

Town of Cottesloe

Revision of Local Planning Strategy



Discussion Paper

November 2019



Document Control

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List of Acronyms

Toc	Town of Cottesloe
LPS	Local Planning Strategy
LGA	Local Government Area
WAPC	Western Australian Planning Commission
DPLH	Department of Planning, Lands and Heritage
SCP	Strategic Community Plan
SPP	State Planning Policy
LPF	Local Planning Framework
MST	Model Scheme Text
PLU	Principal Land Use
LPS3	Local Planning Scheme No. 3
LPS4	Local Planning Scheme No. 4
POS	Public Open Space
MRWA	Main Roads Western Australia
JDAP	Joint Development Assessment Panel
TOD	Transit Oriented Development
PSP	Principal Shared Path
NAMP	Natural Area Management Plan
WESROC	Western Suburbs Regional Organisation of Councils
ENA	Existing Natural Area
PNA	Potential Natural Area
CHRMAP	Coastal Hazard Risk Management and Adaptation Plan
LEMA	Local Emergency Management Arrangements
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DFES	Department of Fire and Emergency Services
RUS	Route Utilisation Strategy

Executive Summary

This document represents a condensed discussion paper as a precursor to the preparation of a revised Local Planning Strategy (LPS or Strategy) for the Town of Cottesloe. It sets out the recent changes and trends that are to be key considerations for the revision process, as well as the Town’s broad intentions on how to address these considerations. Additionally, the LPS review schedule is set out, together with key stages of consultation and tasks required to complete the project.

Although the existing Local Planning Strategy (LPS) is now more than 10 years out of date, this Local Planning Strategy - Discussion Paper should be read in conjunction with the LPS which provides the background information and the context for much that has come after.

The content and scope of a local planning strategy is largely dictated by the State’s Local Planning Manual - A Guide to the Preparation of Local Planning Strategies and Local Planning Schemes in Western Australia (March 2010). Therefore three additional land use planning themes have been created to address those aspects that have not traditionally been seen to form part of a comprehensive strategic planning solution. These include:

- Mixed Use and Urban Design
- Tourism, and
- Emergency Management.

Additionally, the existing Retail and Commerce land use planning themes have been consolidated with the Economy and Employment theme.

The purpose of this report is to summarise the following:

1. **What?** What is a local planning strategy?
2. **Why?** Why are we revising our LPS?
3. **When?** What are the time-frames and processes involved?
4. **How?** How will we address relevant considerations with a draft LPS?

This discussion paper will be used to open up a dialogue with the community and the comments and suggestions received will ultimately inform a revised Town of Cottesloe Local Planning Strategy.

The document itself has been designed to assist stakeholders with keeping track of their comments and suggestions for the duration of the engagement process. Each Land Use Planning Theme (for instance, Population and Housing) contains a succinct summary of recent changes and trends, and corresponding 'Opportunities' that have been added to the Existing Strategies for consideration in the review of the LPS. A 'Notes' section has also been provided to facilitate note taking and to easily capture ideas and recommendations which may be brought to the Town's attention during the review process.

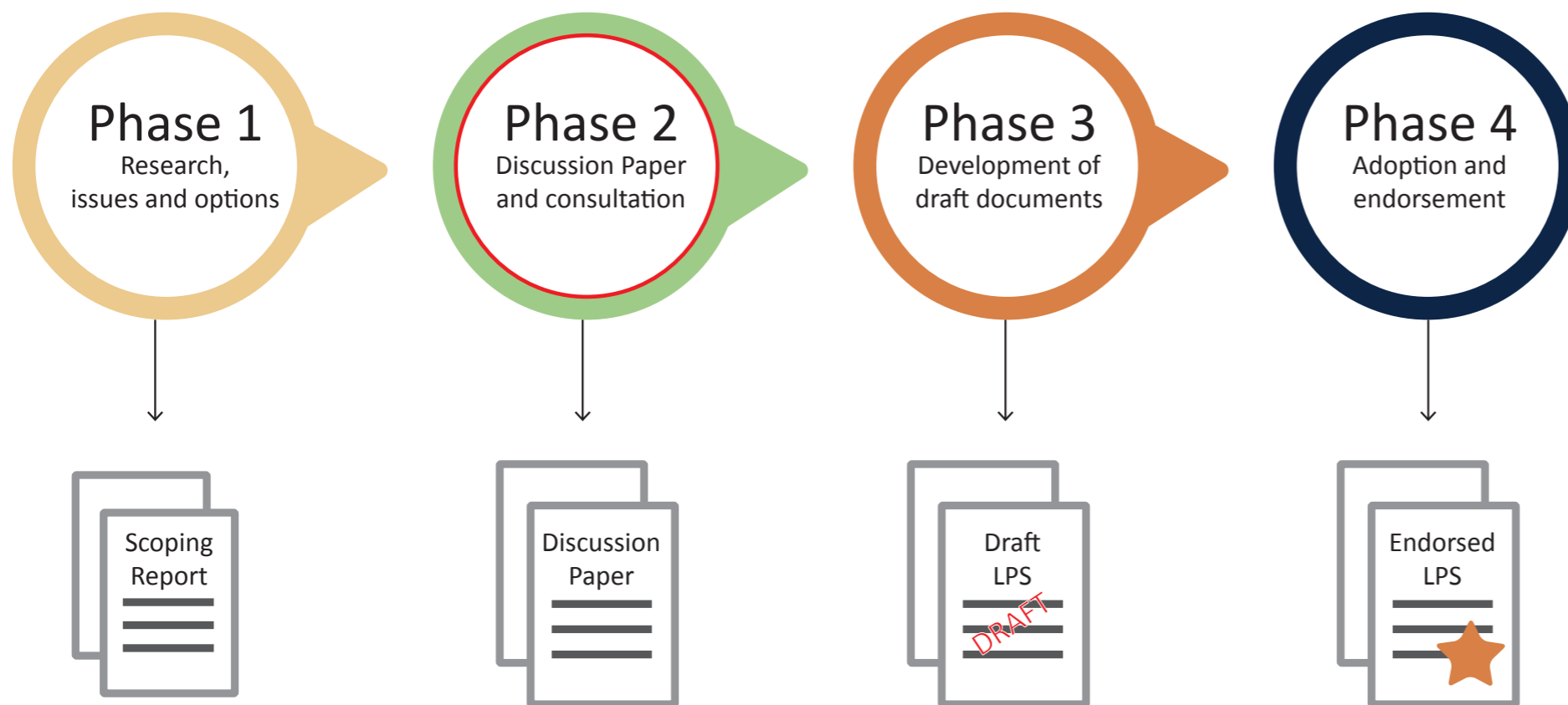


Figure 1 - Phases of the LPS Review

1 Introduction

1.1 The Purpose of this LPS Discussion Paper

The preparation of the Town of Cottesloe’s Local Planning Strategy - Discussion Paper is just one step in the Town’s Local Planning Strategy and Scheme review process, and as such, marks the first opportunity for community participation in the preparation of a revised Town of Cottesloe LPS and, ultimately, a new Local Planning Scheme No. 4. However, consultation will continue to occur at key stages throughout the revision of the existing LPS (as set out at the end of this document).

The purpose of this discussion paper is to present information and pose questions in order to stimulate feedback from the community and other key stakeholders. How will the LPS will be addressing key considerations for land use and development within our local government area into the future?

This step will add to the formal public consultation procedure (of at least 3 months) that statutorily must be undertaken once a draft Local Planning Strategy has been completed.

1.2 The Purpose of a LPS

The Town of Cottesloe has a legislative responsibility under the *Planning and Development Act 2005* (the Act) to generally provide for an efficient and effective land use planning system and to promote the sustainable use and development of land in the local government area (LGA) as part of the State.

To help realise these purposes, the Act enables a local government to prepare a Local Planning Scheme (Scheme) in order to administer the suitable improvement, development and use of land within its municipality. It is with reference to a Scheme that applications for planning approval to develop land are assessed and determined. Schemes that envisage the zoning of land must be accompanied by a Local Planning Strategy (Strategy or LPS) which:

- sets out the local governments' long term planning directions;
- applies state and regional planning policies; and
- provides the rationale for the zones and other scheme provisions.

Despite its prominence in public debate, development control is simply the tool for implementation of these broader strategies and visions. Whilst an effective Development Control system (Scheme) is necessary, any changes to the outcomes of standards and delivery needs to be supported by the broader vision and policies¹.

The Strategy is a particularly important instrument because it not only comprises the underlying rationale for the Scheme but, under the Regulations, determinations of the local government made under the Scheme must be consistent with the LPS. The LPS and Scheme should also complement a local government’s Strategic Community Plan.

1.3 The Town of Cottesloe’s Local Planning Framework

The Town of Cottesloe’s Local Planning Framework (LPF) is a suite of local policy documents that guides land use and development within the local government area.

The LPF is composed of the overarching Local Planning Strategy, the core statutory Local Planning Scheme and subordinate local planning policies. The LPF and its individual components are prescribed by the State Planning Framework, which is set out in State Planning Policy No. 1: State Planning Framework (Nov 2017).

The LPF, of which the LPS is central to, provides a strategic focus and context for interpreting State and regional policies at the local level. This also enables schemes to shift from being a purely regulatory document, which is reactive, to becoming a tool for expressing and achieving strategic vision, desired policy outcomes, and intent for the local government area.

An explanation of the Local Planning Policy Framework is given in the Planning Schemes Manual - Western Australia: Guidance on the Format of Local Planning Strategies (July 2000).

