



Department of  
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# what was said about the draft **Capital City Planning Framework**



## Report on Submissions

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# Section 1

## Introduction

The Capital City Planning Framework (the Framework) is part of a series of interrelated policies that range in focus from the entire State of Western Australia to specifically local places. These include the Western Australian Planning Commission's (WAPC) State Planning Strategy and *Directions 2031 and Beyond*.

The Framework is a long-term strategic plan intended to provide guidance and complement more detailed planning at the local scale within its focus area. At the geographic centre of the Perth metropolitan area, the focus area of 12 kilometres by 12 kilometres is overseen by 12 local governments and four administrative authorities.

The WAPC advertised the earlier draft framework for public comment from 17 June to 19 September 2011.

This Report on Submissions summarises the:

- key or most common issues raised in the submissions; and
- more significant changes made to the framework in response to the submissions and comments received.

## Who was consulted?

During the public comment period and associated consultation process, the Department of Planning consulted with representatives from local government and State government agencies and organisations with a planning interest in the focus area. The draft framework for public comment attracted 86 submissions from business organisations, community organisations, educational institutions, private individuals, local governments and State government agencies. Figure 1 shows the submissions received by stakeholder type.

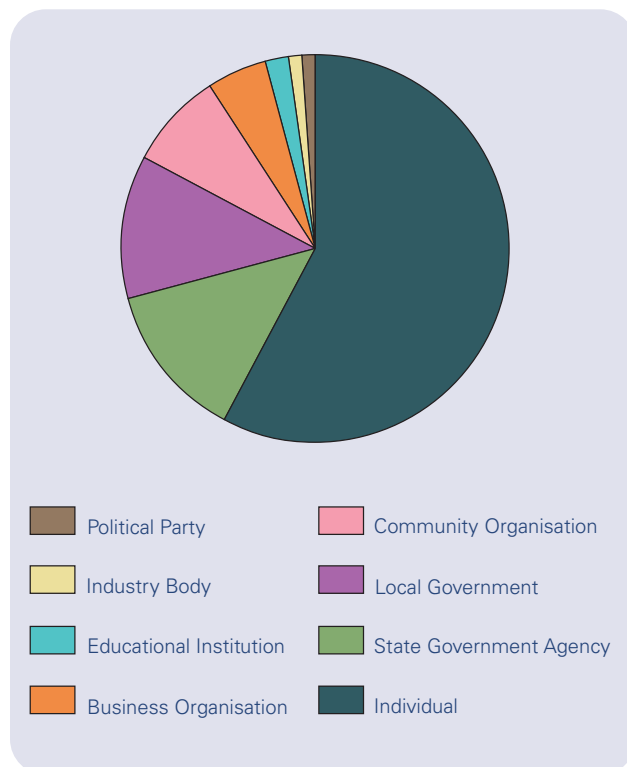


Figure 1: Submissions received on the draft framework by stakeholder type

## Main themes and comments

The submissions identified an array of matters within the draft framework, from the style and structure of the document to detailed planning issues at specific local places. The following points summarise the major comment themes raised in the submissions.

- Concerns were expressed regarding a proposal to join Henley Street and Jackson Road in the City of South Perth for a public transport connection between Canning Bridge and the Bentley-Curtin activity centre.
- Comments generally supported the Perth regional parklands concept. Within these comments, further refinement of the concept to provide greater detail was requested and information was provided suggesting how this may occur. There was also concern regarding limitations to the proposed implementation of the concept.
- Comments drew attention to the characteristics of specific places within the Central Perth Spatial Plan and made suggestions on refining or changing the represented urban development typology for these areas.
- There was general support for the flexibility of identifying routes through their transport function and surrounding uses. There were specific suggestions on the classification of some streets and roads.



- A number of comments expressed concern that the cycling section didn't make reference to other cycling strategies and needed improved coverage in relation to commuter cycling.
- Some comments raised that the initiatives within the implementation section were not provided with time frames or contributing organisations.
- A number of comments raised concerns that there was limited recognition regarding affordability and affordable housing.
- Comments related to the Key Concept 6 - A city for knowledge and culture implied that the concept was not clearly expressed. This led to some misinterpretation of the text and diagram.

