

Local Planning Strategy

PART ONE – STRATEGY

MAY 2022



TOWN OF
VICTORIA PARK



8. Neighbourhoods

The Local Planning Strategy divides the Town into 14 Neighbourhoods to provide place specific guidance for the future local planning framework and planning decisions, including:

- Objectives for each Neighbourhood, where objectives express the desired planning outcomes for the place.
- Where existing Town Planning Scheme No.1 zones and densities will transition to the new Local Planning Scheme No.2 or where further detailed planning is required to make recommendations for changes to be reflected in the new Scheme.
- Areas requiring more detailed planning to accommodate growth in accordance with WA Planning Commission's Central Sub-Regional Planning Framework (WAPC, 2018).

As mentioned in Chapter 2 Housing and Neighbourhoods, the Town must plan for an additional 18,000 dwellings to 2050. The majority of this growth can be accommodated in areas already subject to approved plans, for example Burswood Peninsula and Curtin-Bentley Specialised Activity Centre. However, there are a number of areas that require more detailed investigation and planning which the Local Planning Strategy identifies as:

- Precinct Planning Areas – anticipated to undergo change to accommodate growth through precinct structure planning (or other planning instruments) that will subsequently make specific recommendations for changes to the local planning framework. (ie. zones, densities and/or built form controls).
- Future Investigation Areas – which have the potential for additional dwelling growth but require further engagement with landowners and the community to gauge support for growth and future changes to the local planning framework where appropriate.

