

Policy framework



The development of Directions 2031 has taken into account a number of overarching strategic planning instruments in the form of the WAPC State Planning Strategy and the various statements of planning policy, all of which have implications for the form and content of the strategy.

The Western Australian *Planning and Development Act 2005* requires the WAPC "... to prepare and keep under review a planning strategy for the State."

The State Planning Strategy outlines a set of planning principles, objectives and priorities for strategic land use and development in Western Australia. Through a series of scenarios, outcomes and key state strategic issues the State Planning Strategy will help shape Western Australia as it heads towards 2050.

State Planning Policy No. 1 State Planning Framework Policy (Variation No. 2) brings together all existing state and regional plans, policies, strategies and guidelines that apply to land use and development in Western Australia and provides a framework for decision-making on land use and development.



Council of Australian Governments' capital city agenda

The Council of Australian Governments (COAG) has agreed to reforms to ensure that capital cities are well placed to meet the challenges of the future. National criteria for the capital city strategic planning systems will provide a platform to reshape capital cities. The criteria will ensure that cities have strong transparent and long-term plans in place to manage population and economic growth; plans that will address climate change and improve housing affordability and tackle urban congestion. They will also:

- provide for future-oriented and publicly available long-term strategic plans;
- be integrated across functions including land-use, infrastructure and transport and be coordinated across all three levels of government;
- clearly identify opportunities for future investment and policy effort by governments;
- provide effective implementation arrangements and supporting mechanisms; and
- support and facilitate economic growth, population growth and demographic change.

From 1 January 2012, the Commonwealth will link future infrastructure funding to states and territories that meet these national criteria. Directions 2031 provides the appropriate framework to demonstrate how Western Australia will meet the national criteria.

