COUNCIL DECISION:
(COMMITTEE AND ADMINISTRATION RECOMMENDATION)

Moved by Cr Timmermanis, seconded by Cr Everett

That:

1. The Draft Town of Cambridge Local Planning Strategy, contained within Attachments 1 and 2 be ADOPTED, for the purposes of preliminary advertising;
2. The Draft Town of Cambridge Local Planning Strategy be advertised for a period of not less than twenty eight days, commencing on 20 August 2018; and
3. Following completion of the advertising period, a further report be submitted to Council for consideration detailing the outcomes of the advertising period.

Motion put and CARRIED (8/1)

For: Mayor Shannon, Crs Carr, Everett, McAllister, McKerracher, Nelson, Powell and Timmermanis
Against: Cr Bradley

Council Meeting 24 July 2018

Cr McKerracher - Impartiality Interest

Prior to consideration of the item, Cr McKerracher disclosed an interest affecting impartiality and declared as follows: "with regard to Item DV18.99, I disclose that until 22 October 2017 I had an association with the Coast Ward Ratepayers' Association Inc in that I was a committee member and member of that Association (which made a prior submission on the LPS) and that I received a notifiable gift from the Association in respect of the election at which I was elected which I disclosed, details of which are available on the Town's Electoral Gift Register on the Town's website. As a consequence, there may be a perception that my impartiality on the matter may be affected. I declare that I will consider this matter on its merits and vote accordingly.

Cr Everett - Impartiality Interest

Cr Everett disclosed an interest affecting impartiality and declared as follows: "with regard to Item DV18.99, I disclose that up until June 2017 I was a member of the Coast Ward Ratepayers' Association and received a notifiable gift from that Association being a contribution to my election expenses, a gift that I declared on the Electoral Gifts Register. As a result, there may be a perception that my impartiality may be affected. I declare that I will consider this matter on its merits at all times. Until June 2017, my business CLE Town Planning & Design of which I'm a Director acted as Planning Consultant for the owners of Floreat Forum Shopping Centre. Whilst that business relationship has formally ceased, there may be a perception that my impartiality may be affected. I declare that I will consider this matter on its merits at all times."
Committee Meeting 17 July 2018

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SUMMARY:

The Town has prepared a draft Local Planning Strategy (LPS) to set out the long-term (10 to 20 years and beyond in line with draft Perth and Peel @ 3.5 million) planning framework for the whole local government area.

The purpose of this report is to seek Council adoption of the Draft LPS for preliminary advertising, prior to submitting the LPS to the Western Australian Planning Commission (WAPC) for approval to advertise.

AUTHORITY / DISCRETION

- **Advocacy**
  - When the Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.

- **Executive**
  - The substantial direction setting and oversight role of the Council, e.g. adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.

- **Legislative**
  - Includes adopting local laws, town planning schemes & policies.

- **Review**
  - When the Council operates as a review authority on decisions made by Officers for appeal purposes.

- **Quasi-Judicial**
  - When the Council determines an application/matter that directly affects a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licences, applications for other permits/licences (e.g. under Health Act, Dog Act or Local Laws) and other decisions that may be appealable to the State Administrative Tribunal.

- **Information**
  - For the Council/Committee to note.
**BACKGROUND:**

Pursuant to Part 3, Regulation 11 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (the regulations), a LPS must:

- Set out the long term planning directions for the local government; and
- Apply any State or Regional Planning Policy that is relevant to the strategy; and
- Provide the rationale for any rezoning or classification of land under the Local Planning Strategy.

In 2010, the WAPC released the Local Planning Policy Manual (the manual), which provides guidance on the preparation of local planning strategies and is used to assess Local Planning Strategies when submitted. The Regulations indicate that the preparation of an LPS can occur concurrently with the local planning scheme to which it relates.

In March 2018, the WAPC released Perth and Peel @ 3.5 Million, which included updated housing targets for the Town and also included a series of sub regional planning frameworks. The Town is situated within the Central sub-region and is required to provide an additional 6,830 dwellings by 2050.

