
Shire of Kalamunda

Special Council Meeting Agenda

Agenda for 7 June 2011



NOTICE OF MEETING SPECIAL COUNCIL MEETING

Councillors,

Notice is hereby given that a Special Meeting of Council will be held in the Council Chambers, Administration Centre, 2 Railway Road, Kalamunda on:

Tuesday 7 June 2011, commencing at 7.30pm.

For the benefit of members of the public, attention is drawn to the following requirements as adopted by Council.

Open Council Meetings – Procedures

1. All Council Meetings are open to the public, except for matters raised by Council under Item No. 8.0 of the Agenda.
2. All other arrangements are in accordance with Council's Standing Orders, Policies and decision of the Shire or Council.

Clayton Higham
Acting Chief Executive Officer

1 June 2011

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AGENDA

1.0 OFFICIAL OPENING

2.0 ATTENDANCE, APOLOGIES AND LEAVE OF ABSENCE PREVIOUSLY APPROVED

3.0 PUBLIC QUESTION TIME

A period of not less than 15 minutes is provided to allow questions from the gallery on matters relating to the functions of this meeting. For the purposes of Minuting, these questions and answers are summarised.

4.0 DISCLOSURE OF INTERESTS

4.1 Disclosure of Financial and Proximity Interests

- a. Members must disclose the nature of their interest in matters to be discussed at the meeting. (Sections 5.60B and 5.65 of the *Local Government Act 1995*.)
- b. Employees must disclose the nature of their interest in reports or advice when giving the report or advice to the meeting. (Sections 5.70 and 5.71 of the *Local Government Act 1995*.)

4.2 Disclosure of Interest Affecting Impartiality

- a. Members and staff must disclose their interest in matters to be discussed at the meeting in respect of which the member or employee had given or will give advice.

5.0 REPORT TO COUNCIL

Please Note: declaration of financial/conflict of interests to be recorded prior to dealing with each item.

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02. Draft Local Planning Strategy

Previous Items	PS
Responsible Officer	Director Planning and Development Services
Service Area	Planning and Development Services
File Reference	
Applicant	N/A
Owner	N/A
Attachment 1	Western Australian Planning Commission - Schedule of Modifications
Attachment 2	Revised draft Local Planning Strategy
Attachment 3	Preferred Population Scenario 3

PURPOSE

1. To consider the modifications requested by the Western Australian Planning Commission (the Commission) to the draft Local Planning Strategy (the Strategy) and whether to endorse the Strategy for the purpose of public advertising.

BACKGROUND

2. In September 2010, Council considered the Strategy for the purpose of requesting the support of the Commission to advertise and resolved the following:
 1. *Endorses the draft Local Planning Strategy for the purpose of referral to the Western Australian Planning Commission for its certification under Regulation 12A(3) of the Town Planning Regulations 1967 for the Strategy to be advertised for public comment.*
 2. *Resolve that the draft Local Planning Strategy remain a confidential document until it is certified by the Western Australian Planning Commission and released for public comment.*
3. In April 2011, the Commission granted approval to advertise the Strategy subject to a number of modifications being undertaken to the document prior to formal advertising commencing. Refer Attachment 1 for the schedule of modifications.

DETAILS

4. The purpose of this report is to advise Council on the principal elements of the Strategy, advise Council of the modifications to the Strategy requested by the Commission, and seek Council approval to advertise the Strategy to the public.

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5. The Draft Strategy is a strategic plan to guide future development in the Shire to 2031 to align with the State Strategy Direction 2031 and beyond. The plan once endorsed, will be affected through changes to the Scheme and guide Policy development. Refer Attachment 2.
6. The principal aims of the of the Local Planning Strategy is described as follows:
- The promotion and enhancement of the Kalamunda Town Centre and Forrestfield Forum as the main centres in the Hills and Foothills respectively.
 - The protection of the natural environment and biodiversity.
 - The provision of a range of housing types to suit the demographic profile.
 - The promotion of local employment growth based on airport development, industrial expansion in the freight sector and home based businesses.
 - The encouragement of well-designed activity centres in the community.
 - The encouragement and promotion of tourism activities where appropriate.
 - The provision of excellent recreational and community facilities throughout the Shire.
 - The expansion of industrial activities to take advantage of the State industrial and transport policies and opportunities at Perth Airport.
 - The maintenance of quality and economic viability of the rural areas without adverse impacts on the environment.
 - The promotion of excellent public transportation and the efficient development of physical infrastructure.
7. In preparing the Strategy, the following key issues were identified:

Aged Accommodation:

- By 2031, 1 in 3 people will be over 55 years of age and more than half of them will be over 70 years of age. There is an urgent need to diversify the housing stock in all localities of the Shire to cater for more compact housing for older people so as to avoid older members of the community leaving the Shire to find suitable accommodation.

