraries, parks, beaches) for social and recreational activity. This trend is often demonstrated by older couples wanting to 'downsize' their family home to a smaller and better located dwelling; and

- More intense development including multiple dwellings, thereby placing greater emphasis on quality public open space.

In considering the provision of additional public open space, it is important to note that the provision of public open space is typically a costly and major use of land resources. Yet, it is often how public open space is designed and used as opposed to the quantity of public open space, which will influence the level of amenity it provides to residents. As such, in considering future requirements for public open space, it may not necessarily mean that the total amount of public open space will need to be increased, but rather attention may need to be given to the quality and amenity of public open space.

Furthermore, it may not be parks or reserves, but high-quality open space along streets and meeting places in town centres which could provide the greatest level of amenity in the community, given facilities in such locations would be expected to be well-utilised. This could include, for instance, seating areas on verges or alfresco areas. Detailed area planning for the City's activity centres and urban villages would provide opportunities for further examination into the provision and utilisation of such spaces in centres.

It is also important that passive surveillance is encouraged around public open space to ensure safety and security. This Strategy will consider design guidelines and mechanisms to encourage residential development which abuts public open space to display superior passive surveillance to improve safety and security and improve streetscapes.

10. KEY ISSUES AND OPPORTUNITIES

Tables 7 and 8 below outline the key opportunities, constraints and issues for housing development across the City, with reference to a number of topics explored throughout this document.

Table 7: Summary of housing opportunities

No.	Opportunity	Comments
1.	Location.	The City is well located in inner metropolitan Perth and has the amenity afforded by a large foreshore along the Swan River. It is close to major employment nodes like Perth Central Business District, Morley City Centre, Bayswater Industrial Area and Malaga Industrial Area.
2.	Activity Centres and Corridors.	The City consists of a number of existing and potential activity centres including Morley City Centre, Maylands Activity Centre and Bayswater Town Centre and corridors including Guildford Road, Beaufort Street/Broun Avenue and Walter Road. A number of projects are also being undertaken to review land use and planning in centres and improve the design and amenity of these places.
3.	Existing transport links.	The City is relatively well serviced by roads, trains and buses. This provides opportunities to further encourage public transport use and facilitate higher residential densities around public transport nodes. *Draft Public Transport Plan for Perth 2031* discusses the potential for additional public transport connections across the City including the potential for light rail and high-frequency bus connections.
4.	Character.	Older areas like Mount Lawley, Maylands, Bayswater and Bedford have many examples of heritage and character houses, which provide a local identity and character. There are opportunities to build on and enhance this existing character.
5.	Potential for Investment.	Areas of the City are already attracting new development and housing investments. This demonstrates that the market is interested in the development potential of the municipality.
6.	Sewerage.	Most residential areas within the City are connected to sewerage.

Table 8: Summary of Housing Constraints and Issues

No.	Constraint or Issue	Comments
1.	**Existing Urban Form.**	Southern areas of the City are considered to have greater potential for higher residential densities and a mixture of appropriate land uses as they have better transport (and particularly public transport) links, have a more robust urban form based on walkable town centres and a grid pattern of streets with some rear laneways. Southern areas also have existing urban corridors such as Walter Road, Beaufort Street/Broun Avenue and Guildford Road. Northern areas of the City were developed over more recent decades and have tended to follow a subdivision design with a strict road hierarchy and the use of curvilinear roads and cul-de-sacs. This urban form tends to make walking and cycling more difficult, is focussed on cars and has segregated land uses (mainly residential). Introducing a mixture of uses into largely single use (residential) areas is more challenging.
2.	**Fragmented Land Ownership.**	Fragmented land ownership may inhibit the implementation of strategies as it may limit a co-ordinated approach to development.
3.	**Resistance to Change.**	Some people may not see the need for changes to current housing policies and practises to occur. However, as discussed, dwelling sizes on average are increasing while there are fewer residents on average per dwelling. These trends highlight the need to facilitate a mix of housing choices to accommodate all ages and lifestyles. The City has and will continue to change. The purpose of this Strategy is to establish parameters to effectively manage change.
4.	**Quality of Previous Development.**	Previous decades saw the development of multi-storey residential development which often ignored its context and relationship to the area. This has led many people to conclude that all higher density development will detract from neighbourhood amenity. Good built form outcomes can be achieved through appropriate design parameters and design guidelines. Appropriate design is considered to be particularly important in sensitive or key strategic areas.
5.	**Amenity and Streetscapes.**	Some areas of the City identified as suitable for greater residential densities will require amenity and streetscape improvements to facilitate and encourage further development of these areas.

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