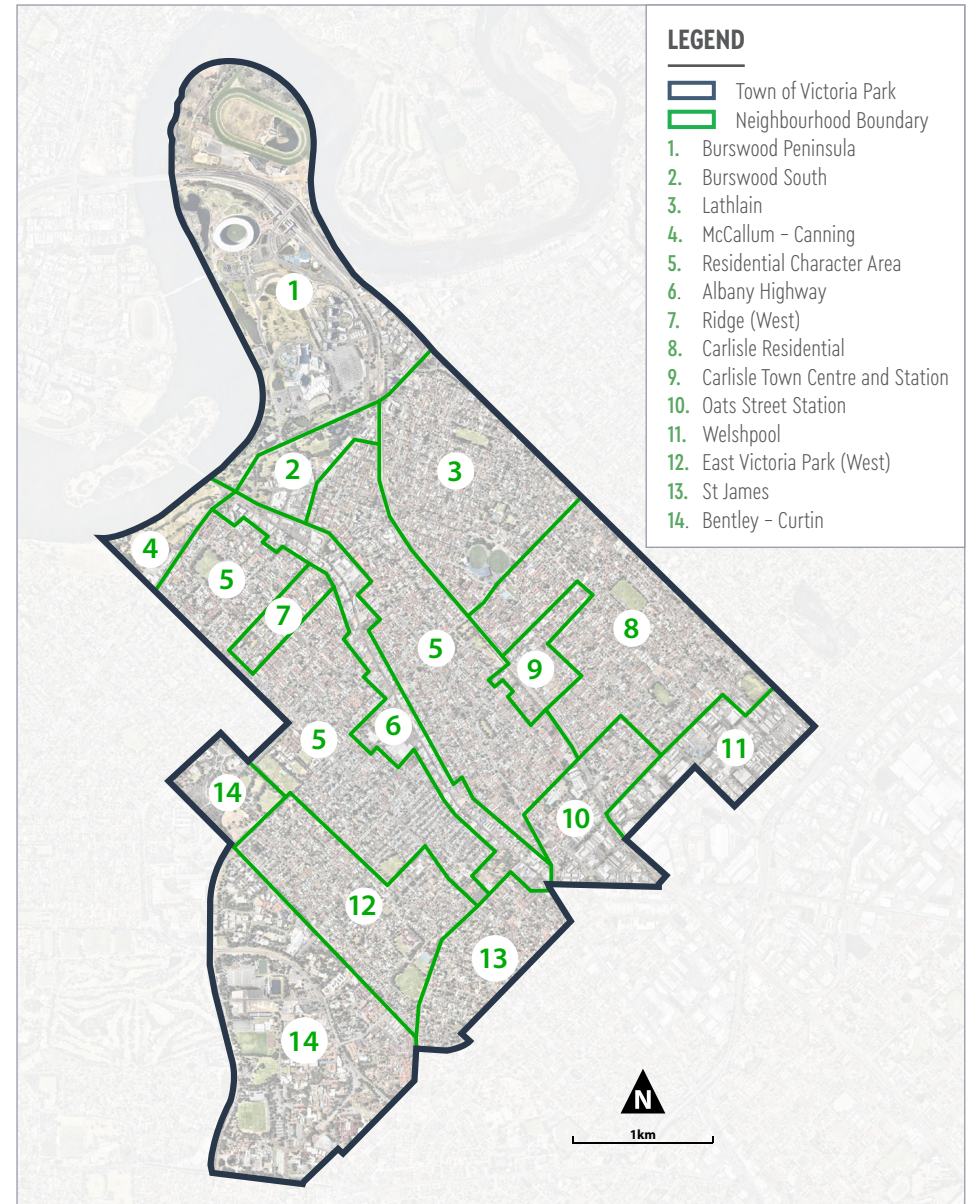


Figure 9 - LPS Neighbourhoods

Neighbourhood 10 – Oats Street Station

The Central Sub-Regional Planning Framework (WAPC, 2018) identifies the Oats Street Station as a Station Precinct with potential for intensification of development. The Town's draft Activity Centres Strategy notes the potential for intensification and the possibility of rezoning the Industrial zone land (west of the Perth-Armadale railway) for mixed-use (residential and commercial land uses). At present, the State government's METRONET level crossing project is investigating road and rail options, including the removal and provision of a new station and identification of land redevelopment opportunities around the station.

THE OBJECTIVES FOR THE OATS STREET NEIGHBOURHOOD ARE:

- OS.1** To maximise higher density residential and mixed use development close to the Oats Street station and high frequency bus services.
- OS.2** To ensure an appropriate transition in built form and scale between future higher density development and surrounding lower scale development.
- OS.3** To address gaps in the provision of Public Open Space as per the Public Open Space Strategy.

ACTION	TIMEFRAME
OS.1 Designate the Oats Street Neighbourhood as a Precinct Planning Area. Investigate the long-term future of Industrial land (west of the railway) and opportunities for higher density mixed use development (residential and commercial). Prepare a precinct structure plan (or other suitable planning instrument) to guide future updates to the local planning framework.	SHORT-TERM (1-2 years)
OS.2 Investigate suitable zones and residential densities for land currently zoned Special Use Zone (Eastern Gateway Development Guide Plan).	SHORT-TERM (1-2 years)
OS.3 Following preparation of a Precinct Structure Plan (or other suitable planning instrument), determine whether Oat Street Station should be classified as an activity centre in accordance with State Planning Policy 4.2. Activity Centres.	SHORT-TERM (1-2 years)
OS.4 Transition the current Town Planning Scheme No.1 zones and densities to the new Local Planning Scheme No.2 until further updates are recommended via Action OS.1.	SHORT-TERM (1-2 years)