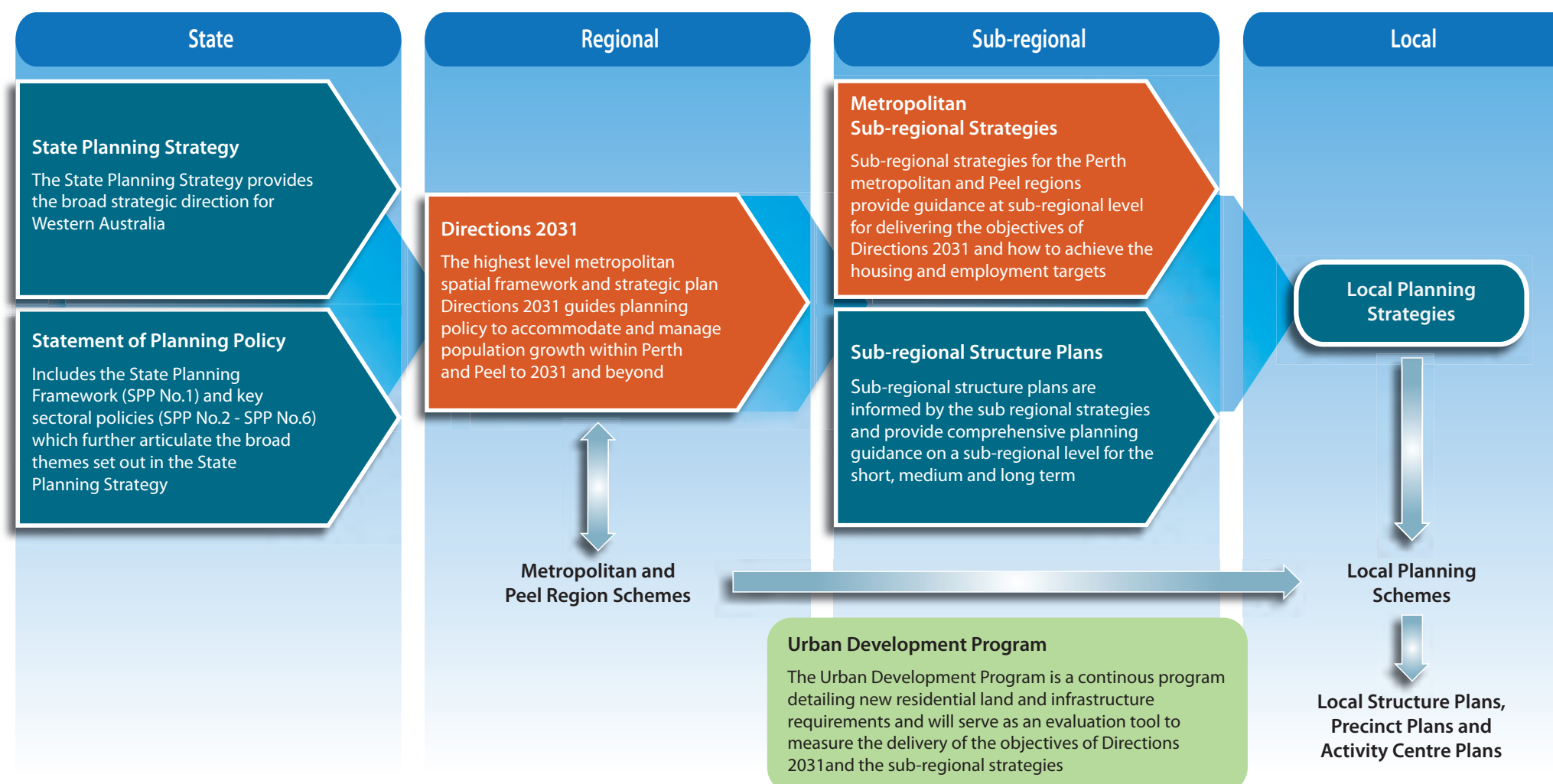


Figure 5: Policy Framework

Strategic framework



Vision

"By 2031, Perth and Peel people will have created a world class liveable city; green, vibrant, more compact and accessible with a unique sense of place."

We all have expectations about the place in which we live. These often relate to our personal comfort, the neighbourhood we live in, the services and facilities we use and the impact that we have on the environment. Our expectations vary depending on our particular situation but generally include a place that:

- is clean, green, productive and distinctive;
- has good public transport, cycling and pedestrian systems;
- is equitable, inclusive, safe and prosperous;
- provides high standards of affordable and diverse housing forms, education and health care;
- maintains high levels of employment;
- is tolerant and embraces diversity;
- is culturally and intellectually stimulating; and
- gives people a sense of identity and belonging.

Over the coming decades economic, business and political forecasts indicate that Western Australia will move into a period of sustained population growth and economic development. This is underpinned by our mining and engineering sectors with strong export markets to Asia – particularly India and China. The strength of our economy will depend on our ability to build business confidence, attract foreign investment and create jobs.

We also need to develop Perth as a world class city that will attract people with the skills necessary to support the employment needs of our mining, manufacturing and construction industries and to provide affordable housing in a range of locations.

The Directions 2031 strategic framework is based on the five key themes for a liveable, prosperous, accessible, sustainable and responsible city. A set of principles have been set within each theme to guide the spatial framework and inform the development of strategic plans and policies that will underpin its implementation.



Key themes

| Theme | Objective | Strategies |
|---|--|--|
| Liveable  | Living in, or visiting, our city should be a safe, comfortable and enjoyable experience. | Promote good urban design and development to enhance people's experience of the city. |
| | | Identify, protect and build our cultural identity, neighbourhood character and sense of place. |
| | | Protect heritage places and values. |
| | | Improve community safety. |
| | | Design accessible, well connected and sustainable urban communities which support and enable effective inclusion and participation in the community for all residents. |
| | | Provide quality passive and active public open space. |
| | | Plan for increased housing supply in response to changing population needs. |
| | | Promote and increase housing diversity, adaptability, affordability and choice. |
| | | Ensure urban expansion occurs in a timely manner in the most suitable locations. |
| | | Promote higher densities in greenfield development. |

| Theme | Objective | Strategies |
|--|---|---|
| Prosperous  | Our success as a global city will depend on building on our current prosperity. | Provide a hierarchy of places and locations for a range of economic activities and employment across the metropolitan Perth and Peel region. |
| | | Plan for a diverse mix of services, facilities, activities, amenity and housing types in centres to facilitate economic development and employment. |
| | | Increase the levels of employment self-sufficiency in sub-regional areas. |
| | | Facilitate and retain employment land to support economic growth and a balanced distribution of employment across the metropolitan Perth and Peel region. |
| | | Protect access to productive natural resources and agricultural land. |
| | | Promote and support tourism opportunities. |