The preparation of the LPS formally commenced in February 2016, preliminary work was undertaken which culminated in community engagement being undertaken between 15 March 2017 and 21 April 2017 to inform the preparation of the draft LPS. Three scenarios were presented to demonstrate different approaches to accommodate future development focusing on district centres, corridor growth and local opportunities. The outcomes of community engagement including 959 individual submissions were presented to Council at its meeting held 26 June 2017 (DV17.74). Council resolved to note the submissions and seek further information from the Department of Planning.

Updates on the progress of these enquiries have been presented since this resolution and the following reports refer to the initiation and progress of the preparation of the LPS to date:

- February 2016 - Council endorsement to commence LPS (DV16.20)
- April 2016 - Local Planning Strategy Project Plan (DV16.58)
- August 2016 - Award of the tender to appoint consultants Taylor Burrell Barnett to prepare the LPS (DV16.126)
- November 2016 - Endorsement of the LPS community engagement strategy (DV16.172)
- March 2017 - Report on the first phase of Community Engagement (CR17.22)
- April 2017 - Local Planning Strategy and Strategic Community Plan - Interim Report on Community Engagement (Item 10.1)
- June 2017 - Local Planning Strategy - Outcomes of Community Engagement and Preferred Scenario (DV.17.74)
- August 2017 - Local Planning Strategy update report (DV17.96)
- September 2017 - Local Planning Strategy Contract and Project Scope - Reconsideration of Deferred item (DV17.106);
• December 2017 - Local Planning Strategy next steps (DV17.139);
• April 2018 - Revised Project Schedule and Contract Variations (Item 10.8)

**DETAILS:**

In accordance with the manual, the draft LPS comprises two (2) parts:

- **Part 1 - Local Planning Strategy, which provides:**
  - the Town's vision, planning principles and objectives which guide land use and development;
  - Strategic direction and actions to deliver the desired outcomes in accordance with the principles and objectives referred to above; and
  - A framework for implementation and periodical review.

- **Part 2 - Background Analysis Report, which provides:**
  - A summary of the relevant State and regional planning context;
  - A summary of the relevant local planning considerations;
  - Analysis of the Local profile;
  - Key issues/opportunities which have been identified through analysis of the major influences on planning for the future;
  - Appendix 1 - summary of submissions - community engagement 2017; and
  - Appendix 2 - detailed yield analysis - housing distribution.

**Process of Preparation**

The preparation of a LPS is a lengthy process due to the amount of background information required for its preparation, the nature of its contents, and the statutory milestones and timeframes. The regulations set out the statutory procedure for the preparation, consultation, approval and endorsement of an LPS. The next milestone, set out by the regulations, is to provide the WAPC with a copy of the LPS and request approval to formally advertise the LPS.

**Collection and Analysis of relevant information**

The collection and analysis of relevant information has formed the basis for the development of Part 2 (the background analysis report) of the Draft LPS. The data within this background analysis report covers matters which provide the rationale for the LPS, and includes:

- A summary of the relevant State and regional planning context;
- A summary of the relevant local planning considerations;
- The Town's Local profile; and
- Key issues/opportunities which have been identified through analysis of the major influences on planning for the future.

The analysis of this information can be found in attachment 2.

**State and regional planning context**

In accordance with the manual, the background analysis report should identify the relevant state and regional planning policies, strategies and plans for the Town.

State Planning Policies (SPP's), prepared under Part 3 of the *Planning and Development Act 2005*, provide the highest level of planning policy control and guidance within Western Australia.
An assessment of relevant SPP's for environment and natural resources, urban growth and settlement, economy and employment, transport and infrastructure, design of the built environment (draft) and their implications for the Town in terms of their influence on future planning in various disciplines (i.e. Bushfire prone areas, residential development, etc) is included within the LPS.

The following regional strategies and their implications for the Town are also identified in the background analysis report (attachment 2):

- Directions 2031 and Beyond;
- Perth and Peel @ 3.5 million;
- Central Sub-Regional Planning Framework;
- Perth and Peel @ 3.5 million - Transport Network; and
- Perth Capital City Framework.

In addition to these policies and strategies, Part 2 of the LPS acknowledges the Local Planning Strategies of adjoining local governments (Subiaco, Stirling, Vincent and Nedlands).

Local Planning Context

The Town of Cambridge Town Planning Scheme No. 1 (the Scheme) is the primary statutory document that controls the use and development of land within the Town and is prepared in accordance with the Metropolitan Region Scheme.