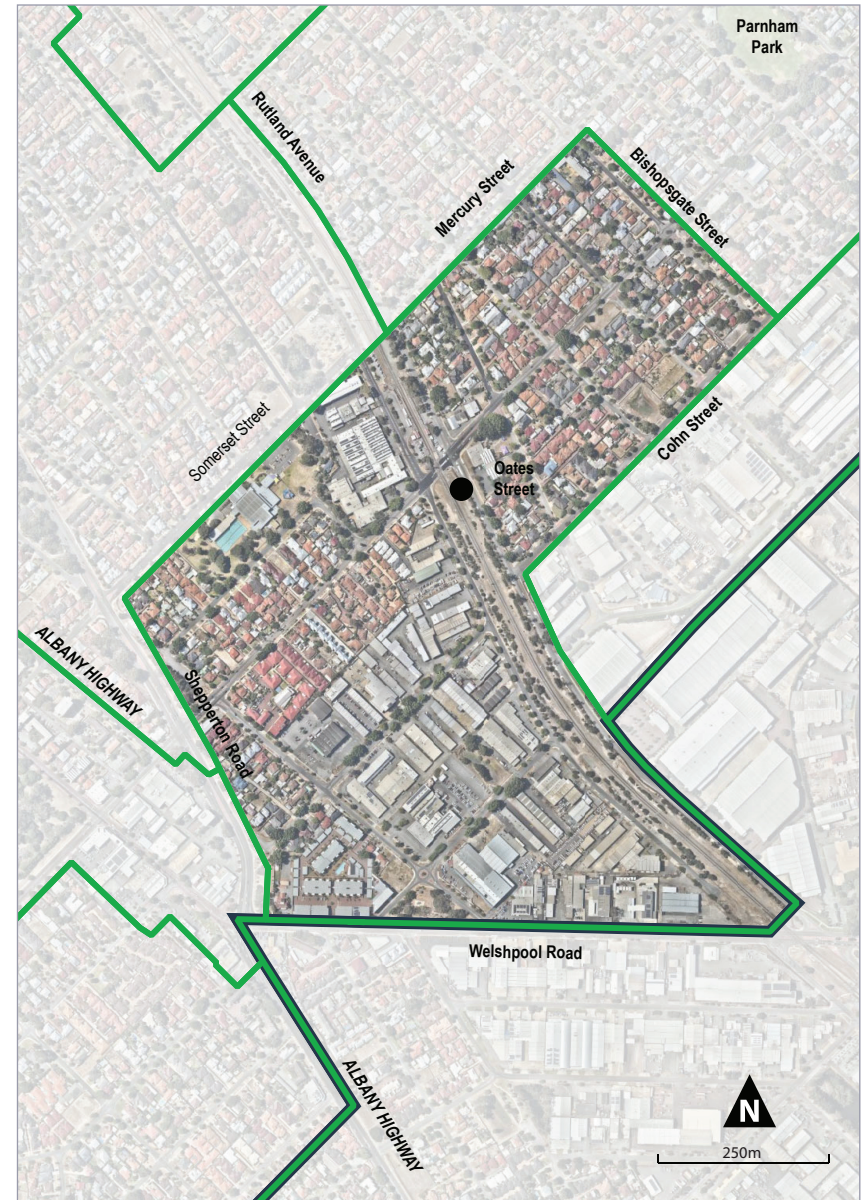


Figure 20 – Oats Street Station Neighbourhood

Local Planning Strategy

BACKGROUND AND INFORMATION ANALYSIS

MAY 2022



16. Oats Street Station

The Oats Street Station LPS Neighbourhood encompasses residential land either side of the Oats Street train station and industrial land south-west of the Perth-Armadale railway line. The neighbourhood boundaries have generally been guided by the boundaries of the Activity Centre outlined in the *Perth and Peel@3.5million Central Sub-Regional Planning Framework*.

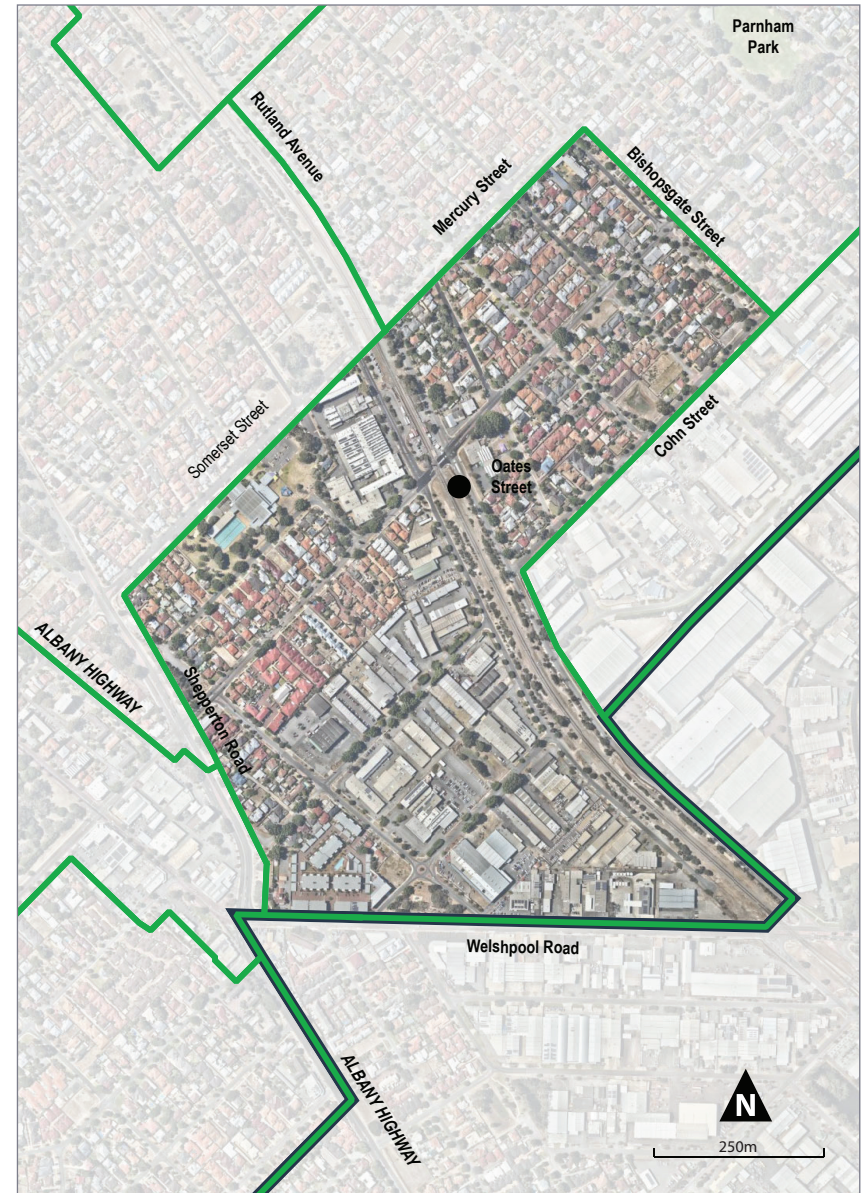


Figure 16.1 – Oats Street Station LPS Neighbourhood

Current Planning Framework

The planning, subdivision and development of land within the neighbourhood is guided by multiple State government strategies and policies. The key documents are outlined below and the Town of Victoria Park must address these through the review and update to the Local Planning Framework.