Future of the Special Rural Areas:

- The Shire contains large areas of Special Rural Zoning that are coming under pressure for urban development due to their locational attributes such as their close proximity to the Perth CBD and local freight industrial uses and employment opportunities associated with the Forrestfield Industrial Area and Perth Airport.

Future Land Uses in the Orchard Areas:

- The Shire is under continual pressure to reduce the size of lots in the orchard areas due to social pressures. These pressures must be balanced against the strategic value of the land as a fruit growing area for the Perth Metropolitan Region.

Industrial Growth and Employment:

- The rapid growth and development of the mining and freight related industry and employment is having a direct impact on the Shire. In response to the existing and future growth, the Shire is currently progressing the development of its key strategic location of Forrestfield/High Wycombe north of Berkshire Road and west of Roe Highway for industrial use.

Perth Airport growth and Expansion:

- Perth Airport is the fastest growing airport in Australia. In addition to the airports aviation expansion the Westralia Airport Corporation (WAC) is rapidly expanding its non-aviation sector. The WAC has projected an additional 14,000 jobs by 2031.

Housing Development:

- With employment growth in industry, freight and the airport, and the opportunity for affordable land, housing development in Forrestfield, High Wycombe and Wattle Grove areas of the foothills has been rapid.

Sustainable Development Based on the Shire's Biodiversity Strategy:

- The Shire has a relatively high percentage of remnant vegetation and natural areas compared with most Local Governments in Western Australia and it is intended to develop sustainably within the guidelines established in the Shire's Local Biodiversity Strategy to ensure all local natural areas and environmentally sensitive areas are afforded the appropriate protection in the planning process.

Public Transport to Perth:

- The Shire of Kalamunda is relatively poorly served by public transport to Perth. There is an opportunity to link the Shire to Perth via a proposed rail line from Perth to the integrated Perth International – Domestic Terminal. An extension of the rail line into the eastern suburbs of the Shire could potentially open the line to 80,000 people in the future which would add to the economic efficiency of the rail connection.

Facilitation of Tourism Development Opportunities:

- The Shire has a number of tourism development opportunities that should be enhanced so as to improve the tourist visitations to the Shire. These include access to the start of the renowned Bibblumen Walk Track, Mundaring Weir lookout, the Hills wine and orchard areas and State Forrest and National Parks for passive and active recreation pursuits.

Provision of Community Infrastructure and Facilities in Established and Newly Developed Areas:

- The Shire maintains and enhances community infrastructure and facilities in established and newly developed areas. The future growth of the Shire will place greater demand on existing and new facilities. To this end, the Shire is presently preparing a Community Facilities Plan to guide the provision of a wide range of community facilities in the Shire of Kalamunda over the next 20 years.

Urban Design and Streetscape:

- The Shire has embarked on an ambitious urban design project to improve the quality of the commercial activity centres in the Shire through the preparation of Townscape Improvement Plans. To date, improvement plans have been prepared and adopted for the Kalamunda Town Centre, Lesmurdie Shopping Centre and Edinburgh Road Shopping Centre in Forrestfield.

Population Projections and Future Growth:

- Existing population projections for the Shire prepared by the Department of Planning, although out of date, indicate approximately 20,000 additional people in the Shire by 2031. It is considered however, that the Shire of Kalamunda could accommodate population growth in excess of 80,000 by 2031.
- Recent Commonwealth / State Government Announcements indicate that the Australian population could reach 35.5 million by 2056 and that Perth will reach a population of 3.5 million by 2056 has caused widespread discussion relating to sustainability and reasonable levels of growth.
- The Western Australian State Government through its key strategic plan Directions 2031 has identified a population of 2.2 million for Perth, however has undertaken scenario planning in order to plan for the land supply and housing needed to accommodate a city of 3.5 million.

8. As part of the planning assessment it was decided to prepare 4 Population Scenarios: i.e. growth by 10,000, 20,000, 25,000 and 30,000 additional people over the next 21 years. The analysis also looked at what planning principles should underpin the scenarios and what the impact would be on the Shire of the different scenarios. Some of the key planning principles cover the following aspects:

- Targeted urban consolidation, transport corridors, availability of services, infrastructure networks, commercial centres, employment availability, retention of buffers and reserves.

Accommodation of the projected population growth will be achieved through the following combination of strategies:

- Consolidation of existing urban areas, utilizing the capacity in existing urban structure plan cells, proposed new urban expansion areas, proposed urban investigation areas and potential future low density residential development in semi-rural areas of the Foothills.

9. The four population scenarios are described below:

Population Scenario 1:

Growth by 10,000 people accommodated in Existing Development Areas (Wattle Grove U9, Forrestfield U7, High Wycombe U2, Maida Vale U6 and U4 and Orange Grove Road, Lesmurdie) Proposed Urban Area (Stirling Crescent) and Proposed Urban Infill Areas (Kalamunda, High Wycombe and Forrestfield). At current development rates Scenario 1 will be achieved in approximately 7 years (2017) without any major changes.