Major issue	Percentage of total number of submissions
Activity and economy	7
Built form	11
Environment and setting	16
Implementation	11
Movement	33
Spatial form	9
Structure and purpose	10
General	4

Figure 2: Major issues within submissions

## Section 2

### How the final report has responded to submissions and main changes

The submissions received resulted in review and revision of the draft framework for the development of the 2012 final framework. The following section explains the main changes.

#### Joining of Henley Street and Jackson Road

Many submissions raised concerns and objections regarding the joining of Henley Street in Como with Jackson Road in Karawara and the potential transport use of the joined roads. The major concerns related to the disruption to land uses and activity surrounding these roads and the effect on residents, school children and aged people in the area. A number of these submissions indicated that further study and consultation were required in relation to this proposal.

The specific proposal to join the roads did not originate within the draft framework, although the connection of the Canning Bridge transit interchange and the Bentley-Curtin activity centre is seen as important. At the time of publication of the draft framework and of this Report, a definitive decision is yet to be made about the use of the corridor. Since the release of the draft framework it has been established that the Department of Transport will undertake a study in 2012/13 to assess travel demands and the preferred alignment to meet travel requirements between Canning Bridge and the Bentley-Curtin Specialised Activity Centre.

The joining of Henley Street to Jackson Road was depicted in the draft framework in diagrams of Section 5.3.6 - The public transport network and Section 5.4.1 - A city with an evolving spatial form. The two diagrams in the Framework depicting this alignment have been revised to indicate that the connection between Canning Bridge and Bentley-Curtin is subject to investigation. The plan of Proposed Urban Form of Central Perth depicts an urban development typology along the alignment. This is also subject to investigation.

#### Perth regional parklands concept

There were varied comments regarding the Perth regional parklands concept associated with the Key Concept 1 - A city with a reconceived setting. In general, the submissions gave in principle support to the concept but called for more detail and priority

related to implementation. Some of these submissions provided information for expanding on the major components of this concept.

Further consultation has occurred with local governments, State agencies and stakeholder organisations and the regional parklands concept has been refined to reflect this stakeholder feedback. This includes a more detailed explanation of what the concept means in practice and the establishment of broad performance principles to inform further development and implementation.

The regional parklands are now presented in the context of a green infrastructure network. This reflects the wide range of social, economic and environmental functions and benefits that green spaces provide for the city's people and wildlife. A green infrastructure typology expresses the main elements of the network. The typology describes their characteristics, opportunities to enhance their functions and mechanisms for incorporating green infrastructure planning into plans, policies and designs for the city.

The implementation of the Perth regional parklands concept has not been developed into an action in the final framework. Further development of the concept will be considered as part of the Department of Planning and WAPC business planning processes.

## The spatial plan and urban development typologies

The submissions related to the spatial plan and urban development typologies (Section 5.4.2 of the draft framework) raised issues related to specific local areas within central Perth and the extent and designation of the urban development typologies. Many of the local government suggestions about changing typologies for specific areas were justified on the grounds that the spatial plan was consistent with their existing local planning scheme. There were also comments relating to the need to consider and be sympathetic to local characteristics and allow for flexibility at the local level. In relation to the urban development typologies, there was concern over the naming of 'pavilions-in-landscape', and within the development typologies, of building type 'fragmented urban'. The use of 'towers on podiums' in areas considered not appropriate for the type was also raised as an issue.

The Department of Planning is developing the Directions 2031 Spatial Plan for Urban Consolidation for Metropolitan Perth and Peel, which encompasses central Perth. The spatial plan within the framework has therefore been renamed a plan of 'Proposed Urban Form for Central Perth' to avoid confusion between the two plans. The plan within the framework is intended to be complementary to the Directions 2031 plan and the diagram and associated text within the framework have been updated to reflect this.