STATE GOVERNMENT

Perth and Peel @3.5million Central Sub-Regional Planning Framework (WAPC, 2018)

The State Government's metropolitan planning strategy, Perth and Peel @3.5million Central Sub-Regional Framework, designates land around Oats Street train station as an Activity Centre (including the land zoned Industrial 1 under TPS No.1) and Oats Street and Shepperton Road as Urban Corridors. The Central Planning Framework seeks to optimise the use of land in these locations close to existing public transport infrastructure through targeted increases in the density and diversity of housing, business activity, jobs and community activities.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

The policy guides the size and mix of commercial activity, density of housing and built form and urban design of Activity Centres according to a hierarchy of centres of varying sizes and functions. Oats Street is designated as a District activity centre according to the hierarchy of Centres in SPP 4.2 although the boundaries of the centre are not specifically defined. District Centres have a focus on servicing the daily and weekly needs of residents and 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. District Centres should support a mix of land uses and office development should complement the function of the centre. SPP 4.2 sets a residential density target between for District Centres between 20 and 30 dwellings per gross hectare in the Centre and within 400 metres of the Centre, as well as more intense commercial activity.

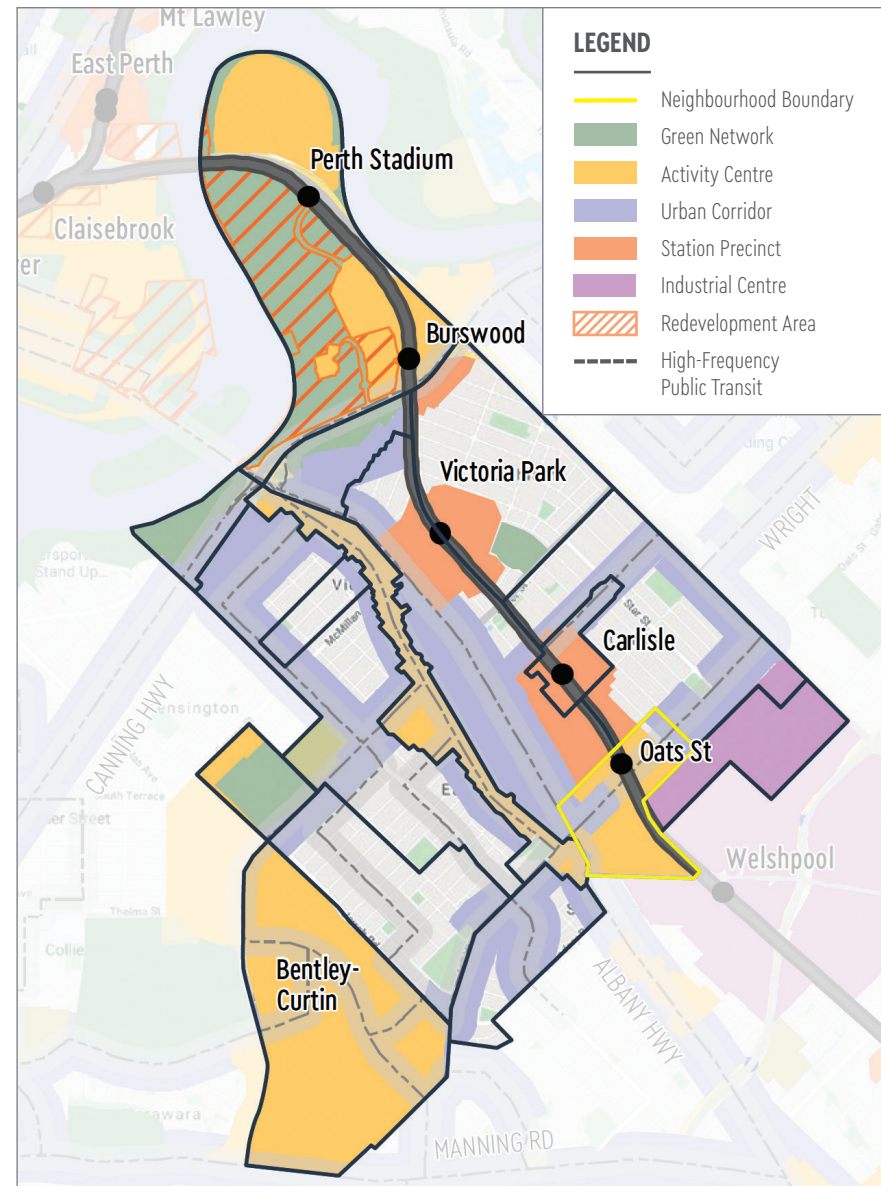


Figure 16.2 – Central Sub-Regional Planning Framework

METRONET

Stage 1 of METRONET includes the removal of the Oats Street level crossing, the construction of a new Oats Street Station, and new elevated rail line to create new public spaces below the line. This will change movement patterns and the interface between the station, rail corridor and adjacent land uses.