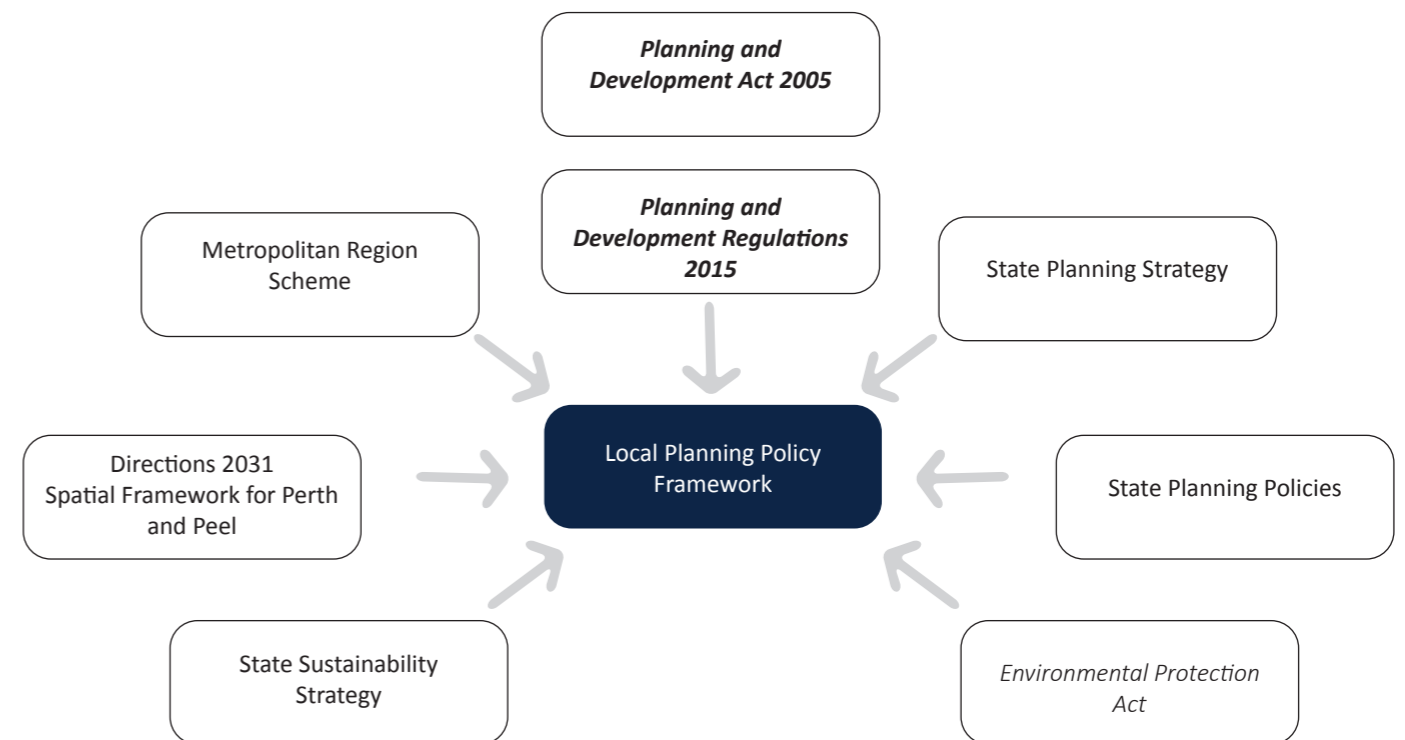


Figure 2 - The Local Planning Framework

¹ Planning Institute of Australia

1.4 Meeting our future needs - Strategic Community Plan

The Town’s Strategic Community Plan (SCP) was updated in June 2016 in accordance with the Integrated Planning and Reporting Framework introduced through the State government’s Local Government Reform Program, which is a framework for establishing community priorities and linking this information into different parts of a local government’s functions. The SCP is the document that-

- states the community’s long term (10+ years) vision, values, aspirations and priorities with consideration to other local government plans, information and resourcing capabilities;
- establishes the priorities and level of resourcing required to meet the community’s service expectations (such as the annual budget); and
- drives the development of other local government ‘informing strategies’ (such as workforce, asset management and services) and other ‘supporting strategies’.

The existing Strategic Community Plan 2013 – 2023 recognises the following six Priority Areas on which Council is concentrating in the short to medium term that have the potential to impact on how the district develops:

- 1 Protecting and enhancing the wellbeing of residents and visitors.
- 2 Achieving connectivity between east and west Cottesloe.
- 3 Enhancing beach access and the foreshore.
- 4 Managing development.
- 5 Providing sustainable infrastructure and community amenities.
- 6 Providing open and accountable local government.

In attempting to manage development and population growth in a sustainable manner, without compromising the character of the beach-side lifestyle, the LPS must translate the desired land use and infrastructure planning outcomes of the SCP in context of increasing complexity of legislation, planning practice and community expectations.

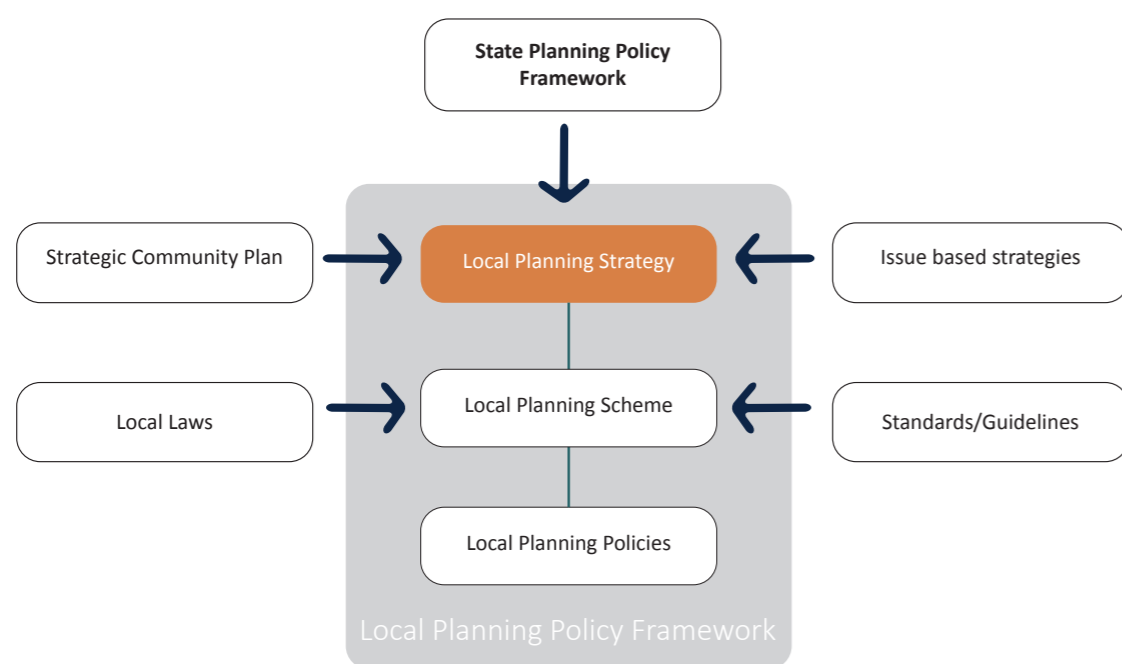


Figure 3 - The State Planning Framework

The Strategy must therefore be designed to not only provide land use planning guidance for the next 20 years, but must work as part of an integrated Local Planning Framework. This strategic framework should fundamentally be based upon the quadruple-bottom-line methodology², which espouses the consideration and management of heritage and character values at all levels of planning and at all stages of the planning process (see Figure 3 left).

1.5 Structure of a draft LPS document

The draft Strategy when complete can be expected to reflect the following format/structure:

LPS Part 1 – Land Use Planning Themes

The state and local planning framework documents that substantially inform each theme will be identified, and these will underlie the theme based strategy maps, strategic intentions and strategy responses that will be presented. The maps associated with each theme will be condensed and consolidated to form an overall city-wide strategy map which is to be presented at the beginning of Part 1.

Each theme will therefore specify a list of intentions, strategies and actions that will aim to address, detail and implement the identified issues and development objectives of that theme.

LPS Overarching Strategy Map

Part 1 will be accompanied by an overarching strategy map, which will depict Principle Land Use (PLU) areas. PLUs will indicate the generalised mix of land uses for broad areas of the local government area which are considered desirable for achieving the implementation of the supporting strategies and actions of the LPS. These areas provide a broad indication of the strategic planning intent and desired type of activities for distinct parts of the local government area. As such, they will ultimately provide the basis for informing the layout of zones and reserves under a revised Scheme.

Theme Maps

Each theme within Part 1 will be accompanied by a strategy map that will endeavour to depict the intentions, strategies and actions of each theme where appropriate.

LPS Part 2 – Explanatory Text

This part will provide the relevant background to the Strategy, including analysis of information and the rationale for the LPS. Part 2 will include the State and regional planning context, the local planning context, demographic and statistical analysis of the area, analysis of key issues, etc.

Annexures

Technical appendices such as Glossary of Terms, Audit of Community Facilities, Audit of Public Open Space, References, etc.

² Governance, Environment, Social and Economic bottom lines.

2 Need for Revision

2.1 Existing Local Planning Strategy

The Town of Cottesloe’s existing LPS was prepared in 2008. The LPS had been prepared during the course of the review of Local Planning Scheme No. 2, and had focused on several planning issues including residential densities, heritage, the beach-front, Curtin Avenue and traffic generally.

The LPS is now required to be reviewed in light of the following key factors of change in Cottesloe:

- the changing local planning framework, including revised Local Planning Scheme No. 3;
- the revised Strategic Community Plan, the review process of which has outlined a number of key priority areas;
- an evolving social and demographic environment and therefore evolving community needs and expectations; and
- the revised *Planning and Development (Local Planning Schemes) Regulations 2015*, which has produced a Model Scheme Text (MST), including a number of new zones and additional land use classes.

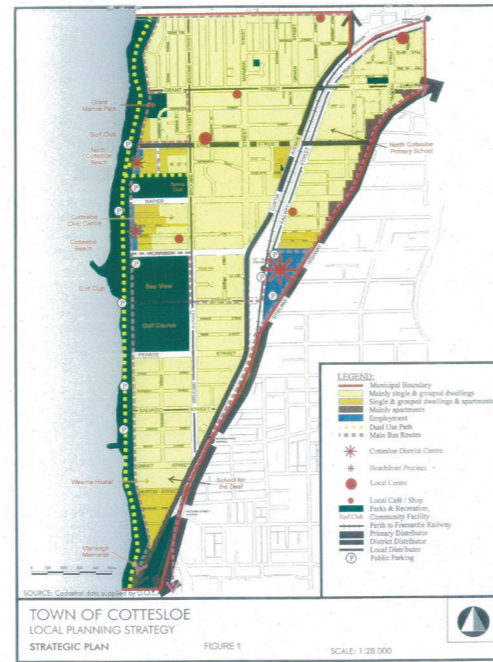


Figure 4 - Existing Local Planning Strategy

The revised Strategy should therefore not only focus on addressing the immediate needs within the existing planning framework, but also addressing the social environment and business setting. The necessity for ongoing continual improvement calls for a program that isn’t finite but ongoing – it is essential to the consistency and coordination of the Town’s approach to planning and development.

The timeline for review will be linked to both statutory time-frames and Council’s corporate and business planning cycles, and is envisaged to occur five-yearly.

2.2 LPS will ultimately inform a revised Local Planning Scheme No. 4

The existing Local Planning Scheme No. 3 (LPS3) functions as the principle statutory mechanism for regulating the Town’s development, however a review will be needed to reflect the changing circumstances faced by the Town in dealing with emerging risks and to capitalise on potential opportunities into the future.

Under the *Planning and Development Act 2005*, local governments are required to review their Local Planning Schemes every five years. The current Town Planning Scheme No. 3 was gazetted in 2014, and

is coming up to its scheduled review date. The existing Scheme established a foundation for regulating the Town’s development; however, a full review is needed to reflect both the updated *Planning and Development (Local Planning Schemes) Regulations 2015* and to capture changing circumstances.

Consequently, a Scheme is intended to be more than just a rule book for development control; it is meant to be a tool for expressing and achieving a strategic vision, desired policy outcomes and planning intent that guides the development of a local government area. The benefits of a comprehensive Scheme revision driven by an LPS prepared in accordance with the MST and current best practice methodology are:

- consolidation of past amendments;
- correction of anomalies and resolution of minor issues concerning operation of the scheme (i.e. compliance with MST);
- enhancement of development controls and definitions;
- greater integration with the State Planning Framework (i.e. MST) and regional planning initiatives;
- greater synchronisation across the Local Planning Framework (i.e. mutually supporting relationship between the overarching Local Planning Strategy, the Local Planning Scheme and subordinate local planning polices);
- provision of a strategic framework to manage growth and change in guiding the future development of the Town;
- enhanced focus and rationale for development control in precincts, including key centres; and
- a more comprehensive approach to the achievement of sustainable quality of life outcomes pursuant to the purpose of the Act.

It is anticipated that once the revised LPS is endorsed, a need will be identified to produce a preliminary strategic assessment that would include an evaluation of the capacity of the existing Scheme (LPS3) to serve as the primary implementation tool for realisation of the revised Strategy.