The typology designation and extents of discrete local places was reviewed and re-examined and in some cases revised using the comments, current planning and the plan's principles. As existing use was only one of many factors used to guide the proposed framework this reason alone was not given as the absolute cause to make adjustments to the plan. Examples of changes in the allocation of typologies and their extent include at Preston Street Como, north of Stirling Highway in Nedlands and the Burswood Peninsula. It is understood that the proposed plan for urban form for central Perth needs to be flexible and cannot be prescriptive with regard to local detailed planning. The draft framework carried a note explaining this, and this is reiterated in the revised version.

The general content of the urban development typologies has been revised to be less prescriptive and provide an improved description of characteristic performance, particularly for 'Building types'. The type 'Towers on podium' has been removed from the 'Urban' urban development typology because it is more appropriate for only the 'City' typology. The typology 'Pavilions-in-landscape' has been retitled 'Buildings-in-landscape' and within the typologies, 'Fragmented urban' is now 'Modulated frontage urban' to improve the descriptive titles. The feature of 'Urban characteristics' in each typology has been renamed to 'Public-realm characteristics' and the content revised to improve the focus on the importance of the public realm and public space and how development can contribute to this.

## The Movement section – streets/roads and cycling

There was general support for the depiction of the road network (draft Section 5.3.3) and viewing roads through their transport as well as surrounding land use function. A number of submissions raised concerns about the classification of particular roads, suggesting that they should be revised. Comments also raised concerns about the effects of decreasing the 'through' route role of Riverside Drive.

Submissions related to the cycling network indicated that the Section (draft Section 5.3.7) needed to be aligned with the Western Australian Bicycle Network

Plan, that the section appeared to related more to recreational than commuter cycling and that targets should be set for cycling participation.

The classification of some roads has been revised based on the comments received and the assessment of the movement network working group for the framework. The main changes that have occurred to the diagram associated with the road network include addition of a route through the Curtin University site, changes in classification of Shepperton Road in Victoria Park, part of Roe Street in Perth, part of Murray Street in Perth, Sutherland Street in West Perth, Stubbs Terrace in Shenton Park and Main Street / Brady Street in Osborne Park. Minor graphic changes have occurred to Riverside Drive in Perth.

The classification of Riverside Drive has not been changed from that in the draft framework however the classification is aligned with the expected role of the road in relation to the planning that has occurred for the Elizabeth Quay Project and the desire to better link the River with the city centre.

During the review of the draft framework, the draft Western Australia Bicycle Network (WABN) Plan was released for consultation. The diagram associated with this (draft Section 5.3.7) was reviewed by the framework's movement network working group and a note added that it broadly aligns with the WABN as issued by the Department of Transport.

Additional references have been made to commuter cycling and associated end of trip facilities although as the framework is a guiding strategic document, this is not explored in a large amount of detail.

## Implementation actions

A number of submissions stated that it would be useful for clarity and delivery if the actions of the framework were refined to avoid overlap and if each was prioritised against time frames and organisation responsibility. Some submissions raised issues relating to specific actions that were recorded in the draft framework document.

The draft framework contained a large number of proposed actions that were drawn from the framework and other planning policies linked to the framework, including *Directions 2031 and Beyond*. There was considerable overlap in the intent of these actions and during the refinement of the framework it was recognised that there was a smaller group of actions that are of high value to the framework and to the longer-term planning of central Perth.

The propositions of the framework can benefit from the implementation elements of related planning policies that are already underway and the principles within the framework can be considered

and used to guide this work. There are other actions for which further State government commitments will be considered as part of the business planning processes of the Department of Planning, WAPC and other government agencies.

## Diverse and affordable housing

Student housing and increasing the diversity and affordability of housing has been recognised within a number of comments as an important element of the focus area. Some of these indicated that there was little focus on affordability and affordable housing and the barriers to this.

Within the Physical Framework section of the document (draft Section 5) student housing has been recognised within Key Concept 6 – A city for knowledge and culture as an important component in the city centre. It is a place where students have a preference to live because of the amenity offered and it is a place where students can add to the liveliness and vibrancy. The surrounding centres of the knowledge triangle have also been recognised as locations for student accommodation.