TOWN OF VICTORIA PARK

The Town of Victoria Park has adopted a number of Informing Strategies that must be addressed through the Local Planning Framework. This section provides an outline of the key documents and a description of the current Town Planning Scheme No.1 planning controls for the neighbourhood which are under review through the *Local Planning Strategy*.

Draft Activity Centre Strategy (Planwest, 2017)

The Town's *draft Activity Centre Strategy* made the following comments and recommendations regarding land around Oats Street station:

- there is no identifiable existing centre or rationale for designating the area a District Centre under SPP4.2 and the precise boundaries of the Activity Centre are unclear;
- there are few opportunities for redevelopment due to newer development of grouped dwellings and subdivision of land under the current TPS No.1 R30 and R40 zones, with little sign of a switch from industrial uses in the Industry zone, although the MRS Urban zone underlying the TPS No.1 Industry zone (west of the railway line) suggests industrial activity may be peripheral to the industrial needs of the region;
- development of a district level centre may be dependent on relocation of the station further south conversion of the industrial area to commercial and residential uses around the new station with local shopping facilities;
- retail modelling indicated future centre land uses should be based on uses other than retailing, predominantly mixed commercial and residential uses with potential for retail floor space of around 2,100 sqm (small neighbourhood centre) to 2031; and
- recommends – change the Industry zone (west of railway) to Residential /Commercial zone and change density across whole area to R30/60 with higher code subject to design criteria and ground floor mixed use (residential/commercial).

Public Open Space Strategy (2019)

The Town's *Public Open Space Strategy* identified a deficiency in access to neighbourhood parks in this part of Carlisle. To address the shortfall, the Strategy recommends investigating the potential for re-use and development of a number of drainage sumps (subject to drainage and engineering investigations) and creating new parks in future redevelopment plans for the Oats Street Station Neighbourhood.

Town Planning Scheme No.1 and Precinct Plan

The current Town Planning Scheme zones and key planning controls under review in the *Local Planning Strategy* are shown in the Figure and outlined below. In addition to TPS No.1 zones, current place-specific planning controls are:

- **TPS Precinct Plan P8 Carlisle** – facilitates low-scale, medium density residential development (single houses and grouped dwellings) with retention of original homes to conserve character and amenity. Multiple dwellings are not permitted. Commercial development shall be a maximum plot ratio of 0.5.
- **TPS Precinct Plan P10 Shepperton** – facilitates low-scale, medium density residential development and special purpose residential that shall enhance existing character and remaining quality housing with matching low-scale development in landscaped surrounds. Any expansion of functions and/or populations at the TAFE or Somerset Pool should not impact on adjoining residential amenity. Multiple dwellings are not permitted except in the R40 area south-east of Oats Street. Development in the Special Use zone shall be subject to an approved Local Development Plan, and the Eastern Gateway plan which was granted approval in 2001 provides for a wide diversity of commercial, accommodation and residential uses (R60).
- **TPS Precinct Plan P9 Welshpool** – facilitates small-scale light industrial uses and complementary non-industrial uses (eg. warehouses, showrooms, R&D offices) in the Industrial 1 zone and general industry in the Industrial 2 zone, to a maximum plot ratio of 1.

Part of the neighbourhood between Shepperton Road and the railway lies within the Residential Character Area as per Local Planning Policy 25 – Streetscapes that aims to conserve original dwellings (constructed prior to 1945) and ensure new development makes a positive contribution to streetscape character.



Figure 16.3 - Town Planning Scheme No.1 Zoning

Note - Land adjacent to the neighbourhood in the City of Canning is zoned General Industry, Commercial and Residential (R80, R60) under TPS No.40

Existing Character

The outline of the neighbourhood's existing character provides context for discussion of opportunities and challenges and Strategy recommendations for the future Local Planning Framework.

Urban Structure and Movement Network

The neighbourhood is dominated by the Perth-Armadale railway line which forms a barrier between the east and west areas of the neighbourhood. Oats Street forms a key east-west route through the Town, carrying under 13,000 vehicles per day, and provides the only vehicle connection across the railway line in the neighbourhood.

Shepperton Road is a Primary Distributor Road, Oats Street is a District Distributor A and Swansea Street East and Rutland Avenue are Local Distributor Roads.