At the Ordinary Council Meeting held on 22 August 2017, Council endorsed a report of review of the Scheme and agreed that the Scheme required review and that the finalisation of a LPS would inform this review in the future (refer to item DV17.97). The WAPC acknowledged the report of review and recognised that the Scheme would be reviewed following the preparation of a LPS on 29 November 2017.

At the Ordinary Council Meeting held on 26 June 2018, Council adopted the Town of Cambridge Strategic Community Plan 2018-2028, which included refined vision and mission statements (refer to item 10.5). The primary vision has been incorporated into the LPS.

As part of the background analysis of the local planning context, the strategic planning framework was also examined. The following documents formed part of the assessment:

- Activity Centre Plans;
- Housing Options Study;
- Access and Parking Strategy;
- Local Government Inventory;
- City Beach Development Plan;
- Coast Plan and Coastal Natural Areas Management Plan;
- Perry Lakes Reserve and Environmental Management Plan;
- Lake Monger Management Plan;
- Bike Plan;
- Sustainability Strategy;
- Treescape Plan 2010-2020;
- The Town of Cambridge Town Planning Policy Manual;
- Local Laws; and
- Major Development Projects (Perry Lakes Redevelopment, Parkside Walk, St Johns Wood, Ocean Mia and Ocean Village).
State Planning Policy 4.2 'Activity Centres for Perth and Peel' (SPP4.2) identifies three activity centres within the town; West Leederville, Wembley and Floreat. These are discussed below:

(i) **West Leederville Activity Centre Plan**

On 21 December 2010, Council adopted the West Leederville Planning and Urban Design Study as strategic direction for future planning and development of the West Leederville Study Area. At the Ordinary Council Meeting held on 26 July 2016, Council resolved to prepare updates and provide additional background to the West Leederville Activity Centre Plan (WLACP) to convert into an Activity Centre Plan to be submitted to the WAPC for endorsement. On 10 August 2017, the Town submitted the updated WLACP to the WAPC for endorsement.

On 29 May 2018, the Statutory Planning Committee (SPC) resolved to require the Town of Cambridge to:

1. **Modify the West Leederville Activity Centre Plan**, by:
   - Including appropriate residential density targets as guided by higher level strategic planning documents;
   - Detailing the impacts that achieving the desired residential density targets will have on traffic movement and access, via the preparation of a traffic impact assessment, in accordance with the Western Australian Planning Commissions’ Transport Impact Assessment Guidelines; and
   - Updating the document to ensure the content and data is up-to-date, mapping standards are adequate, and the plan is consistent with the guidance provided in the draft Town of Cambridge Local Planning Strategy.

2. **Advertise the plan in accordance with Schedule 2, Part 5, Clause 34 of the Regulations;** and

3. **Resubmit the modified plan to the Western Australian Planning Commission for approval.**

The Town is working on the modifications and preparing a traffic impact statement, and once finalised, will present it to the next available Council meeting for endorsement to advertise.

(ii) **Wembley Activity Centre Plan**

The Wembley Activity Centre Plan (WACP) was prepared by the Town during 2014 and 2016 with community consultation comprising:

- Scenario workshops during July 2014;
- Advertising of draft WACP during March and April 2015; and
- Advertising of the revised WACP during August and September 2016.

Following Council endorsement to submit the activity centre plan to the WAPC for approval, the SPC resolved to require the Town to modify the activity centre plan and resubmit it to for approval. The modifications were considered by Council on two occasions; at the Ordinary Council Meetings of 28 November 2017 (refer to item DV17.125) and 24 April 2018 (refer to item DV18.44) and resubmitted to the WAPC in May 2018. On 26 June 2018, the SPC resolved to approve the WACP.

(iii) **Floreat District Centre**

SPP4.2 identifies the Floreat Forum and surrounding land as a District Centre, which requires further detailed planning. In November 2014 a background analysis report was
completed, which included a statutory and urban design analysis and identified potential development sites, which were explored during scenario workshops.

At the Ordinary Council Meeting held on 24 November 2015 (Refer to item DV15.150), Council resolved to defer progression of the Floreat District Centre pending strategic consideration of the Centre and surrounding area in the Local Planning Strategy.