| Theme | Objective | Strategies |
|-------------------|--|---|
| Accessible | All people should be able to easily meet their education, employment, recreation, service and consumer needs within a reasonable distance of their home. | Connect communities with jobs and services. |
| | | Improve the efficiency and effectiveness of public transport. |
| | | Encourage a shift to more sustainable transport modes. |
| | | Maximise the efficiency of road infrastructure. |
| | | Manage and reduce congestion. |
| | | Protect freight networks and the movement economy. |
| | | Consider parking in the overall transport picture. |
| | | Plan and develop urban corridors to accommodate medium-rise higher density housing development. |
| | | Plan and develop transit oriented developments to accommodate a mixed use and medium-rise higher density housing development. |
| | | |



| Theme | Objective | Strategies |
|--------------------|---|--|
| Sustainable | We should grow within the constraints placed on us by the environment we live in. | Protect our natural and built environments and scarce resources; respond to social change and optimise the land use and transport conditions that create vibrant, accessible, healthy and adaptable communities. |
| | | Protect and manage significant biodiversity areas. |
| | | Protect matters of national environmental significance. |
| | | Protect water resources. |
| | | Protect our coastline. |
| | | Mitigate and adapt to climate change. |
| | | Reduce waste generation and encourage reuse and recycling. |
| | | Improve air quality. |
| | | Expand and enhance our open space network. |
| | | Integrate natural resource management into land use planning. |



| Theme | Objective | Strategies |
|--------------------|---|---|
| Responsible | We have a responsibility to manage urban growth and make the most efficient use of available land and infrastructure. | Provide a hierarchy of strategic plans for the metropolitan Perth and Peel region. |
| | | Maximise essential urban infrastructure efficiency and equity; and, develop a coordinated approach to infrastructure and land use planning and development. |
| | | Minimise conflict between land use and key infrastructure assets. |
| | | Allow for the strategic expansion of the urban area, with priority on the development and use of land that is already zoned urban or urban deferred. |
| | | Improve the timing and coordination of infrastructure for new areas. |
| | | Plan for an efficient and equitable distribution of social infrastructure. |
| | | Engage with the development industry, state government agencies, local government and the community to implement the strategy. |

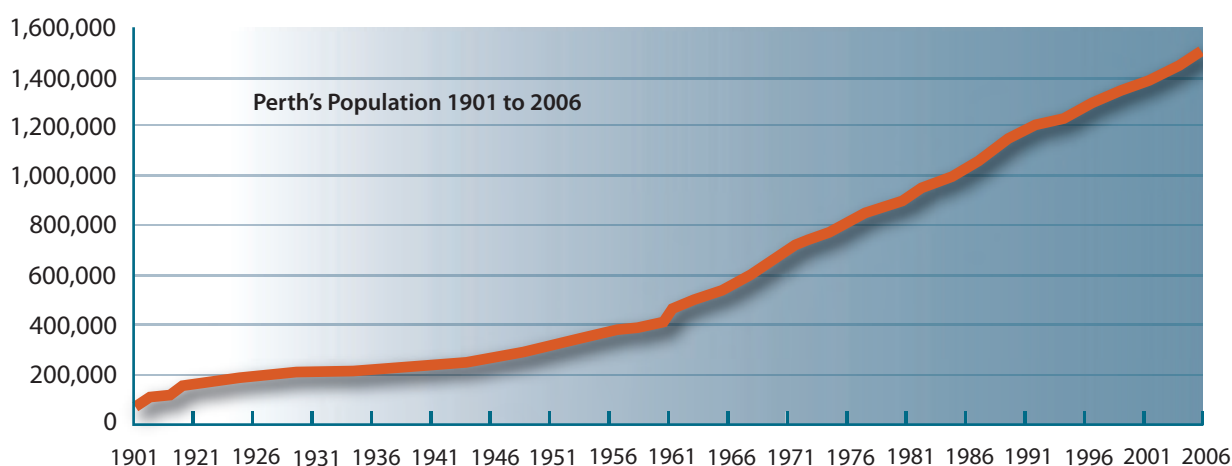


Urban form



Evolution of the city

The evolution of a city is seldom, if ever, constant. In many cases the evolutionary cycle of a city is characterised by short periods of intensive development, associated with significant economic, social or technological change, followed by lengthier periods of relatively steady growth. In the case of Perth and Peel, growth has been closely aligned to the fortunes of the city's hinterland, in particular the agriculture and mining sectors.