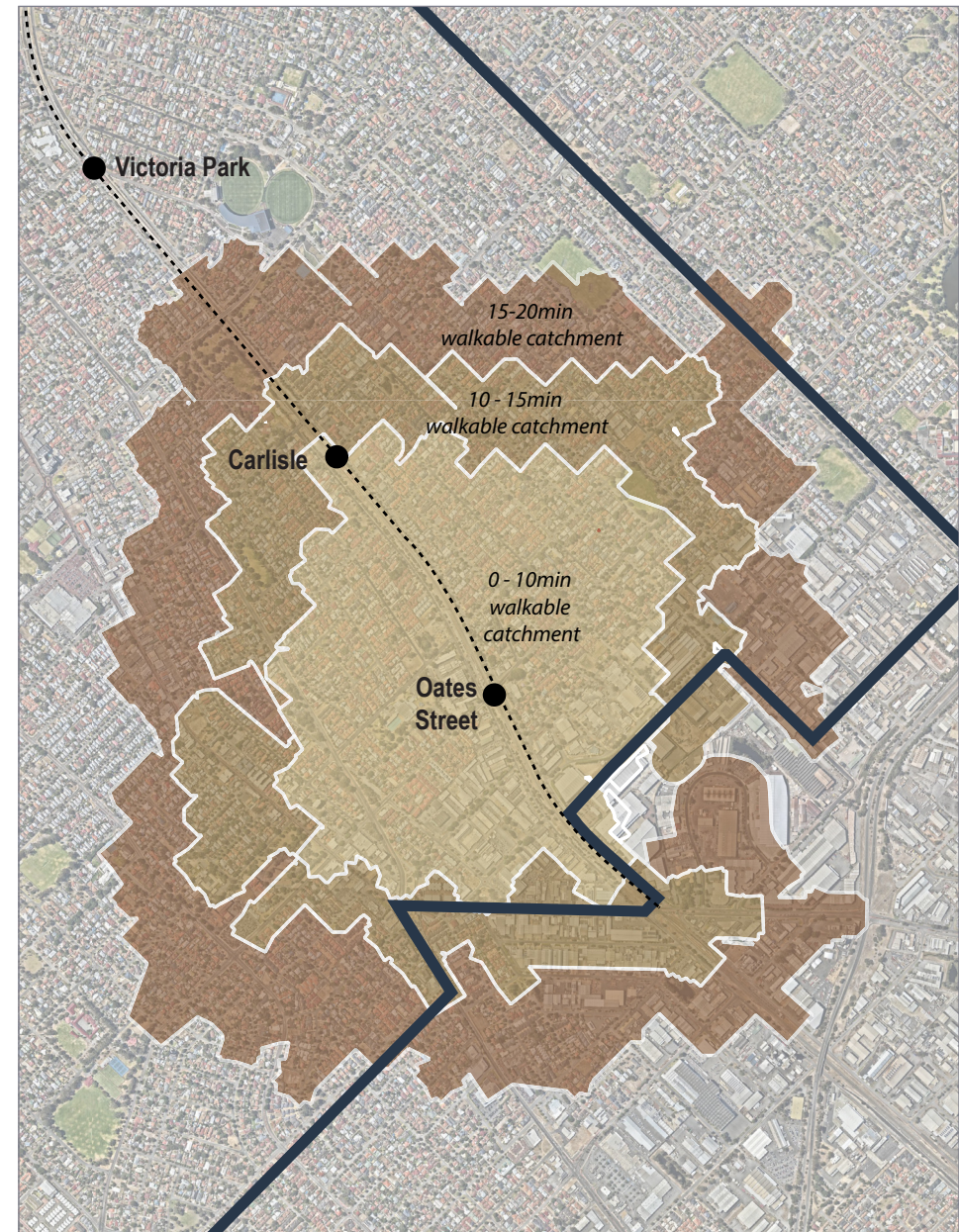
Streets are generally arranged in a grid network with relatively uniform street blocks but only a few rear laneways (rights-of-way). Street blocks in the industrial area are generally large. Lots in the Residential zones range from 195 sqm to 1,742 sqm (undeveloped) and in the Industrial Zone from 607 sqm to 15,600 sqm.

The Precinct is highly accessible by public transport with a Bus-Rail Interchange at Oats Street Station and bus services along Oats Street, Shepperton Road and Rutland Avenue. The Oats Street Station opened in 1954 and is 8 kilometres from Perth Central Station. Oats Street Station ranked 30th from 69 full-time operational stations on the metropolitan passenger network for average weekday boarding numbers in March 2018.³

3. Public Transport Authority, DRAFT Oats Street Station Access Strategy, Nov 2019.

Figure 16.4 – Walkable distance from Oats Street Station

(Source: Draft Carlisle Train Station Access Strategy, prepared for PTA by Flyt, 2019)



Land Use and Built Form

The neighbourhood contains a diversity of community and institutional land uses (such as education, child care, health, and leisure), the Swansea Street markets and the Brightwater disability rehabilitation centre, offices and accommodation.

In 2015–17, the State Government’s Survey of Land Use and Employment identified over 56,000 square metres of floor space⁴ in the Industrial Zone comprising Storage/Distribution (23%), Service Industry (17%), Commercial / Shop Retail (15%), Manufacturing/Processing (15%) and Office/Business (13%)⁵. Compared to the 2007–09 survey, there was significant growth in Other Retail/Shop Retail (increasing by 5,100 sqm), a slight decline in Service Industry (declining by 2,400 sqm) and a significant decline in vacant floor space (less 7,600 sqm).