Greater reference to affordable housing and affordable living has been added to Key Concept 5 – A city for living in. While not delving into great detail, the framework recognises the importance of affordable housing and the challenges that are associated with providing this in a location that is central with an extensive choice of amenities and infrastructure.

## Knowledge and culture

The submissions related to knowledge and culture spoke about the direct public transport connections between the three university-based centres as shown on the diagram of Section 5.2.4, and the specific routes for these links. Additionally, there were questions regarding the strategies that are available to attract industries to these locations. Some submission relating to this key concept provided an indication that further explanation was needed.

The Key Concept 6 – A city for knowledge and culture has been restructured with refined background information regarding the 'knowledge triangle' concept, defined main spatial requirements of the concept and a revised diagram.

The public transport links between the centres are a component but not an overriding feature of the overall 'knowledge triangle' concept. The diagram has been revised so that notional connection between the centres proposed in the Public Transport for Perth in 2031 are shown, rather than implying actual routes as these have not been determined.

Planning to support the physical structure of the centres to assist their further development as places of knowledge and culture has been added and includes mention of access from surrounding locations, their development as key places to live, the development of an urban heart or town centre, a focus on creating a high quality and varied public realm and the provision for a mix of well-designed non-residential building types.

## Relationship with *Directions 2031 and Beyond*

A small number of submissions indicated that the relationship between *Directions 2031 and Beyond* and the framework needed greater clarity. More specifically, the connection between the themes and objectives of the higher level document and the key concepts and objectives within the framework could have been more plainly made.

*Directions 2031 and Beyond* focuses on all of Perth and Peel and therefore some of its objectives do not apply to the urban area of central Perth. For example, those that relate to greenfields development. Therefore, directly using the themes and objectives straight from *Directions 2031 and Beyond* and applying them to the framework was considered not to be suitable for the finer grained area of central Perth.

The framework's objective and key concepts do carry through to the themes and objectives of *Directions 2031 and Beyond* although at the finer level there is an inherent overlapping of these themes when applied to the spatial concepts of the framework. A table showing the principle alignments between the themes and objectives of *Directions 2031 and Beyond* and the objectives and key concept of the framework, noting that overlap occurs, has been included in the appendix.

## A city with urban characteristics

A theme within a small number of submissions spoke of the intent of the Key Concept 4 – A city with urban characteristics and that it could be more appropriately focused with a theme of 'sustainability' or with 'characteristics for people'. Other submissions suggested that stronger focus on sustainability could be more apparent within the document.

The Key Concept 4 – A city with urban characteristics has been revised to A city with resilient urban characteristics. The content within this has been revised to carry the intent of the draft framework around the original structure of central Perth but include how this can be used to support human interaction, energy efficiency, and sustainable water management. Also, this draws on a principle of Section 4 in developing resilience to a changing climate, in turn linking to the development of a climate change policy as an implementation process in *Directions 2031 and Beyond*.

## A city with a well-connected city centre

The Key Concept 10 – A city with a well connected city centre in the draft framework discussed the connection of the city centre to its surrounding areas and freeways. There was concern that this section focused too strongly on the major transport routes and how these could be modified to accommodate this connection.

The key concept has been moved from the Movement section (draft Section 5.3) to Activity and Built Form (draft Section 5.2). The focus has been changed to place greater emphasis on the connectivity of the precincts to the north, south, east and west of the city centre and the potential and opportunities to restructure these areas to provide improved accessibility to the city centre. This includes accommodating the major transport infrastructure and embracing the place-making principles of the framework.

## A city for quality environments

The Council of Australian Governments (COAG) has acknowledged the importance of design quality within their criteria for capital city strategic planning systems including Criteria 8: Encourage world class urban design and architecture. Since the publication of the draft framework, the Australian Government has produced *Creating Places for People: An urban design protocol for Australia cities*. This establishes principles for quality urban places that are aligned to the values underpinning the framework. As a result, the Key Concept 7 – A city for quality environments, has been revised and renamed A city of well-designed places. Within the concept, the principles of the Protocol have been applied in the context of the framework to demonstrate the criteria for delivering high quality design outcomes for central Perth.