Since the 1950s, the State Government has sought to guide this growth through the preparation and adoption of successive spatial plans. Importantly, these plans not only define where urban growth should occur, but also areas that should be protected from development pressure.

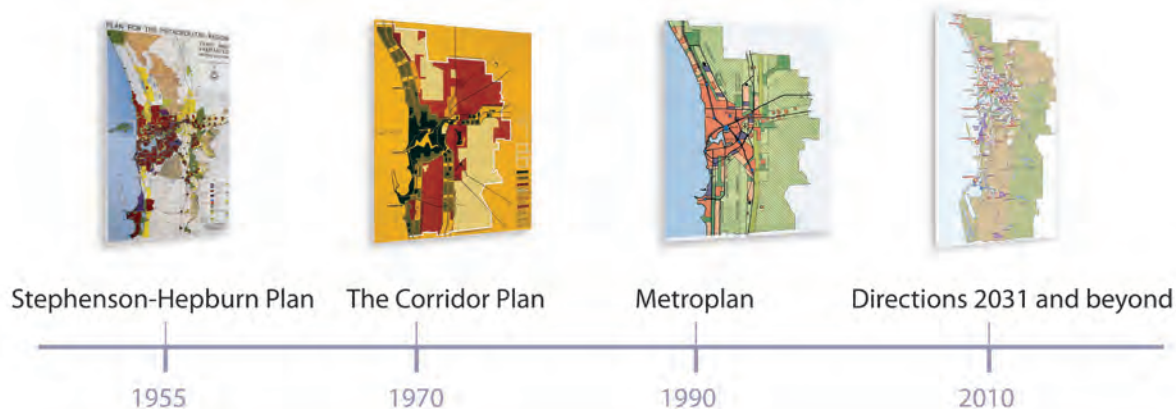
The Plan for the Metropolitan Region, Perth and Fremantle (otherwise known as the *Stephenson-Hepburn Plan*) was released by the State Government in 1955. The plan provided the early basis for the city's current spatial form, characterised by urban corridors separated by green wedges of non-urban land uses. The plan was designed to accommodate a population of 1.4 million people by 2005, and provided for the establishment of three contemporary planning instruments – the Metropolitan Region Scheme, the Metropolitan Region Planning Authority (now the Western Australian Planning Commission) and the Metropolitan Region Improvement Fund.

The *Corridor Plan* for Perth was adopted by government in 1970, and was developed in response to rapidly increasing car ownership and lower than expected residential densities. The Corridor Plan addressed the prospect of endless urban growth by consolidating new urban development areas along major transport corridors and around a network of sub-regional centres.

In 1987, a review of the Corridor Plan and the Metropolitan Region Scheme resulted in a new planning approach, *Metroplan*. Metroplan sought to accommodate a projected population of between 1.27 and 1.37 million people by 2001, and stated that:

“the principal themes of the preferred planning strategy are the consolidation of existing and future urban development, the facilitation of job creation and employment growth in a new pattern of centres throughout the middle suburbs, high levels of accessibility via both public and private transport and a new system of metropolitan parks. It will be achieved, in part at least, by improved urban management.”

Metropolitan planning in Perth 1955 - 2010



The draft *Network City* was released in 2004 following the Dialogue with the City process. It emphasised growth management, in an effort to contain fringe urban growth and enhance opportunities for urban regeneration and renewal within the existing urban area. The theme of *Network City* was to integrate transport and land use in a network of places connected by corridors that allow for the movement of freight and people. These places of exchange were defined as *activity centres*, and were connected by *activity corridors*. Public transport was to be supported by a range of activities at the centres as well as the land uses along the activity corridors linking the centres.