It should well be expected that once the Strategy revision is complete, the need for a completely new Scheme will be confirmed, and the formal statutory procedures for the preparation of a new local planning scheme can then reasonably be commenced.

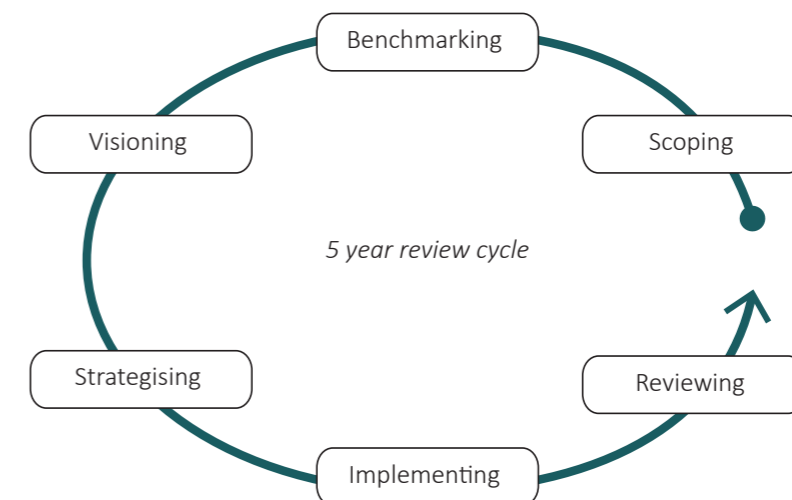


Figure 5 - The Review Cycle

3 Strategic Planning Context

3.1 State Planning Framework

The State Planning Framework is the basis for coordinating and promoting land use planning, transport planning and land development in a sustainable manner, and for the guidance of public authorities and local governments (see Figure 1 and Figure 2).

3.1.1 State Planning Strategy

The State Planning Strategy remains the highest order Strategy, and continues to seek to build strategic planning capacity and capability around a State planning vision based on a framework of planning principles, strategic goals and State strategic directions that respond to the challenges and opportunities that drivers of change present for the future land use planning and development of Western Australia³.

Cottesloe is located within the identified 'South-West Sector' of the State. Projections indicate that the South West Sector will continue to be the population centre of the State. This means that the highest level and greatest range of social services (health and education services, cultural activities) and employment opportunities will continue to be available in the South West.

The Strategy further recognises that the Government's 'Directions 2031 and Beyond' spatial framework and strategic plan for the Perth and Peel regions foreshadows an increase in density and urban land supply for the greater Metropolitan area.

3.1.2 Directions 2031 and Beyond

In 2010 the Directions 2031 Spatial Framework for Perth and Peel superseded Network City and replaced Metroplan and all other metropolitan strategies as the highest level spatial framework and strategic plan for the metropolitan Perth and Peel region. It recognises the benefits of a more consolidated city while working from historic patterns of urban growth. Importantly, the policy sets achievable goals that will promote housing affordability over the longer term.

Cottesloe is identified as being located within the 'Central Metropolitan Perth Sub-region', and the Cottesloe Activity Centre (Town Centre) is classified in *Directions 2031 and Beyond* as a District Activity Centre. It also recognises that 'Cottesloe Beach is one of Perth's most popular beaches for swimming and snorkeling. There is also a beachside pub and café culture which provide jobs and economic activity in the area.'

The document estimates that by 2031 the population of the central metropolitan sub-region will have grown by 29 per cent to 910,000.

3.2 Planning Reform

A 'Modernising WA's Planning System Green Paper' on Western Australia's Planning System was released for public comment mid 2018 which proposed five key reform areas – strategically-led, legible, transparent, efficient and delivering smart growth. Responses to the Green Paper showed clear stakeholder support for reform of the planning system. A subsequent Action Plan for Planning Reform was released in August 2019 which sets out the State government's vision for the planning system through a program of 19 reform initiatives, centred around three fundamental goals:

1. Planning creates great places,
2. Planning is easier to understand and navigate, and
3. Planning systems are consistent and efficient.

Nineteen reform initiatives have been identified to achieve the reform goals. As part of the reform process, the WAPC have commenced a review of the State Planning Policy (SPP) suite with 10 of the 28 SPPs under active review, and a further eight at various stages of consideration and investigation.

3.2.1 New State Planning Policies

As mentioned above, the WAPC is currently reviewing the state-wide strategic and policy framework to rationalise policies, address overlaps and ensure policy remains aligned with contemporary planning practice.

The process has thus far introduced a newly adopted State Planning Policy No. 7.0 - Design of the Built Environment (SPP 7.0) and associated State Planning Policy No. 7.3 - Apartment Design (SPP 7.3) as the first stage in the Design WA initiative. It has also released a draft State Planning Policy No. 7.2- Precinct Planning Guidelines (SPP 7.2) which comprises Stage 2.









Together Design WA and its associated SPPs aim to ensure that good design is at the centre of all development in Western Australia. It is anticipated that future initiatives will focus on Neighbourhood Design, Activity Centres and Medium Density Development.

³ Western Australian Planning Commission (2019)

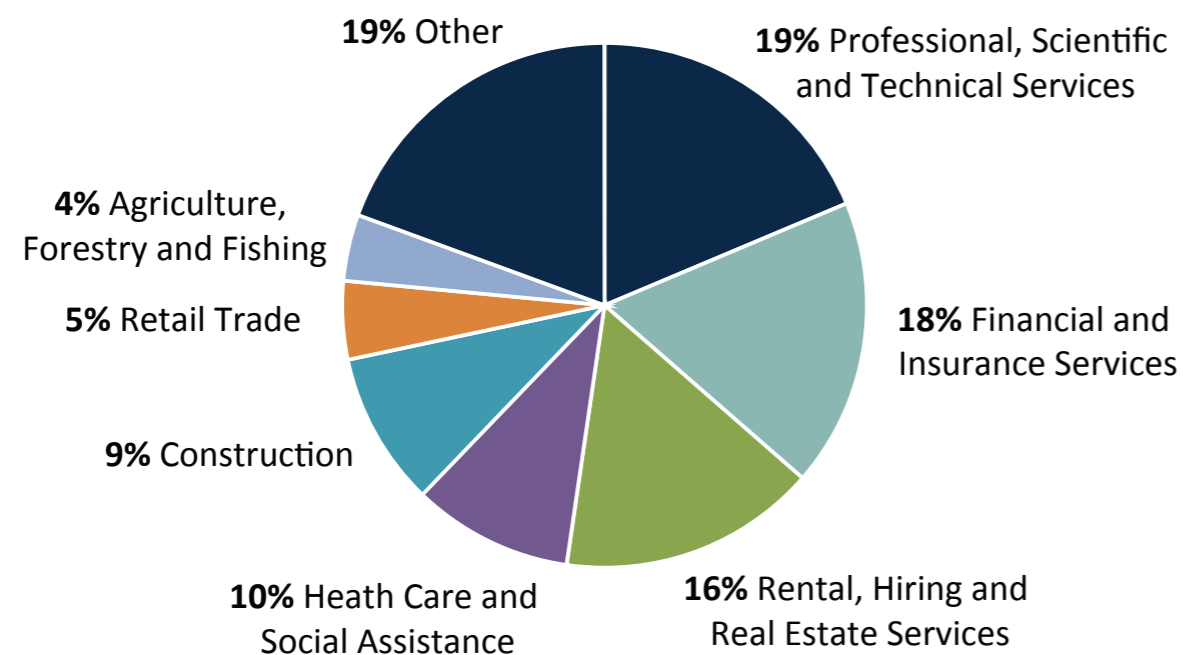
4 Community Profile





4.1 A snapshot of Cottesloe

	COTTESLOE	WA	AUSTRALIA
	41 years old	37 years old	37 years old
	\$1700 weekly household income	\$970 weekly household income	\$880 weekly household income
	10km average distance to work	16km average distance to work	16km average distance to work
	75% completed Y12 77% post school qualifications	52% completed Y12 61% post school qualifications	52% completed Y12 60% post school qualifications
	23% born overseas	32% born overseas	25% born overseas

-  1447 businesses
-  19% of businesses - Professional/Scientific Services
-  18% employees in healthcare and social assistance
-  78% use **car** to work

The community of Cottesloe is comprised of well-informed, highly educated individuals with well above-average weekly incomes compared to the rest of Western Australia and indeed the country.



-  65% single houses
-  82% dwellings with bedrooms spare
-  42% households own home outright
-  \$625 average weekly rent

5 Key Factors of Change

The key factors of change driving the LPS review can be grouped into three broad categories.

5.1 The 'Have To's'

Aligning the existing Local Planning Strategy's direction with regulatory updates and requirements:

- Conformity/consistency with the Model Scheme Text of the revised *Planning and Development (Local Planning Schemes) Regulations 2015*;
- Alignment with the State Planning Framework including new and revised State Planning Policies (SPPs) such as-
 - o State Planning Policy 3.7 - Planning in Bushfire Prone Areas;
 - o Government Sewerage Policy (2019), and
 - o the new State Government Planning Reform initiatives which produced State Planning Policy 7.0 - Design of the Built Environment and associated SPPs;
- Alignment with recent industry changes and related policy positions such as-
 - o the State's Economics and Industry Standing Committee's Report 7 'Levelling the Playing Field: Managing the impact of the rapid increase of Short-Term Rentals in Western Australia' (Sept 2019); and
 - o Coastal Hazard Risk Management and Adaptation Planning Guidelines (CHRMAP); and
- Addressing State expectations such as accommodation of density targets set in its Central Sub-regional Planning Framework for Metropolitan Perth.

5.2 The Review

Updating the existing Local Planning Strategy's direction in line with recent trends in population growth, market forces, development trends and identified gaps:

- Analysis of demographics, stats and trends, including conducting for example topographic;
- Analyses, land use audits, public open space analyses, heat maps, etc. to inform the desired approach;
- Development history and trends;
- Strategic context - reviewing the State and local strategic planning framework;
- GAP analysis of existing LPS - Analysing existing strategies and recommendations and ascertaining whether these have been achieved or implemented, and whether these still remain relevant today.

5.3 What is New?

- Results from case studies and Best Planning Practice reviews both nationally and internationally;
- Revision of our Design Approach, and incorporating methods such as-
 - o Transit Oriented Development, and
 - o Precinct Planning; and
- Reconciling and consolidating new plans and strategies such as the Draft Foreshore Masterplan, the Draft Cottesloe Public Open Space (POS) and Playgrounds Strategy, etc.

5.4 A Snapshot of Key Changes

A number of key drivers of change have also been identified for consideration in the current review of the Local Planning Strategy which will strongly influenced the update of the Objectives and Strategies that support our strategic directions.

These drivers of change will impact how our Town develops in the future; from the appearance of the urban environment, to the employment opportunities which are created and businesses which are established, to the services and facilities that are available.