Local Profile

The Town's Local Profile, as set out in attachment 2 (Part 2: Background Analysis Report) has incorporated local matters, including:

- Environmental considerations;
- Population and Housing;
- Economy and Employment;
- Economic Drivers and Future Employment Requirements;
- Retail and Commerce;
- Tourism and Visitors;
- Recreation and Open Space;
- Community Facilities;
- Urban Design, Character and Heritage;
- Traffic and Transport; and
- Infrastructure Services.

The analysis of these matters results in opportunities for and issues analysis, relating to:

- Residential development (addressing the dwelling target contained within Perth and Peel @3.5 million);
- Economy and Employment (relating to redevelopment opportunities, the medical precinct, tourism and smaller commercial nodes);
- Open Space and Community Facilities (including access to local open space and the possibility of additional or upgraded community facilities);
- Traffic and Transport (including promotion of new public transport provision and management of short/long term parking demands); and
- Environmental considerations (including threatened ecological community of banksia woodlands and bushfire prone areas).

Further detail is available within the background analysis report (attachment 2).

Content of Part 1

Part 1 of the LPS includes five sections, which will be discussed below.

Chapter one: Introduction

The introduction sets out the vision for the Town, as contained within the Strategic Community Plan and the relevant planning principles which guide the LPS. The draft LPS focuses on the following eight (8) key principles, which relate to housing (1), economy and employment (2), character and heritage (3), traffic and transport (4), public realm and open space (5), community infrastructure and facilities (6), utility and service infrastructure (7) and natural asset management (8):

1. Facilitate the delivery of well-considered, integrated housing growth which transitions from established suburban areas, meets the needs of changing communities and provides housing choice and a quality lifestyle for all residents of Cambridge. (housing)
2. **Promote employment and economic growth by ensuring planning provisions support a diversity in businesses and services which are appropriately located in key areas.**

3. **Recognise and protect the established heritage and character of suburban and urban areas and facilitate the conservation and celebration of key heritage sites, streets and precincts.**

4. **Increase the opportunity to diversify travel methods in order to encourage modal shifts that will reduce traffic congestion and improve the health and wellbeing of residents.**

5. **Improve the usability and accessibility of open space areas and the public realm to improve amenity and encourage active lifestyles and community wellbeing.**

6. **Ensure the provision of high quality community infrastructure and facilities that are responsive to the changing needs of the community and reinforce a sense of place within that community.**

7. **Facilitate the delivery and advancement of essential service infrastructure and encourage environmentally sustainable developments throughout the Town.**

8. **Encourage the preservation and protection of the Town’s natural assets and ensure that future land use and development does not compromise the environmental integrity of these assets.**

Each planning principle includes three detailed objectives for their respective theme/principle (refer to attachment 1).

**Chapter two: Local Planning Strategy**

Chapter two outlines the eight key themes of the LPS, which are described by their planning principle, objective strategic directions and key actions, as shown below:

![Diagram of Local Planning Strategy](image)

The key actions for each theme include indicative timeframes ranging from immediate, short term (1-3 years), medium term (3-5 years) and long term (5-10 years). These are discussed in more detail in attachment 1.

**Chapter three: Urban Consolidation and Infill Precincts**

This section of the LPS provides further detail in relation to the proposed urban consolidation and infill precincts to assist in implementing the key actions identified in the previous section.
(i) **Urban Consolidation**

Urban centres and corridors are proposed to maintain their function servicing the daily and weekly needs of the Town’s residents, in addition to providing significant local employment opportunities.

In order to reinforce economic sustainability within these centres and corridors and leverage existing transport, community and service infrastructure, the precincts are also proposed to accommodate a significant proportion of the Town’s residential growth target through the development of medium and high density apartments in stand-alone and mixed use developments.

The Urban Consolidation Precincts are identified spatially and relate to:

- Activity Centres (West Leederville, Wembley and Floreat);
- Neighbourhood Centres (Gayton Road and Ocean Village);
- Local Centres (Grantham Street and Harborne Street); and
- Urban Corridor (Cambridge Street between Floreat and West Leederville, inclusive of several local centres and the St John of God Medical Precinct.

This section of the strategy sets out the precinct vision, spatial considerations for each centre and key actions for the relevant urban consolidation precinct. The key actions include the finalisation or implementation of existing plans (dependent on their respective status) and preparation of further detailed concept planning documentation which will include consultation with stakeholders.