Although planning approaches for the region span fifty-five years, there are a number of consistent themes running through them:

1. an emphasis on limiting urban expansion;
2. concern for the protection of green space;
3. the promotion of a series of well designed places or centres and movement corridors (although the location of these may differ); and
4. the need to plan for population and employment growth.

Connected city growth scenario

By 2031, the population of the city will have increased by at least half a million people to 2.2 million⁶ residents. The rate of growth may be even faster, with the population potentially reaching 2.88 million by 2031. In order to accommodate 2.2 million people it is estimated that we will need another 328,000 houses and 353,000 jobs. While there are many ways the city could grow to accommodate this, it is the role of the spatial framework to identify a preferred growth scenario to provide guidance for the development of policies and plans and the provision of infrastructure necessary to support that growth. The preferred growth scenario is for a connected city.



⁶ The WAPC is currently reviewing its WA Tomorrow forecasts. Any updated figures will be reflected in monitoring and implementation strategies.

The connected city model is preferred because:

A more compact city is desirable: this means we must continue our efforts to achieve more consolidated development in appropriate locations.

- 1 We must work with the city we have: approximately 60 per cent of the city's population currently lives beyond the inner-middle suburbs in the north-west, north-east, south-east, south-west sub-regions of metropolitan Perth and the Peel sub-region. Although continued consolidation will help to contain future growth, it is anticipated that by 2031 this proportion will remain fairly constant. We must acknowledge this and ensure that we plan equitably for future communities.
- 2 We must make more efficient use of land and infrastructure: managing the scale of population and urban growth expected by 2031 will require not only more effective use of existing developed areas, but also more efficient use of new land released for development. We are currently achieving an average residential density of between 10 and 11 dwellings per gross urban zoned hectare on the urban fringe. We must increase this to at least an average of 15 dwellings per gross urban zoned hectare if Directions 2031 growth targets are to be achieved.
- 3 We must prioritise land that is already zoned: we already have a significant supply of land that has been deemed suitable or potentially suitable for new urban development, and has been zoned accordingly under the metropolitan and Peel region schemes. This land will be the first priority for new development.

Infill and greenfield housing targets

On current trends it is estimated that the amount of infill residential development achieved as a proportion of total development between now and 2031 will be between 30 and 35 per cent. The connected city scenario seeks a 50 per cent improvement on current trends and has set a target of 47 per cent or 154,000 of the required 328,000 dwellings as infill development. Some 121,000 of these would be located in the central sub-region. The Department of Planning will continue to work with local governments and service delivery agencies to further develop the housing targets program and move to start realising infill development opportunities.

Similarly, the connected city scenario expects an improvement in the residential densities being achieved for new greenfield development on the urban front. At present, new residential development is being constructed at densities of approximately 10 dwelling units per gross urban zoned hectare⁷. The connected city scenario has set a target of 15 dwellings per gross urban zoned hectare and the Department of Planning and WAPC will be reviewing current policy settings to ensure that this target can be achieved.



⁷ Department of Planning, Urban Growth Monitor database. (2009).

Sub-regional planning areas

Directions 2031 has identified six sub-regional planning areas that will form the basis of future planning and policy development:

- Central
- North-west
- North-east
- South-east
- South-west
- Peel

| Directions 2031 Local Government Areas | |
|--|-----------------------|
| Central sub-region | Outer sub-regions |
| Perth | North-west |
| Vincent | Joondalup |
| Cambridge | Wanneroo |
| Nedlands | North-east |
| Subiaco | Kalamunda |
| Claremont | Mundaring |
| Stirling | Swan |
| Mosman Park | South-east |
| Peppermint Grove | Gosnells |
| Cottesloe | Armadale |
| Fremantle | Serpentine-Jarrahdale |
| Melville | South-west |
| East Fremantle | Cockburn |
| Belmont | Kwinana |
| Bayswater | Rockingham |
| Bassendean | Peel |
| Canning | Mandurah |
| South Perth | Murray |
| Victoria Park | Waroona |

Each sub-region has its own distinctive characteristics. The central sub-region exhibits a more mature urban form, particularly in relation to land use type and intensity and infrastructure characteristics. The outer sub-regions are generally less developed and exhibit a patchwork of urban areas interspersed with rural and semi-rural areas. Consequently, each of the sub-regions presents a unique set of challenges and must be planned accordingly.