The key changes of the last 10 years include the following:

- **Rapid changes in technology** that are driving community demand and expectations on the services and infrastructure provided by government;
- **Continued slow economic growth** which has resulted in an uncertain economic climate where spending has slowed and job security in many sectors has declined;
- **Increasing urban consolidation** - several major changes in State government planning policy and initiatives for urban consolidation in recent years with a greater focus on higher density development within the inner metropolitan areas. These initiatives and policy updates may result in significant changes in the built form within our Town and we therefore need to have a proactive approach to accommodating increased density whilst maintaining the amenity of our residential neighbourhoods;
- Strong focus on **climate change adaptation and mitigation** as part of working towards greater environmental sustainability; and
- Rise of **creative industries** - in recent years, employment structures have been shifting, which has seen more people working as freelancers or taking on multiple roles in different areas, with a particular focus on creative expression.

6 Recommended Areas of Focus

6.1 Content of the LPS

The project’s scope is principally set by the *Planning and Development Act 2005*, and accompanying *Planning and Development (Local Planning Schemes) Regulations 2015*. The *Planning Schemes Manual - Western Australia: Guidance on the Format of Local Planning Strategies (July 2000)* further provides guidance on the preparation of local planning strategies. It includes advice to help with all aspects of strategy preparation; from project planning to content and consultation.

As discussed earlier, the SCP identifies six priority areas on which Council wishes to focus within the next 10 year time-frame. These priority areas can be translated into five strategic objectives for the Town, and further broken down into ten strategic land use planning themes. These include:

1. Population and Housing Density;
2. Mixed Use Development and Urban design (new);
3. Heritage and Character;
4. Integrated Transport;
5. Recreation and Open Space;
6. Environment and Biodiversity;
7. Tourism (new);
8. Economy/Employment;
9. Community Facilities; and
10. Emergency Management (new).

These themes incorporate the previous themes from the existing LPS, as well as three new themes that will be explored as part of the review as these have become topical and relevant during the last few years.

The content of the proposed LPS will be based on identification and analysis of key issues, and underpinned by relevant background information.

The WAPC will also expect the following issues to be addressed as part of the LPS review process:

- Housing choice and changing housing needs;
- Ageing in place;
- Infill development opportunities, including higher densities adjacent to transport corridors and around activity centres;
- More housing choice close to the Town Centre and existing community infrastructure such as parks, public transport and medical facilities;
- Heritage protection;
- Connected and sustainable communities; and
- Identifying specialised precincts and centres.



* New/additional theme

Figure 6 - Land Use Planning Themes

Population and Housing

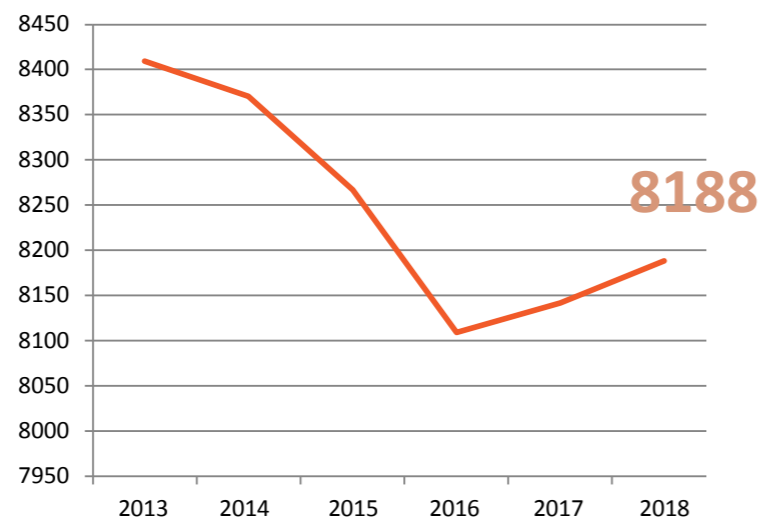
Recent Changes and Trends

Future Population

Population in Cottesloe had been relatively static over the past few decades with an annual average rate of increase of 0.16% up until 2013.

Between 2013 and 2016 the number of persons in Cottesloe has showed a steady decline from 8409 persons to 8109 persons which coincides with the downturn in the State’s economy at the time. WA Tomorrow Report No. 11 also forecasts a slower growth rate for Western Australia to 2031 based on more recent trends in population estimates than what was previously expected.

NOTE Between 2007 and 2013, Western Australia experienced a very high growth rate due to the economic boom and associated increase in net migration. This growth has since slowed, most likely due to the temporary nature of the construction phase of mining and allied industries. This impacted on employment and reduced migration flows for Western Australia, which, in turn, has impacted on projected population growth to 2031⁴.



Nevertheless, Cottesloe’s population is again expected to experience a steady increase between 2019 and 2031 with a forecast population of 8720⁵.

Ageing Population

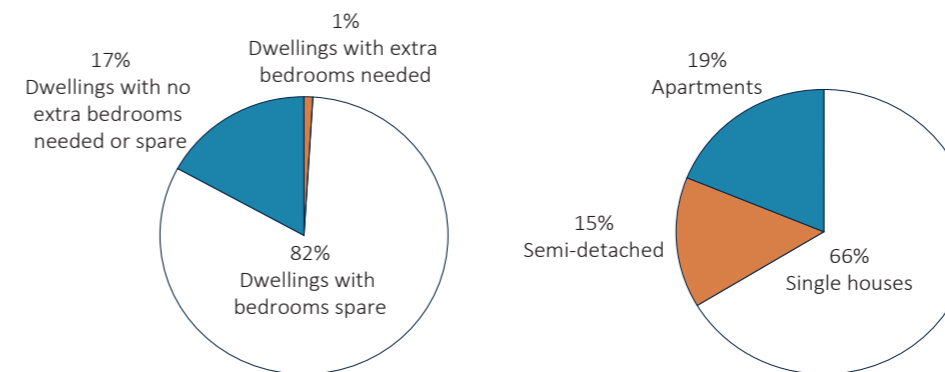
Cottesloe, like the Perth Metropolitan Area as a whole, continues to have a relatively large proportion of ageing population. The median age of all Cottesloe residents in 2001 was 38; whereas today this age has increased to 41 (compared to 37 for Western Australia).

The dwelling needs and level of care required by aged persons is more diverse and specialised than for the population as a whole. This can have a significant effect on the types of dwellings that are required.

⁴ WA Tomorrow Report No. 11 (Medium Term Population Forecasts for Western Australia 2016 to 2031 and Sub-regions 2016 to 2031)
⁵ WA Tomorrow Report No. 11 Band C calculated based on a ‘business as usual’ scenario

Dwelling Structure

Over the last few decades Cottesloe has consolidated into a virtually fully developed residential suburb with two thirds of the housing stock consisting single dwellings. It is expected that aged persons, two person households and lone households will continue to be a significant sector of the Cottesloe community which highlights a need for greater housing diversity into the future.



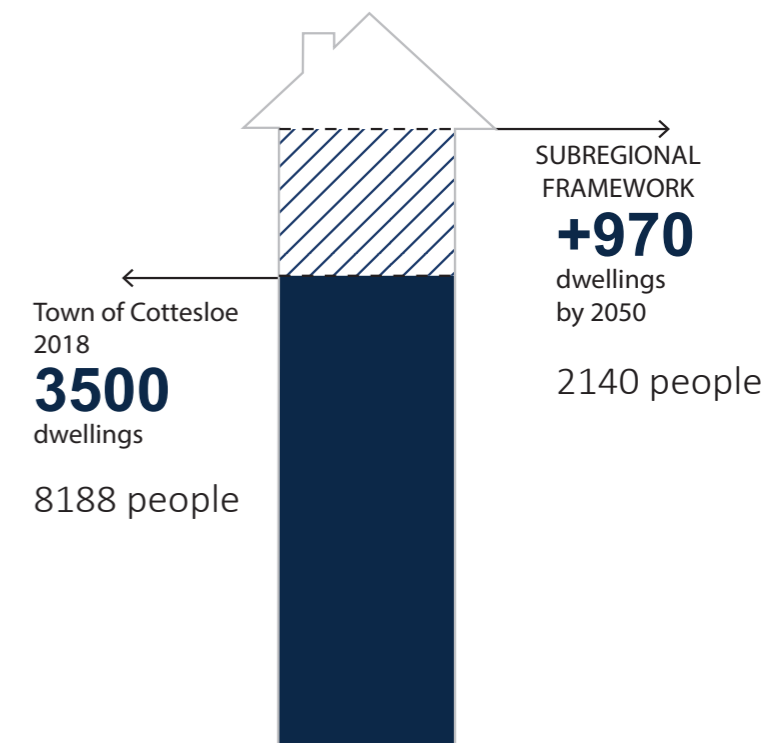
Planning for the Future

The State’s Central Sub-Regional Planning Framework (2018) establishes a long-term framework for land use and infrastructure provision, with a focus on guiding future infill growth in the Central sub-region. The Framework builds upon the principles of *Directions 2031 and Beyond* and is a key instrument for achieving a more consolidated urban form that will reduce dependence on new urban greenfield developments to accommodate the anticipated population growth, by increasing residential density and urban infill development targets in all local government areas⁶.

Cottesloe is required by the State government to accommodate an additional 570 dwellings by 2031 and another 400 dwellings by 2050, i.e. a total of 970 dwellings (an additional population of 2140 people).

This may result in significant changes in the built form within our Town and we therefore need to have a proactive approach to accommodating increased density in strategic locations whilst maintaining the amenity of our residential neighbourhoods.

⁶ Central Sub-regional Planning Framework



Mixed Use and Urban Design

Recent Changes and Trends

What is Mixed Use Development

In contrast to the factories of the past, commerce today doesn't have the same associated risks to public health and the environment. There are no longer good reasons to separate offices, shops, community, and residential uses from one another⁷.

Together with a shift in community expectations and aspirations (facilitated by advances in technology, an increasingly cosmopolitan culture and evolution in building design), there is a return to the deliberate mixing of different land uses in close proximity to one another. Just like in other regional cities across Australia, Cottesloe is also experiencing this need for more intense and diverse environments.

Many people are no longer seeking a traditional 'quarter acre' home in a low density suburban neighbourhood located a long way from public transport, shops, schools, work, and entertainment facilities. Increasingly, people from various stages of life – working couples, single people, students, fly-in fly-out workers, small families, empty-nesters, retiree's etc – are choosing smaller homes in locations where everything they want and need, from groceries to the office is easily accessible on foot, by bicycle or bus. Being close to necessary services and amenities means people can better meet their urban lifestyle.

Advantages of Mixed Use Development

Benefits to the Tenant	Benefits to Local Residents	Benefits to the Developer
The distance to workplaces, shops and other amenities and destinations from the home is reduced.	Spurs local revitalisation, delivers investment choice and supports local employment.	Retailers enjoy an immediate customer base - people live only a short distance away or directly upstairs.
Provides opportunities for living very close to work (sometimes in the same building).	Preserves undeveloped land and conserves the Town's natural areas – urban bushland and coastal habitats.	Adaptable building types which, subject to the necessary planning and building requirements, can allow conversions to other uses as demands change over time.
Enables occupants to reduce the amount of time they spend travelling and vehicle operational costs.	Provides enhanced safety of streets and security of property through extended hours of activity and occupation.	Increased ability to improve environmental performance through green construction and building materials.
Low maintenance living.	Reduces congestion on roads and traffic pollution.	Flexibility to hold and lease commercial components.
Encourages social interaction.	Contributes to housing variety, choice and affordability.	Higher density results in higher rates of building occupancy.

Currently in Cottesloe there are only a handful of well designed mixed use developments along the Foreshore and within the Town Centre; and, given the benefits, it is intended to encourage and facilitate more development of well-designed mixed use urban environments in a number of demonstrably suitable locations.