Figure 16.5 - Extent of Infill Development

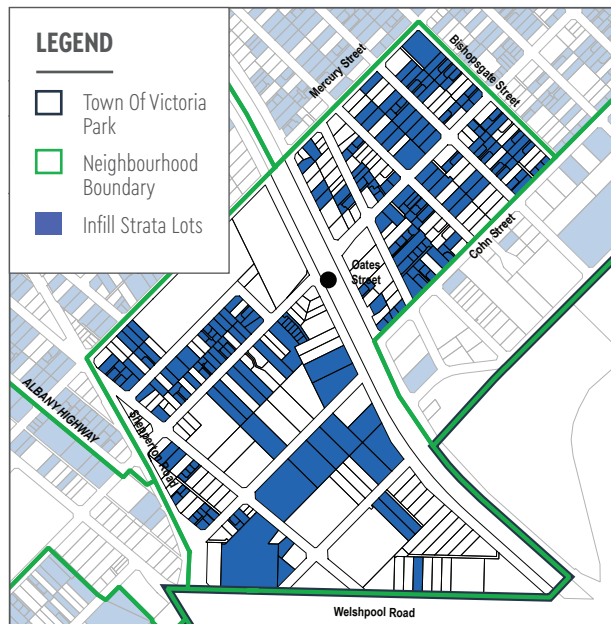
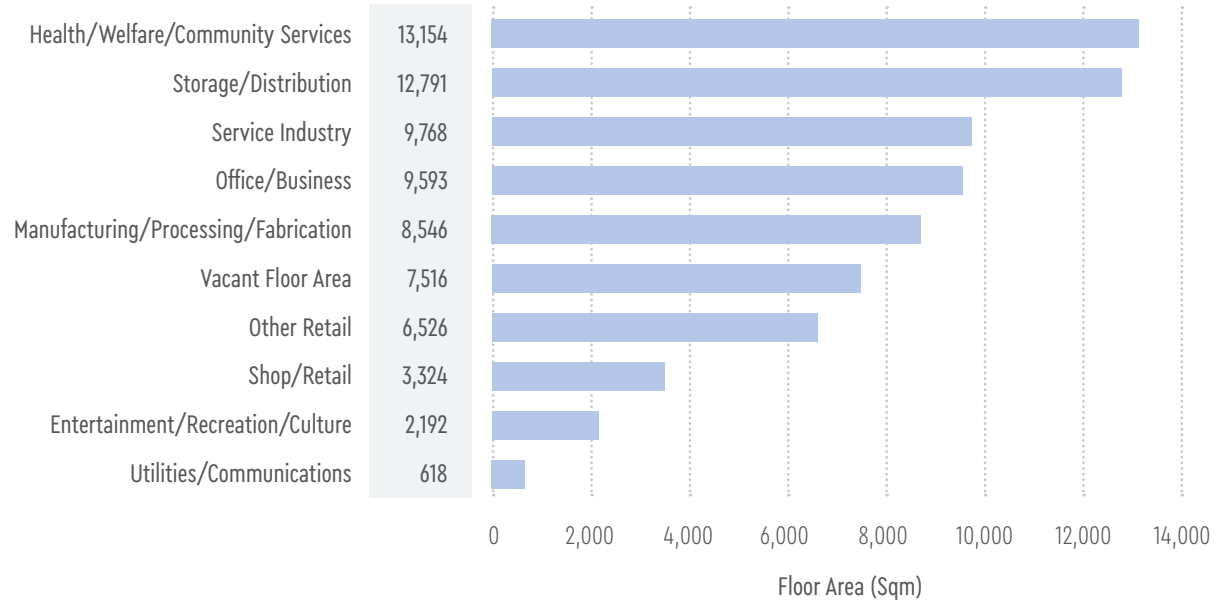


Figure 16.6 - Types of Land Uses by Floor Space Area (minus residential) (Source: DPLH, 2017)



Landscape and Public Realm

The neighbourhood has relatively wide streets with a fair coverage of canopy street trees and footpaths. There has been significant loss of tree canopy from private land through infill redevelopment which is being addressed through the Town’s Urban Forest Strategy and Implementation Action Plan. Open space is available around the AquaLife Centre and small parks along Welshpool Road (Forward Reserve) and Shepperton Road.

There are 648 dwellings in the neighbourhood and the net residential site density is 25 dwellings per hectare (across Residential and Commercial zones). The majority of properties in the Residential zone

have been developed to the maximum densities under TPS No.1 predominately with single storey villas (grouped dwellings) format, although there are several low-rise apartments (corner of Bishopsgate and Mercury Streets, and in the R60 Special Use Zone along Welshpool Road).