Two sub-regional strategies will be prepared addressing the central metropolitan Perth sub-region; and, the outer north-east, north-west, south-east and south-west sub-regions and the Peel sub-region. These sub-regional strategies will inform:

- the preparation of strategic and statutory plans and policies, by landowners, land and infrastructure developers and government; and
- the consideration and approval of local planning scheme amendments and structure plans by state government agencies, local governments, the WAPC and the Minister for Planning.



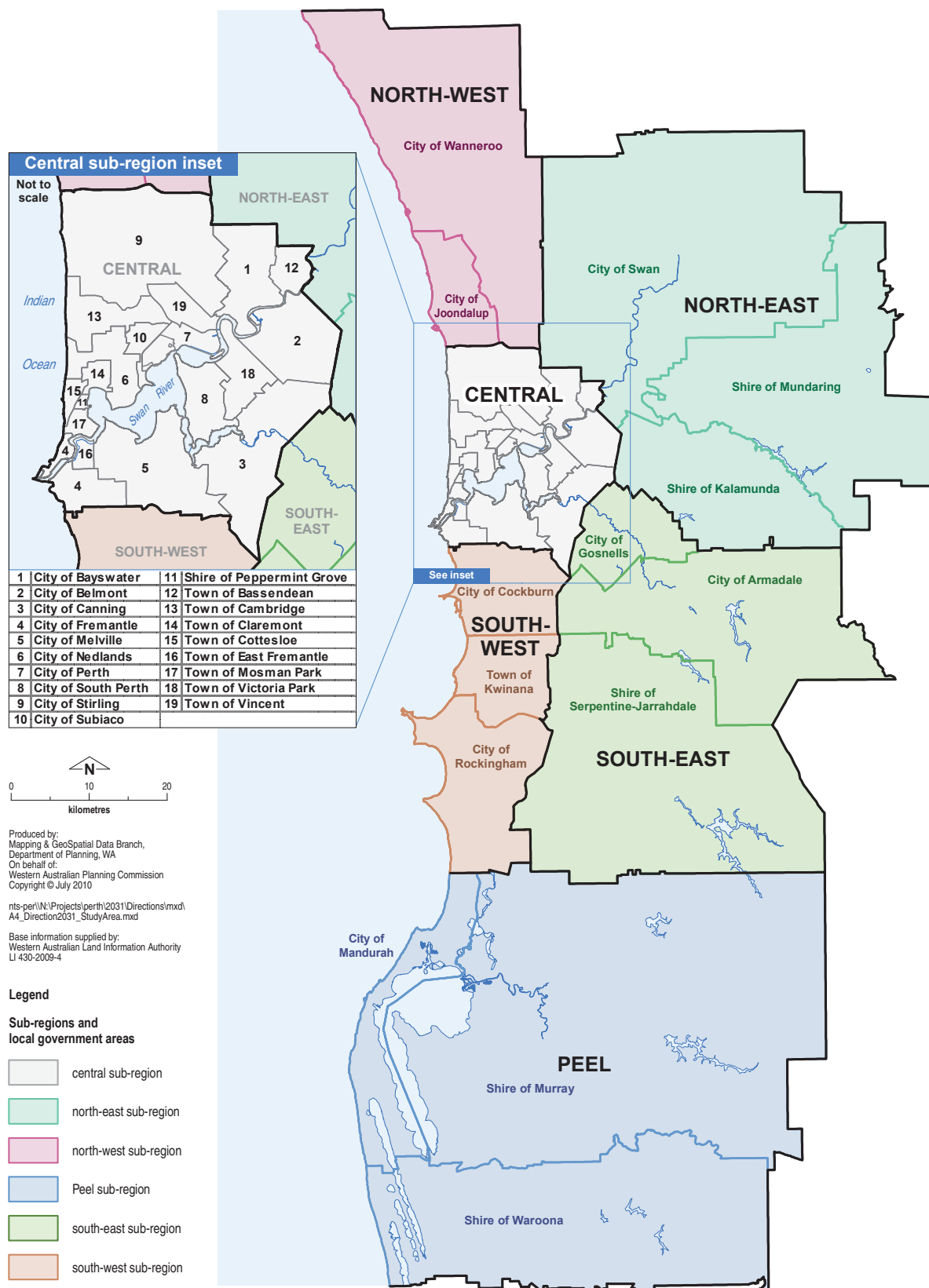
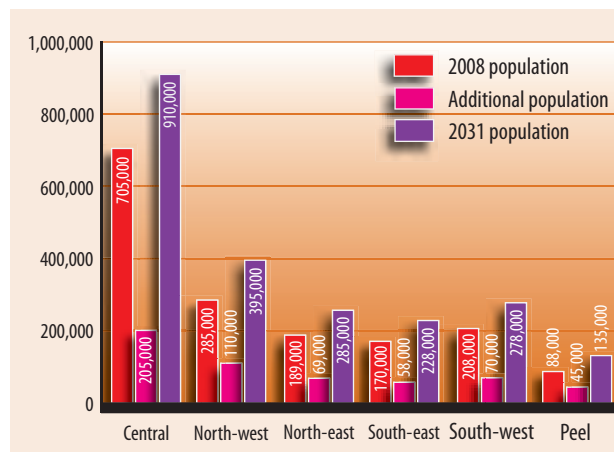