⁷ Wardner, P (2014)

Quality Urban Design

The Australian Urban Design Protocol 'Creating Places for People: An Urban Design Protocol for Australian Cities' (2011) defines urban design:

“Urban design is concerned with the arrangement, appearance and function of our suburbs, towns and cities. It is both a process and an outcome of creating localities in which people live, engage with each other, and the physical place around them.”

Research has found that quality urban design adds economic, social, cultural and environmental value⁸. The benefits of quality urban design include:

- building places and infrastructure which is built to last, easy to maintain and adaptable that can be used and re-used;
- building a city which is future focussed and enduring to future generations of residents and visitors;
- minimising resource and energy use, and creating safer, healthier environments;
- maximising accessibility, diversity and choice for people and the community;
- avoiding development patterns which rely on significant inefficiencies and ongoing subsidies, and overall reducing management and maintenance costs;
- accruing value to businesses, investors and developers through increasing capital values, returns on investment and productivity etc.

State Planning Policy No. 7.0 - Design of the Built Environment

The State Planning Framework acknowledges that urban design is a major contributor to the achievement of a sustainable natural and built environment.

Design WA is a new State government initiative that aims to ensure that good design is at the centre of all development in local governments throughout Western Australia. State Planning Policy 7.0 - Design of the Built Environment became operational in May 2019 and comprises two state planning policies (including SPP 7.3 - Apartments) which focuses on the overall design quality of the built environment. The Apartment Design Policy (SPP 7.3) replaces the planning and design standards for residential apartments in areas coded R40 and above, within mixed use developments and activity centres.

A third State Planning Policy No. 7.2, namely the Precinct Design Policy is under preparation and has been released for public comment. Precinct Design guides the preparation and assessment of planning proposals for areas that require a high level of planning, such as higher levels of density and infill, mixed use components and activity centre designation⁹. The recent advances in the State Planning Framework in general and within the urban design and mixed use planning realms in particular necessitates a review of the Town's Local Planning Framework to ensure consistency with best planning practices.

⁸ The Value of Urban Design (Ministry for the Environment, 2005)

⁹ Western Australian Planning Commission (2019)

Heritage and Character

Recent Changes and Trends

A Brief History

The first of a group of British settlers (under the command of Captain James Stirling) to settle in Cottesloe was John Butler on 250 acres with river frontage (now Peppermint Grove). Butler built a house for his family beside the rough track between Perth and Fremantle. The house soon gained a reputation for the excellent hospitality provided to travelers of the track and became known as the 'Bush Inn' or 'Halfway House'.

Cottesloe was declared a suburban area at the time it was officially named, but it was nearly two years later before the first 4-acre lots were sold. In the mid-1890s there was a rush to take up land and a number of houses were erected. The first permanent residence to be built near Cottesloe Beach was 'The Summit' in Avonmore Terrace for Mr and Mrs J.C.G. Foulkes. By 1898 the population of Cottesloe was 1,000.



Figure 7 - Cottesloe Beach early 1900s

Town of Cottesloe Municipal Inventory and Heritage List

On 1 July 2019, the *Heritage of Western Australia Act 1990* was replaced by the *Heritage Act 2018*.

Key changes in the new *Heritage Act 2018* include a streamlined process for entering a place in the State Register; more certainty for owners wishing to develop their heritage places; better protections for important heritage places; and increased transparency by publishing the Heritage Council's advice to the Minister for Heritage on the inclusion of a place in the State Register¹.

¹ Department of Planning, Lands and Heritage (2019)

Under the *Heritage Act 2018*, all local governments are required to compile a Local Government Municipal Inventory (MI), which allocates a Management Category for each 'place' of between 1 and 7, with 1 being the most significant and 7 being the least. Management Categories recognise the different levels of significance and intactness of heritage places and provide recommendations to the Town as to the kind of care that should be taken for each place. The Town's last review of the MI took place back in 2003 and it was again updated in 2007.

The most significant places (1 and 2) are also included on the Heritage List. The adoption of a heritage list is a requirement of the Town's Local Planning Scheme No. 3 (the Scheme), and these places are protected under the Scheme. The inventory and heritage list recognises the importance of heritage places to the local community, and provides a record of the places that are an important part of the history of the area. It is important to review the Heritage List as well as the Municipal Inventory on a regular basis in order to keep it up to date and relevant.

Indigenous Heritage

Three aboriginal sites have been registered on the Department of Aboriginal Affairs Heritage Site database within the Town of Cottesloe. Mudurup, or Moonderup, is a ceremonial site located at Mudurup rocks, south of the Cottesloe Surf Club. The other two sites, Victoria Street Station and Macarthur Street, have been listed due to recorded artifacts being located there.

Tree Preservation

Cottesloe's overall 'uncovered space' (inverse way of looking at canopy) has reduced several percent from 2009 to 2016 – largely due to verge planting programs and growth of trees on verges. However in the properties that were developed in Cottesloe there was a 45% reduction in canopy. Our Local Planning Framework needs to integrate tree preservation as a priority objective to mitigate tree loss.

Conservation of Heritage in Cottesloe

It is generally accepted as important for a community to retain an awareness and connection with its past in order for it to maintain its identity. Part of this process involves preserving some of the most culturally significant examples of aboriginal sites, natural and cultivated landscapes and historic buildings.

The main intention for protecting the heritage of the Town into the future should be to identify, conserve and consistently manage places and areas of cultural heritage significance that contribute to the unique identity and character of Cottesloe, and should be aimed at:

- promoting awareness of Cottesloe's cultural heritage assets and values;
- encouraging and facilitating the retention and conservation of heritage areas and places as well as significant trees;
- providing transparent, accountable and rational processes for the identification and assessment of cultural heritage significance of areas and places; and
- enabling greater efficiency and certainty of development outcomes for identified heritage areas and places.

Integrated Transport

Recent Changes and Trends

The high level of dependency on cars for future travel coupled with the expected population growth of Cottesloe to more than 1.3 times its current size over the next 30 to 50 years poses a number of future challenges and carries significant risks that could impact adversely on affordability of travel and overall accessibility in the future.

A range of options should be explored to improve public transport, walking and cycling to provide a viable alternative to car driving for some people that, in combination with higher costs of driving and increased congestion, will change travel patterns over time and lead to a less car dependent society. A number of State level strategies and plans have been initiated within the last few years with the aim to at least partly addressing these challenges.

Metronet Level Crossing removal Strategy

Metronet is currently undertaking a review of the level crossing removal options that offer the least road and community impacts during and after construction. There are a number of ways to remove a level crossing; these include elevating or sinking the rail; elevating or sinking the road, a combination of both, or closing the crossing.

A program will be developed, which would allow for ongoing level crossing removal, depending on funding availability. It is estimated the first four level crossing removals will take up to four years.

Station Access Strategy

The PTA's Route Utilisation Strategy (RUS), estimates patronage on the rail network will approximately double by 2031, putting pressure on the existing infrastructure used by passengers to get to the stations. To determine what future investment is needed to meet these access demands in a safe and efficient way, the PTA is undertaking a Station Access Improvement Program¹.

Focusing on a preferred hierarchy of modes, being walking, cycling, bus, drop off and finally parking, the Program looks at how passengers currently access stations, barriers to using other modes, future access requirements and finally recommends a package of measures to enable access to stations in line with the PTA's growth projections and policies. It will also provide an opportunity to integrate the station's access options with adjacent land use developments. The Program will individually assess existing patronage data, conduct passenger mode surveys and analyse future forecasts.

The Station Access Strategy will be developed in a staged approach across the network and with a target completion of mid-2018.

Curtin Avenue Realignment

The extension of Curtin Avenue from Servetus Street to Walter Place adjacent the railway line remains an ongoing process managed by Main Roads Western Australia (MRWA). The future of Curtin Avenue was

explored in the Enquiry by Design Process undertaken in association with Local Planning Scheme No. 3 at which time the preferred solution was put forward. It is understood that MRWA will be further exploring and refining the preferred design option within the next few years.

Cottesloe Principal Shared Path (PSP)

The extension of the Fremantle Line Principal Shared Path from Grant Street to Victoria Street in Mosman Park is now complete, adding almost 3km of new path.

The completion of the 2.8km extension, that used to stop at Grant Street in Cottesloe, means cyclists no longer need to share a busy stretch of Curtin Avenue with cars and trucks - there is now a high quality, off-road path from Midland in the eastern suburbs to Perth CBD and to Victoria Street Station in Mosman Park.

A new PSP underpass at the Eric Street Bridge in Cottesloe has also been constructed in order to facilitate pedestrians and cyclist movement and avoid conflict with traffic at Curtin Avenue.

Towards Transit Oriented Development (TODs)

In 2009, the Committee for Perth commenced the research and promoted the value of the introduction of light rail. Concerns were growing with regard to population growth; 'Directions 2031' at first estimated 2.2m, then 3.5m and now a 5.0m increase in population by 2050.

TODs can go a long way toward addressing the associated challenges of an increased population and their adjacent real estate is one way to capture the added value of transport systems and create walkable cities.

They can be defined as being-

- Clustered around and within an easy walking distance of a transit station.
- Pedestrian friendly and safe.
- Containing a mix of residential, retail and commercial uses at higher densities.

The residual railway lands at either side of Cottesloe Station have long been the subject of potential TOD in conjunction with the revitalisation of the Town Centre. The Town has recently commenced the preparation of a Precinct Plan for the Town Centre which will address these considerations.

Stirling Highway reduced reservation

A 2016 MRS amendment rationalised the extent of the then existing Primary Regional Road reservation over Stirling Highway by reducing the existing Primary Regional Road reservation and rezoning it to Urban Zone. A subsequent local planning scheme amendment rezoned those areas affected by extending the existing adjoining zone and assigning it a dual density code of up to R60.

¹ PTA 2019

Recreation and Open Space

Recent Changes and Trends

Cottesloe's Parks and Reserves

Public Open Space (POS) provides significant benefit to the community by providing amenity that supports active sporting pursuits, recreational pastimes, opportunities for play, and spaces for community interaction with the environment and each other (strategy reference)¹.

The Town of Cottesloe has a notable variety of POS set aside for recreation and open space. The local government area boasts coastal open space for the entire length of its western boundary. The foreshore reserve is zoned under the Metropolitan Region Scheme (MRS) as a Public Recreation Reserve in order to protect the area for recreational purposes and public access. It comprises some restricted development including car parks, community facilities (surf clubs) and cafes/restaurants.

The combination of Cottesloe's extent of passive and active open space, in addition to its high level of accessibility (particularly walkability) caters to a wide range of age groups and activities, and offers much of the benefits noted above.

Draft Cottesloe Foreshore Masterplan

The revitalisation of the Cottesloe foreshore has long been the subject of substantive levels of public engagement. A number of redevelopment proposals have been advertised for community comment, including the recently approved Cottesloe Foreshore Masterplan 2019, which addresses that part of the MRS Recreation Reserve between Forrest and Eric Streets.

The Cottesloe Foreshore Masterplan provides the vision, principles, conceptual plan and design guidance for future upgrades that are in keeping with the unique character of Cottesloe and the surrounding community.