(ii) **Infill Precincts**

The infill precincts are identified opportunities for further residential growth in the following areas:

- Existing development sites;
- Potential future development sites;
- Suburban Residential Areas; and
- Future Investigation Areas.

The LPS is a high-level document and further planning is required to ensure that there is minimal impact on the existing suburban character areas of the Town.

**Chapter four: Actions and Implementation**

Chapter four sets out a total of 18 actions (as outlined for each planning principle in chapter two of the LPS), the relevant stakeholders, key deliverables and indicative timeframes ranging from ongoing, immediate, short term to medium term (refer to attachment 1). These matters relate to the entire Town, Urban Consolidation Precincts and the Urban Infill Precincts.

In accordance with the indicative timeframes, the Town will undertake the majority of the actions and will otherwise coordinate the efforts of other stakeholders in the implementation of the actions.

**Chapter five: Monitoring and Review**

In order to respond to changing social, economic, environmental, and governance factors influencing land use and development within the Town, as well and changing state planning
policies and frameworks, the Local Planning Strategy must undergo occasional as well as periodic comprehensive reviews.

In accordance with the State Government's Local Planning Manual, a comprehensive review of the Local Planning Strategy should be undertaken **every five years** in conjunction with the Scheme review. The Background Analysis Report is to be updated more frequently in response to available data and information in order to accurately inform future reviews of the Strategy.

The procedure for review or amendment to the Strategy is generally in accordance with preparing a local planning strategy as outlined in Section 2.5 of the Local Planning Manual, except in the case of an amendment, it is only the changes that are subject to advertisement, assessment and endorsement by the Commission.

**Next Steps**

At the Ordinary Council Meeting held on 24 April 2018 (refer to item 10.8), Council endorsed a revised project schedule, which included a public consultation period, prior to submitting the LPS to the WAPC for certification and approval to formally advertise it. However, it is open to Council to adopt the draft LPS (as shown in attachments 1 and 2) and submit it to the WAPC for certification and approval to formally advertise, in accordance with Regulation 12 of the regulations.

**Summary**

With the above in mind, it is recommended that Council adopt the draft Local Planning Strategy for the purposes of preliminary advertising for a period of 28 days and receive a further report at the conclusion of the advertising period to consider the submissions and forward the LPS to the WAPC for certification and seek approval to advertise.

**POLICY/STATUTORY IMPLICATIONS:**

The preparation of the LPS is being undertaken in accordance with the requirements for preparing and approving a Local Planning Strategy outlined in Part 3 of the Planning and Development (Local Planning Schemes) Regulations 2015. Part 3, Regulation 12 of the Planning and Development (Local Planning Schemes) Regulations 2015, states that the Western Australian Planning Commission is to certify a Local Planning Strategy for the purpose of proceeding to formal advertising of the LPS.

**FINANCIAL IMPLICATIONS:**

The projects discussed in this report are being financed by the Town's operating budget for FY2017/18. There are no further financial implications related to this report.

**STRATEGIC DIRECTION:**

This report recommendation embraces the following strategies of the Town's Strategic Community Plan 2018-2028:-

**Our Neighbourhood**

**Goal 4** Neighbourhoods where individual character and quality is respected, and planning is responsive to residents

**Strategy 4.1** Examine and better identify through planning and consultation those features and qualities which define our individual neighbourhoods
Strategy 4.2 Create opportunities for greater housing choice in forms relevant to demand, lifestyle needs and location
Strategy 4.3 Ensure new development is harmonious with established residences and respects our existing ‘sense of place’ and our unique character
Strategy 4.4 Enhance and respect our existing streetscapes, setbacks and green spaces
Strategy 4.5 Liaise with relevant agencies on planning, including provision for education and health facilities and service

COMMUNITY ENGAGEMENT:

The matter has been assessed under the Community Engagement Policy Level No. 1.2.11 and the following engagement mechanisms will be implemented:

- Two (2) information sessions;
- Distribution of DL flyers;
- A notice in the POST newspaper;
- A notice on the Town's website;
- Preparation of an online survey (also available in hardcopy); and
- Preparation of media releases for the EDS.