4. In comparison, the Industrial Zone east of the railway line has 192,000 square metres of floor space.
5. Department of Planning, Lands and Heritage, 2015/17 Perth and Peel Land Use and Employment Survey, Oct 2017, Perth: <https://www.dplh.wa.gov.au/information-and-services/land-supply-and-demography/land-and-employment-surveys>



METRONET's level crossing removal project at Oats Street may open up opportunities for redevelopment of aging infrastructure and places within this neighbourhood that could introduce greater activity through housing and/or business development.

Opportunities and Challenges

This section discusses the key planning opportunities and challenges addressed by the *Local Planning Strategy* and makes recommendations for the future Local Planning Framework, including the new *Local Planning Scheme No.2* zones, reserves and planning controls where relevant.

Maximising Development Potential within the Station Precinct

The Central Sub-Regional Framework identifies potential for more intense development around the Oats Street station. The Town's draft Activity Centres Strategy also identified potential for intensification of residential and commercial land uses including the possibility of rezoning the Industrial area (west of railway) to accommodate mixed-use. METRONET are currently examining options to grade separate the level crossings, with potential for removal of the existing Oats Street Station and provision of a new station. Each option will have different implications for adjacent land. The Town is currently engaging with METRONET in this respect.

Addressing the potential for change around Oats Street station for diversity of housing and jobs is a priority of the Town. However, there are substantial and complex factors that require thorough investigation and consideration to maximise sustainable, long-term benefits, create exemplary communities, and an acceptable return on investment.

It is recommended that the Town designates the Oats Street Station Neighbourhood as a Precinct Planning Area and that a future planning study be undertaken to define activity centre boundaries, identify redevelopment options and potential changes to the planning framework with consideration of:

- METRONET is currently in the detailed design and delivery phase to remove the Oats Street level crossing and construct a new Oats Street Station. The layout of the station, public spaces, associated infrastructure, and movement routes to the station – including the control of surrounding intersections – may enable various opportunities for the adjacent land. The Town is currently engaging with METRONET in this respect to the outcomes of the project and the relocation of the Oats Street Station;
- the value or otherwise of designating land in the neighbourhood as an Activity Centre under the SPP4.2 hierarchy and appropriate boundaries to guide changes to the planning framework;

- the merits of retaining non-retail service commercial and service-light industry activity to provide locally accessible non-retail / service commercial / light industrial goods and services, diversified employment and business opportunities that complement the Town's predominant retail and entertainment economic base;
- the potential to transition all or part of the Industrial zone to a mixed commercial and residential area that takes advantage of the larger lot sizes to develop lower-rise, high density residential development and future population increases to support greater retail activity either around a new retail centre at the Oats Street Station or the existing St James Town Centre on Albany Highway;
- the need for a transition buffer between sensitive land uses (residential) to the general industry activity in the wider Welshpool industrial area;
- the constraint posed by the multiplicity of landowners and smaller lots in residential areas (facilitated by recent subdivision and development to current TPS1 R30 and R40 densities) that are unlikely to be redeveloped in the short to medium term without significant economic incentive, disruption and need for redevelopment coordination; and
- the lack of large residential redevelopment sites to facilitate residential densities envisaged under the Central Sub-Regional Planning Framework with the exception of potential for consideration of mixed residential and community uses at the TAFE and Leisure Life.

Special Use Zone – Eastern Gateway

It is recommended the Town work with landowners to update the planning framework for the Eastern Gateway Special Use zone given the time that has lapsed since approval of the original plan in 2001 and the introduction of the Apartment Codes (State Planning Policy 7.3 Residential Design Codes Volume 2 – Apartments). There is potential to 'normalise' the Special Use zone over land that has been developed and potentially to increase residential densities over land that remains undeveloped, given proximity to public transit and the St James Town Centre. This may also include rationalisation of land identified as future road widening on the corner of Shepperton Road and Welshpool Road, and Milford Street.

Addressing Public Open Space Shortage

The Town's *Public Open Space Strategy* (POSS) identified a need for more open space and for potential re-use of drainage sumps and/or within the station precinct redevelopment. The POSS recommendations will be progressed via the POSS Implementation Plan. Refer to the Infrastructure Funding Chapter for discussion on contributions to POS.

Improving Streetscapes

The Town is preparing the Albany Highway Precinct Structure Plan that will include streetscape design guidance for key approaches to Albany Highway including Oats Street to the railway line and Oats Street station. The Plan may also include some recommendations around built form that should be considered in the preparation of the new LPS No.2, Local Planning Policies and/or a future plans for the Oats Street Neighbourhood. In addition, the PTA's *draft Station Access Strategy* recommends improving accessibility and the actual and perceived safety of streets and public spaces surrounding and leading to Oats Street station.

As such, greater attention to the siting and design of buildings, carparks, public spaces and landscaped areas and to the type of permissible land uses is warranted to create active frontages and safe and welcoming streets. Application of best practice Crime Prevention Through Environmental Design (CPTED) principles should be embedded into any future changes in development requirements and the planning framework.

Figure 16.7 – Public Open Space Deficit