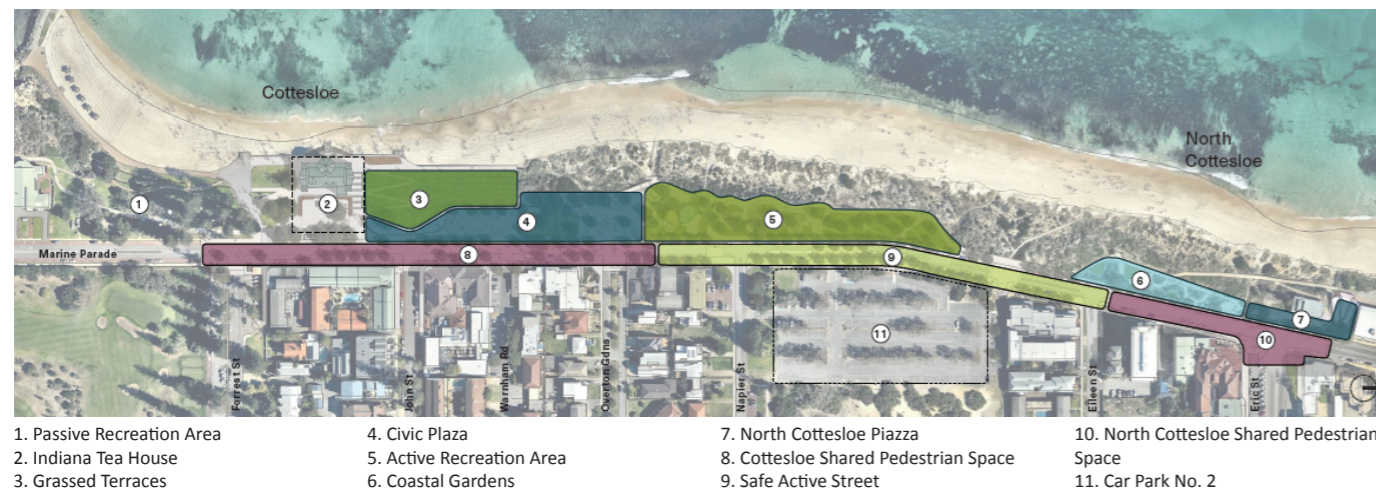


Figure 8 - Draft Cottesloe Foreshore Masterplan

1 Draft Cottesloe Public Open Space and Playgrounds Strategy (July 2019)

Draft Cottesloe Public Open Space and Playgrounds Strategy

In early 2019 the Town Commissioned UDLA to undertake a Public Open Space and Playgrounds Strategy in order to provide direction on equitable provision, access, types and quality of POS and playgrounds.

The strategy document provides a vision for Cottesloe's POS, effectively grouping existing spaces according to character, location and type. This has resulted in four 'linear' bands of linked POS (three that run north-south, one that runs east-west) that collectively responds to the themes of:

- Coast and Beach;
- Sports and Recreation;
- Informal Play and Exploration; and
- Ecology and Biodiversity.

The Playground Strategy itself establishes a three-tiered hierarchy of provision for the ten existing playgrounds and recommends the level of service and location of future playgrounds. The Strategy further observes that generally all playgrounds need improvement in the following areas:

- Age diversity;
- Overall challenge and replayability;
- Relevance to Cottesloe's sense of place and character; and
- Supporting amenity and infrastructure for carers and parents.

Public Art

Cottesloe is endowed with a large collection of public art. Public art can define the public realm by providing the detail in an areas fabric; expressing community values or emotions. Art contributes to place-making by including reference to local character and may use geography, landmarks, history, ethnic cultural elements, industry, local craft and other cultural attributes that can enhance a sense of belonging to a place.

Public art can provide the point of individuality which separates standard built form in , for example, an activity centre, from other centres or other towns in Australia.

Public art should-

- be incorporated into public open spaces, plazas and infrastructure projects such as transit systems, bridges, etc.;
- express local history and identify through functional and ornamental design elements;
- enhance gateways and significant intersections;
- establish key points that help with way-finding as well as making unique places in urban form; and
- should take a number of forms including plaques on buildings, information in transit stops, murals, sculpture, elements in sidewalks, streetscape furniture, etc.

Environment and Biodiversity

Recent Changes and Trends

The predominant land form and landscape features of Cottesloe include sandy beaches, coastal dunes, limestone cliffs and rocky outcrops, with an undulating topography inland from the coastline. While much of the original natural vegetation has been removed with settlement, some remain. Boulevards of mature Norfolk Island Pine trees planted in the early 1900s along many residential streets have become (and still remain) the identifying landmark along the coast and characterise the landscape of Cottesloe.

The natural environment is of immense, if not infinite value to humankind because-

- it provides products and services that humans are fundamentally reliant upon such as clean air and fresh water;
- it contributes to sense of place and aesthetics and supports education, recreation and spiritual pursuits; and
- it is of considerable economic value, both in terms of readily measured natural commodities such as fisheries and timber, but also in ways that are not often measured such as the economic value of wetlands in attenuating and filtering storm water flows¹.

Many aspects of the natural environment are currently in decline due to human activities (UNEP 2012). This is evidenced by current topical environmental issues such as climate change, land clearing and species loss, which are of concern not only internationally, but also at the national, state and local levels.

In view of these considerations, the protection of the natural environment is a key goal for governments both within Australia and internationally. The WA state government has previously stated its intention to support the protection of the natural environment through a range of statutes and policies, including the State Planning Strategy 2050, which provides a state-level strategic plan for land use planning and development to 2050 (WAPC 2014).

Town of Cottesloe Natural Areas Management Plan (updated 2015)

In order to manage these important areas the Town has developed a Natural Area Management Plan (NAMP). This document sets out a management framework for each natural area through a five year program, which aims to provide a more united approach towards natural area management through an efficient allocation of resources. The management plan aims to act as an overarching policy to support current existing local planning and development policies.

Key recommendations of the plan are:

- The Town of Cottesloe ensures the social, environmental and management values of the natural areas are recognised, addressed and implemented in the Town's policies, planning and work procedures.
- The Town of Cottesloe enacts policies to protect the defined existing natural areas and ensure they are not developed or otherwise diminished.
- The Town of Cottesloe adopts the Management Framework outlined in this report as an aid to prioritising and planning works and to assist in operational activities.

¹ Costanza et al 1997, Millennium Ecosystem Assessment 2003

- The Town of Cottesloe assigns highest priority to the following existing natural areas (ENAs):
 - o Mudurup
 - o Cottesloe Native Gardens
 - o Vlamingh Parklands
 - o Grant Marine Park.
- The Town of Cottesloe assigns highest priority to develop the following potential natural areas (PNAs):
 - o Land adjacent to the railway line
 - o John Black Dune Park.
- The Town of Cottesloe recognises the opportunity to naturalise verges, median strips and other grassed areas.
- The Town of Cottesloe recognises that the protection and rehabilitation of ENAs is of higher importance than developing PNAs and that any work towards PNAs should only be conducted when it does not compromise efforts towards preserving ENAs.
- The Town of Cottesloe adopts the implementation of works outlined in the NAMP in regards to weed management, revegetation erosion, pest management and infrastructure.
- The Town of Cottesloe investigates means to gain access to Bushcare experience, including the possibility of sharing the funding of a Bushcare Officer with other members of the Western Suburbs Regional Organisation of Councils (WESROC).

Water Management

The State Government has developed the 'Better Urban Water Management Framework (2008)' in order to provide guidance to stakeholders on the appropriate consideration of water quality and quantity issues during each stage of the planning system.

Cottesloe Street Tree MasterPlan (and associated Street Trees Policy 2019)

The street tree masterplan is a tool designed to help implement the Town of Cottesloe's street tree policy, by prescribing a suitable tree species for planting within each street. The plan identifies a cohesive palate of trees to plant on residential verges within the town, fulfilling the Town's objectives to:

- Select and maintain street trees, which enhance both existing and future streetscapes;
- Create a setting in sympathy with the function and appearance of the adjacent land uses, a safe and comfortable pedestrian environment, and cater for vehicular traffic; and
- Promote the use of indigenous trees, to extend the habitat of native birds and animals in urban areas.

Protection of street trees at development sites is important towards preserving the amenity of streetscapes. The Street Trees Policy (2019) acknowledges this and requires, for development or building approvals, that plans and drawings be submitted that include the locations of all street trees on abutting road verges for the consideration of the effects of such land or building changes, on these street trees.

Economy and Employment

Recent Changes and Trends

Planning plays an important role in ensuring the right signals are sent to the marketplace to attract interest and investment. Industries and businesses should be welcomed by a planning system that is efficient, transparent, predictable and simple to navigate.

In an increasingly globalised marketplace for jobs, services, investment and knowledge we need to seek to create a planning system with the capacity to respond to change and opportunity, and to enhance the prosperity of Cottesloe, while protecting those valuable aspects that make Cottesloe a unique place to live.

We should aim to provide employment areas that are flexible and located close to housing and activity centres, supported by infrastructure and appropriate transport services.

To achieve these things, we must have a clear approach to planning by enabling business flexibility and competition through effective policy; supporting new and emerging businesses as well as our traditional strengths; and taking full advantage of our existing and future infrastructure investments.

Town Centre

The Town of Cottesloe, in association with the Shire of Peppermint Grove, is currently preparing an Integrated Precinct Plan (PP) for the Cott Village (the Town Centre) study area that extends from Curtin Avenue to the eastern side of Stirling Highway and is bounded by Curtin Avenue to the west, Forrest Street to the north, and Jarrad Street and Irvine Street to the south. This study area incorporates the two precinct areas of Cottesloe Town Centre Zone and the Peppermint Grove District Centre Zone, as well as the residual (vacant) railway lands surrounding Cottesloe Station. The Precinct Plan also has regard to a number of land parcels on the periphery of the study boundary, identified for their strategic location relative to the study area.

The study area therefore spans two local government areas: the Town of Cottesloe and the Shire of Peppermint Grove, and includes land and facilities which are managed by State government independent of local government.

The purpose of the Precinct Plan is to establish, as a policy position, the vision and desired developmental outcomes of the Cottesloe Activity Centre precinct, and in doing so, to provide the context and framework for more detailed and consequential basic scheme amendments. As such, the local area plan is to represent an integrated spatial plan to guide and manage decision-making relating to the:

- pattern of principal land uses (i.e. informing scheme amendments for rezoning and the exercising of discretion in assessing and determining applications for development approval);
- layout of residential density codes;
- urban design framework (i.e. provisions and conditions for the regulation of development);
- road, rail and pathway network; and
- distribution and standard of infrastructure (hard and soft) services provision.

It is intended that the Precinct Plan will be progressed concurrently with the review of the LPS, thereby ensuring that its content remains consistent with the direction that the LPS is taking.

Notwithstanding the fact that no precinct planning exercise should be conducted in isolation, it is envisaged that the LPS will initially focus on every aspect of land use planning and development within the LGA except for that relating to the Town Centre, where it will only make broad reference to the objectives and desired outcomes for the area. The Precinct Plan and a LPS Discussion Paper will be released for public comment at the same time, the intent being that the Precinct Plan address the Cottesloe Activity Centre (Cott Village Precinct) in detail.

The two documents will therefore represent two separate but related puzzle pieces of a larger strategic planning framework. Once the Precinct Plan's higher level strategic planning framework for the Cottesloe Activity Centre has been established, this information will be transferred and captured within a draft LPS document.