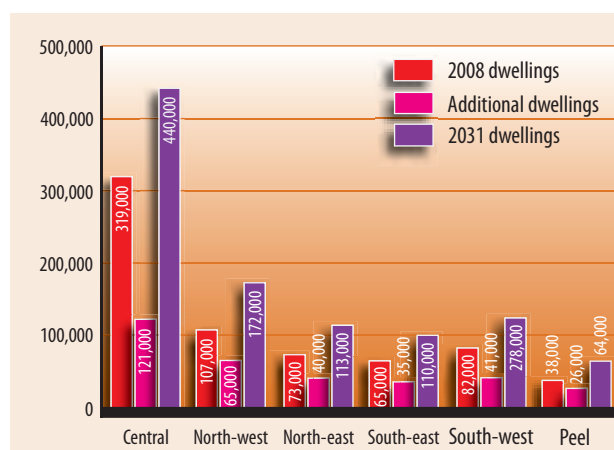
Figure 6: Sub-regions and local government areas

The following charts summarise the anticipated population, housing and employment profile for the connected city scenario in 2031 for the six planning sub-regions:



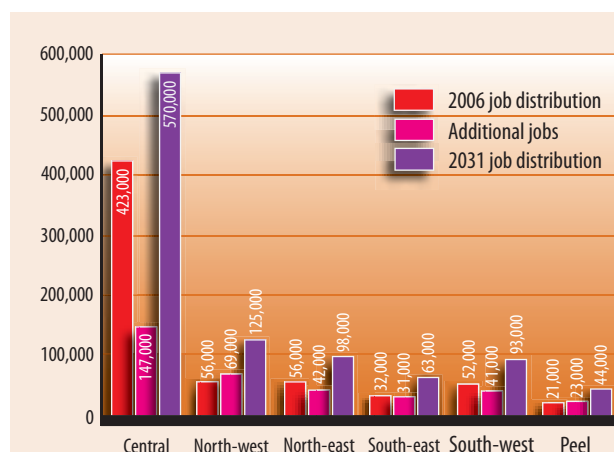
Population distribution

The connected city scenario will result in changes to the distribution of population. A greater emphasis on consolidation will see an increased distribution of new residents to the central sub-region, and an easing of fringe urban development pressures in the traditional growth areas of north-west, north-east and Peel. The south-east and south-west are expected to see a consolidation of growth around existing and planned urban areas.



Dwelling distribution

Under the connected city scenario, as with population, the most significant proportion of the 328,000 new dwellings is expected to be developed in the central sub-region. This does not mean that existing central suburbs will be subject to blanket redevelopment, but rather that the Department of Planning will work with local governments and communities to identify targeted opportunities for increased housing density and diversity.



Employment distribution

One of the key objectives of Directions 2031 is to improve the relationship between where people live and where they work, to reduce commuting time and cost, and the associated impact on transport systems and the environment. The connected city scenario is expected to deliver improved levels of employment self-sufficiency across the outer sub-regional areas. The structural changes necessary to support employment growth and the equitable distribution of jobs are outlined in the following sections.