Local shops and cafes in the Residential Zone

A number of traditional neighbourhood shops and cafes currently operate as local businesses within the Residential Zone of the local government area. Formalisation/protection of these neighbourhood shops/cafés such as Daisy's and John Street Cafe is important and should be facilitated through effective planning control that aims to protect the surrounding amenity at the same time.

Identification of specialised precincts and centres

In addition to the Town Centre Precinct being identified as appropriate for TOD and mixed use intensification, additional locations such as the Swanbourne train station precinct, which is currently associated with additional local amenities within the town, should be explored for their mixed use development potential.

Activity Centre Hierarchy

In order to plan for the future of our employment and activity centres, it would be appropriate to reorder the hierarchy of existing centres within Cottesloe in accordance with both SPP 4.2 - Activity Centres for Perth and Peel and Draft Livable Neighbourhoods 2015.

Additional areas that have the potential to accommodate commercial activities

A number of additional areas should be explored for their potential to accommodate further commercial nodes and services:

- The Stirling Highway is recognised as a desirable destination for medical services, cafés and restaurants, small local offices and a community facilities.
- Car Park No. 2 can be investigated as an area that facilitates the development of small offices, community facilities and local cafés (subject to the outcomes of the Foreshore Masterplan).

Tourism

Recent Changes and Trends

Tourism is a significant contributor to the State and local economy, generating significant revenue for businesses, providing for jobs, improving local assets, services and events that in turn support communities.

WA State Government Strategy for Tourism 2020

The WA Strategy for Tourism has the following identified goal:

‘To double the value of tourism in Western Australia – from \$6 billion in 2010 to \$12 billion by 2020’.

Detailed analysis undertaken during the Strategy’s development illustrates the gap that needs to be bridged in order for WA to contribute sufficiently to the 2020 potential stretch target of \$140bn:

- Aviation - Tourism WA has projected that the international aviation capacity to WA has to increase by more than 50%, with also a corresponding increase of more than 20% in domestic capacity, between now and 2020 to achieve that goal¹.
- Hotel rooms - Specific modelling has forecast that Perth will need an additional 1,900 hotel rooms by 2020 to keep occupancy at viable and sustainable levels from a demand and supply perspective², far in excess of currently known investments.
- Workforce participation and productivity - Labour skills and productivity are critical supply side barriers to growth of tourism in WA, with strong competition from other industries for workers and a lack of consistent skills training. By 2020, WA will need an additional 9,600 workers in addition to current trends³.

WAPC Planning Bulletin 83 - Planning for Tourism

The Planning Bulletin 83 policy position provides a more strategic and flexible approach to tourism planning to encourage and support investment in the industry.

The policy position-

- provides for a strategic focus of broader planning concepts such as locations and precincts to replace the existing “strategic” and “non-strategic” tourism sites;
- places greater emphasis on the local planning framework in addressing regional and local tourism issues and land use planning objectives;
- highlights that local governments may set a limit to residential development as part of tourism sites within their local planning strategy or a local planning policy; and
- encourages developers to consider other non-tourist development (such as commercial, retail, conference/reception centre, restaurant/café) within tourism sites, before, or at the very least in conjunction with, any residential component.

The Bulletin recognises that the tourism component of a local planning strategy should include but not be limited to:

- 1 Tourism WA, Western Australia 5-Year Aviation Route Development Plan, June 2012
- 2 AEC Consulting, Western Australian Government Hotel Incentives Stage Two, December 2011
- 3 TWA Analysis (based on share of population extrapolation of national growth required), Access Economics, The 2020 tourism industry stretch goal: implications and imperatives, August 2010

- Identification of the value of sites based on their capacity to be developed for a quality, sustainable tourism outcome that addresses the current and future accommodation demand for an area.
- The process and scope of more detailed planning required.
- Assessment criteria and principles to guide the development of tourism sites, tourism precincts, and tourism uses within a mixed use development.
- Identification of appropriate planning mechanisms to be incorporated within the local planning scheme. These could include special control areas or specific tourist zones and/or detailed planning requirements such as the preparation of structure plans prior to subdivision or development zoning.
- A consideration of appropriate incentives such as plot ratio bonuses to encourage the provision of tourist accommodation or to improve the scale of the tourism component in a mixed use development.
- A review of the planning framework including the local planning scheme and State and local planning policies and strategies.

The Bulletin further provides guidance on the identification of Tourism Precincts and Tourism Sites.

The tourism component of a local planning strategy will provide local governments with a sound rationale for determining the future land allocation, planning controls and infrastructure needs for tourism based on sound planning principles.

Implementation of the LPS should therefore be aimed at-

- stimulating tourism industry opportunities;
- promoting better management of land use interface issues arising from tourism activity (such as events and short stay);
- enabling encouragement of tourism to benefit the whole community; and
- supporting the tourism industry by proper management of the Town’s significant natural and cultural assets.

Short Stay Accommodation and Airbnb

Currently in Cottesloe numerous residences including units/apartments, villas/townhouses and single dwellings are let for short stay type accommodation, both being professionally and privately managed. A recent search (September 2019) found that there are currently approximately 150 listings on the Airbnb website and 43 listings on the Stayz website marketing bedrooms as well as entire homes exclusively for short stay accommodation around Cottesloe. Most of these are located within the Residential Zone and most do not have the planning approvals in place to be able to operate these short stay accommodation activities. A number of these unauthorised uses have been the cause of complaints (largely within strata complex situations) received by the Town.

The Town currently does not rely on specific guidelines in the way of local planning policies or local laws to regulate short stay accommodation generally and Airbnb-type arrangements in particular. There is therefore a distinct need to put in place a regulatory framework whereby short stay can be managed and regulated in accordance with agreed State government policy and practice.

Community Facilities

Recent Changes and Trends

Community facilities are normally provided by government and non-government service agencies. Community facilities provide opportunities and places for social interaction throughout the community for a variety of arts, cultural and community activities. The Town currently has access to a diverse range of lower order community facilities and services, including:

- Kindergartens and Toy Library
- Scout Hall
- Shared Grove Library (with Town of Mosman Park and Shire of Peppermint Grove)
- Wearne Community Centre and Hostel (recently received JDAP approval to redevelop)
- Aged Persons Support Service
- Cancer Support Association of Western Australia
- SHINE Community Services (Aged Person’s Support Service)
- Police Station
- WA Foundation for Deaf Children (Deaf School)
- Local churches
- Child Care centres
- Civic Centre (cultural facility)

Health Care

Cottesloe has a wide and diverse range of medical facilities, specialised medical services and counselling services clustered mostly in and around the Town Centre and along Stirling Highway. Not surprisingly, a relatively large proportion of workers (18%) are employed in the healthcare and social assistance in Cottesloe¹.

Aged care and lifestyle facilities

Upper age groups (45-64 and 75+ years) have increased significantly in the Perth Metropolitan Region in general and in Cottesloe in particular, resulting in a rapidly aging population. This has major implications for land use planning including infrastructure and service provision. Urban form and land use planning can either improve or exacerbate mobility, inclusion and affordability issues for an aging population.

The main strategic planning intent of the Strategy as it relates to an aging population should be to plan for the needs of an aging population by supporting health services, infrastructure provision and aged care accommodation in appropriate locations. Strong social networks will help ensure that the older generation can be active opposed to isolated and marginalised members of the community.

Education

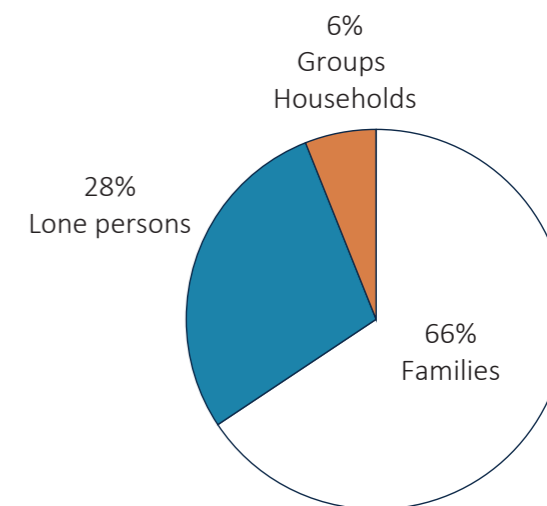
Cottesloe and North Cottesloe Primary Schools are the two primary school within the local government

area and together with the WA Foundation for Deaf Children and the Seaview Community Kindergarden comprises the extent of available educational facilities within Cottesloe.

Government primary schools, and to a lesser extent non-government primary schools, service more localised catchments comprising two to three neighbourhoods. Accessibility to these education facilities and any co-located community facilities are dependent on safe and efficient local street, cycle and pedestrian networks and local public transport availability.

Family Composition

Cottesloe households are predominantly comprised of families, 41% couples with children and 41% couples without children. This presents challenges with community facility provision with a focus on increased diversity.



Additionally, possible future densification and housing diversification may put more pressure on our existing community facilities.

The possible implications of these changes, in relation to the provision of community facilities, will include:

- Greater reliance on public open space given the reducing areas of private open space around the centres and corridors;
- More facilities for the increasing age cohorts;
- Different facilities for a more diverse community profile; and
- Greater and more diverse demand patterns in relation to recreation and sport.

Also, the traditional single use and stand-alone community facility is no longer seen as the best model to optimise inclusion and ensure flexibility for future needs. The shift to multi-purpose facilities or community facility hub models reflects the strategic effort by local governments to integrate sustainable principles in their business.

Planning for Community Facilities: Draft Liveable Neighbourhoods 2015 and proposed SPP7.2 – Precinct Planning Guidelines

The community’s need for facilities and services is continuously changing due to a changing demographic profile including an ageing population, changes in the way we recreate and communicate brought about by changes in technology, and a renewed emphasis on active recreation and sports to achieve health and wellbeing.

We need to identify gaps in community facility provision in accordance with State Planning Guidance such as Draft Liveable Neighbourhoods (2015) so that we may anticipate likely social infrastructure needs as clearly as possible both currently and in the future, to enable more co-ordinated delivery of social facilities/infrastructure.

¹ ABS (2019)

Emergency Management

Recent Changes and Trends

The CSIRO and Bureau of Meteorology have recently compiled updated climate change projections for Australia in the 'State of the Climate 2018' report. Key projections for southern Australia are summarised below (NB these values represent the full spread of projections across all emissions scenarios):

- By 2070, temperature will increase by between 1-5 degrees Celsius compared to the 1980-1999 baseline
- By 2070, average rainfall will range between a 5% increase and 30% decrease compared to the 1980-1999 baseline
- By 2050, the number of extreme fire-weather days will increase by between 10-300% compared to the 1980-1999 baseline
- By 2100, the sea level will be 0.28-0.98 metres higher relative to 1986-2005 levels (CSIRO and Bureau of Meteorology 2014).

Coastal Vulnerability, SPP 2.6 - Coastal Planning and CHRMAP

Coastal vulnerability is a particularly concerning aspect of climate change for the Town of Cottesloe and many other coastally located local governments. Coastal vulnerability can occur due to a range of factors, either separately or in combination, including sea level rise, storm water runoff and coastal erosion.

As sea level rise is likely to continue for many centuries and could ultimately be in the order of several metres (Church et al 2008), it is possible that the local community will be faced with difficult decisions at some point in the future regarding whether to defend coastal infrastructure, accommodate the rising sea level or undertake planned retreat.

Arguably, the most pressing task for Council is to establish a robust process for keeping up-to-date with the rapidly advancing scientific knowledge and policy and to ensure that this information is factored into local decision making efficiently and effectively. The State's Coastal Hazard Risk Management and Adaptation Planning (CHRMAP) Guidelines provide guidance for decision-makers to develop and implement effective coastal hazard risk management and adaptation plans. The Guidelines should be read in conjunction with State Planning Policy 2.6 and the State Planning Policy 2.6 Guidelines.

The purpose of the Guidelines is designed to assist statutory decision-makers (e.g. local governments, State government agencies, the Western Australian Planning Commission and the State Administrative Tribunal), landholders and those conducting investigations on their behalf to-

- consider the risks arising from coastal hazards through evaluating their consequence and likelihood, and the vulnerability of specific assets;
- identify risk management responses to those risks arising from coastal hazards; and
- prioritise and implement the risk management responses.

A review of the Guidelines was completed in mid-2019.

Through the planning process, by the designation of appropriate zoning and application of development standards, as well as the creation of plans and policy (such as a CHRMAP), the Town will endeavour to ensure that coastal vulnerability is properly addressed and new risks avoided.

Bushfire Prone Areas and SPP 3.7 - Planning in Bushfire Prone Areas

The Town might also be susceptible to bushfires. The Department of Fire and Emergency Services (DFES) keeps an up-to-date state-wide Map of Bush Fire Prone Areas (which is accessible online) which identifies land falling within, or partially within, a bush fire prone area of Western Australia as designated by the Fire and Emergency Services (FES) Commissioner.

The existing Map (which was updated in September of 2019) identifies a sizable area of remnant vegetation to the south of the local government area that could pose a significant threat to adjacent residential properties. This tract of land forms part of a MRS reserve, and the responsibility for fire suppression in this area rests with the Department of Fire and Emergency Services, given that it forms part of a gazetted fire district.

Nevertheless, to ensure bushfire risk can be managed to avoid the threat of bushfire to people, property and infrastructure, an assessment of the bushfire risk demonstrating how compliance with the bushfire protection criteria can be achieved is recommended for any areas identified for future intensification (including areas previously identified and not yet developed or assessed against SPP 3.7).

Managing Natural Disasters

Emergency management is oriented to the successful treatment of risks by establishing systems that reduce vulnerability to hazards and avoid or cope better with disasters¹, making it a key contributor to the overall goal of natural hazard mitigation. While historically oriented to response activities, such as firefighting, sandbagging or rescue, emergency management now seeks to act across a much wider spectrum of stages in the "disaster cycle" to prevent, prepare for and recover from hazards and any subsequent events (Wamsler, 2014).

A key challenge of the interaction of natural hazards in the built environment is the range of time scales and risk profiles that exist between any settlement, its gradual change over time, and the changes that occur as a result of climate change and of social, economic and cultural contexts, including the built environment itself.

Emergency management and natural hazard mitigation have evolved as technologies and scientific knowledge improved, and societal expectations have changed, including appreciation of the benefits of risk management. The benefits of coordinated action are apparent, as are expectations for governments to actively take responsibility.

Land use planning could potentially be the most effective form of mitigation for many natural hazards².

¹ NEMC-LUPBCT, 2012

² Ed Pikusa, Department of Environment and Water, Government of South Australia, SA

7 Process of Revising a LPS

- 1 Preparation of a **LPS Discussion Paper** for pre-advertising and workshopping.
- 2 Initiation of 60 day pre-advertising and workshopping period to inform the preparation of the draft LPS.
- 3 Preparation of a draft Local Planning Strategy document for Council initiation and advertising.
- 4 **Certification** for formal statutory advertising by the WAPC.
- 5 Formal **60 day statutory advertising** period for community comment.
- 6 Collate formal submissions and **modify documentation** accordingly.
- 7 Council **final approval** and WAPC **modifications**.
- 8 WAPC **endorsement and Ministerial approval**.
- 9 Project **close-out**.

The first stage of this project involve producing a Local Planning Strategy: Discussion Paper for the purposes of informal consultation and stakeholder/community feedback.

This stage will include engagement with the public, the Town’s Committees, the Town’s Design Review Panel, State departments, public agencies and residents groups.

The LPS document must be in a state ready for adoption by Council in order to be forwarded to the WAPC for consideration and approval for public advertisement.

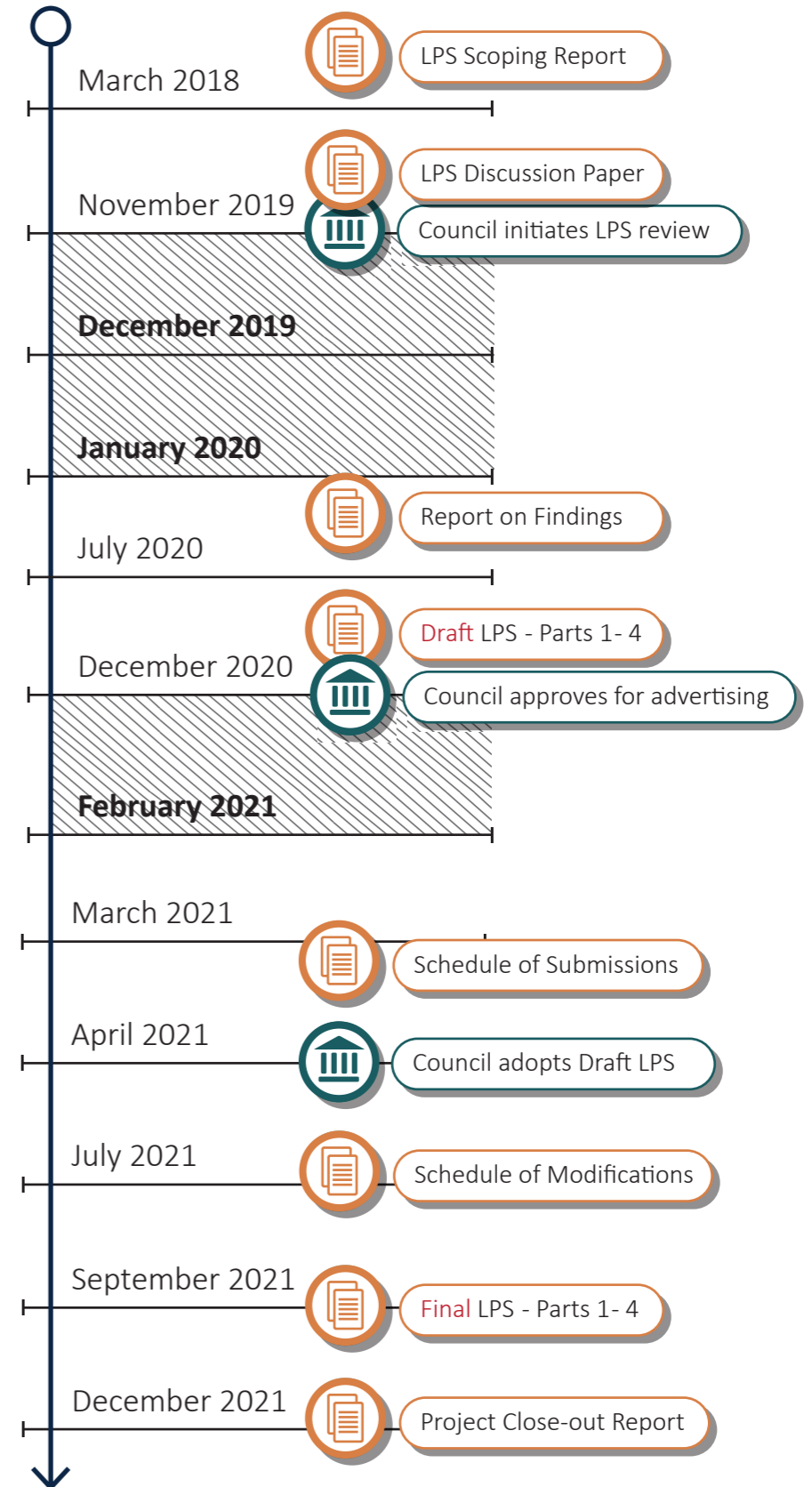
The draft LPS document will be forwarded to the WAPC for authorisation to advertise in accordance with the Regulations.

The advertising phase will be used to inform the preparation of the final revised Local Planning Strategy document.

Once public advertisement has concluded, submissions will be collated, analysed and used to inform a modified LPS document where appropriate and relevant.

Upon the finalisation of the Schedule of Submissions and Schedule of Modifications, the proposed documentation will be returned to Council for final approval.

When the WAPC is satisfied that all modifications have been undertaken to their satisfaction, the final documentation will be forwarded to the Minister for Planning for approval.



8 Have your Say

8.1 Consultation Program

8.1.1 Preliminary Engagement

An initial Council engagement workshop was held in August in order to establish and confirm the issues and emerging trends to be addressed by the review, and to take down individual concerns and areas of interest for each councillor.

8.1.2 Detailed Engagement

'Pre-advertising' of the Discussion Paper will occur for community comment for a period of 90 days and will involve more comprehensive engagement activities, including-

- Community Workshops;
- Community Information Sessions;
- Detailed surveys;
- Distribution of flyers, etc.

The purpose of the Community Workshops will be to involve key stakeholders and interest groups in the preliminary phase of reviewing the LPS document, with the following outcomes being sought:

- That participants have a genuine opportunity to have input into the LPS review and that their issues and concerns have been listened to and taken into account.
- That the process is conducted in an independent, transparent and worthwhile manner by Council and the participants.
- That local issues raised are prioritised and summarised for the Town's planning staff to take into account in drafting the new Strategy.
- To ensure regional issues have been identified and addressed where possible.

An independent facilitator has been engaged to work alongside the Town's executive and planning staff in preparing and running the workshops and community information sessions.

8.1.3 Statutory Advertising Period

Upon the finalisation of the draft revised document a formal public comment phase will occur in 2020 with a range of ongoing conversations along the way to shape the LPS.

During the statutory advertising period of 60 days (minimum of 21 days in accordance with the Regulations) a submission form will be available to assist people to comment on the LPS review, hard copies of which can be distributed during earlier workshop session(s).

Copies of the revised draft LPS will be made available on the website during the duration of the advertising period.

Submission Form

Draft Revised Local Planning Strategy DISCUSSION PAPER



Public submissions must be received by the Town of Cottesloe by the close of business on **29 February 2020**.

Once you have completed this form please return it to the Town of Cottesloe (109 Broome Street, COTTESLOE) or post it to us by any of the following means:

To: Chief Executive Officer Ref: SUB/2534
Mail: Town of Cottesloe, PO Box 606, COTTESLOE, WA 6011
Email: council@cottesloe.wa.gov.au **Fax:** (08) 9285 5001

PRIVACY STATEMENT

Please note that your submission may be available to the public as an attachment if the matter is referred to Council. Minimum information required for a submission to be considered a complete submission is: your name, address, date and signature.

Name: _____ **Email:** _____

Address: _____ **Phone:** _____

Subject of Submission

(State how your interests are affected in relation to relevant planning criteria, whether as a private citizen, on behalf of a company, or as an owner or occupier of property. Attach additional pages if required.)

Address of Property Affected by Proposal (Include lot number and nearest street intersection if known.)

Submission (Give in full your comments and any arguments supporting your comments. Attach additional pages if required.)

- Support / no objection No comment Objection

Signature: **Date:** ____ / ____ / 20__