Population Scenario 2:

Growth by 20,000 people accommodated as in scenario 1 above (with some higher take up rates) plus Proposed Urban Investigation Area from Special Rural to Urban (R20/30) (north of Sultana Road East and Pickering Brook). At current development rates this would be achieved in 15 years (2025).

Population Scenario 3:

Growth by 25,000 people accommodated as in scenarios 1 and 2 plus Residential Bushland development (R2.5) of Special Rural land to the east of Hawtin Road/Lewis Road (R2.5, R5) and medium density residential development (R20, R30) Wattle Grove south of Welshpool Road including a Neighbourhood Centre in Wattle Grove. This scenario would retain a Special Rural buffer along the edge of the Scarp. At current development rates the final part of this scenario (Special Rural land to Urban) would be required by 2025.

Population Scenario 4:

Growth by 30,000 people accommodated as in scenarios 1 and 2 plus Residential development (R20) of Special Rural land to the east of Hawtin Road/Lewis Road and Wattle Grove (south of Welshpool Road) to densities of R20/R30 including a Neighbourhood Centre in Wattle Grove. This scenario would also retain a Special Rural buffer along the edge of the Scarp. At current development rates the final part of this scenario (Special Rural land to Urban) would be required by 2025.

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10. Scenario 3 is the recommended scenario for the Local Planning Strategy. (Refer Attachment 3) The rationale for this recommendation is as follows:
- It best meets the expressed needs and wants of the majority of the community as discovered during the Land Use Planning Workshops held in each ward of the Shire.
 - It provides for growth consistent with the State Governments key strategic planning documents Directions 2031 and beyond.
 - The introduction of new urban areas in Maida Vale South and Wattle Grove recognises the locational attributes of these areas for urban growth. These new urban areas are balanced through the introduction of a low density Residential Bushland zoning in the foothills areas of Maida Vale and Forrestfield. With its emphasis on tree and vegetation retention and protection, this zoning provides an appropriate balance and mix of zonings in the foothills area.
 - It represents a sustainable approach and achieves an appropriate balance between, population growth, protection of the environment, jobs growth and economic development in the Shire.
11. The modifications sought by the Commission are identified in Attachment 1. All the corresponding modifications to the Strategy document have been marked in red italics and can be viewed in Attachment 2. In the Commission's general assessment of the strategy document they recommended the following changes:
- Inclusion of additional information in the executive summary to clarify the broad aims of the strategy recommendations and explain why Scenario 3 is the preferred strategy.
 - Preparation of a large scale A1 map of the Strategy identifying the key elements.
 - Inclusion of the Townscape Improvement Plans and general urban design initiatives undertaken by the Shire in the Strategy.
 - Some reorganisation of the strategy document to clarify implications of analysis of state and local planning context and Shire profile and to separate analysis of data from final recommendations.
12. The Commission also requested some more specific changes to the document which are described below:
- Urban Growth**
- That the Strategy acknowledges the servicing constraints and clarifies the requirements for a comprehensive investigation of the potential and timing for servicing of this land prior to zoning or development for urban purposes. The Strategy also needs to refer to the need for detailed structure planning prior to the subdivision and development of the proposed urban areas.
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Rural Growth

- That the Strategy includes text to indicate that the Commission will not support rezoning or subdivision of the proposed Residential Bushland zone until a comprehensive analysis of issues relating to bush fire risk, future servicing of the area and protection of vegetation have been undertaken to support such a change.

Aged Accommodation

- That the Strategy be modified to include reference to the requirements of urban zoning and structure planning to support the establishment of aged accommodation facilities in rural areas. The Commission has ordered that prior to the rezoning of land for such uses there should be a demonstrated commitment to the urbanisation and structure planning process in order to achieve a quality urban environment.

Biodiversity Protection

- The content of the Strategy should include more detailed reference to the recommendations of the Local Biodiversity Strategy to integrate these recommendations with the land use planning direction in the Strategy. This will clarify how such objectives and targets are to be addressed at the time of consideration of rezoning, subdivision and development.

STATUTORY AND LEGAL IMPLICATIONS

13. The preparation of a Local Planning Strategy is provided for in the *Planning and Development Act 2005* and the *Town Planning Regulations 1967* (as amended). These statutes set out precise procedures that Council is required to adhere to.

POLICY IMPLICATIONS

14. Directions 2031 and beyond is the State government's key strategic planning policy document which will guide the future development of Perth for the next 21 years. The Shire's Strategy reflects the key assumptions and themes identified in Directions 2031.
15. The document to be advertised has to be certified by the WAPC. The recommended modifications are required to be included in the Strategy document to satisfy this certification.

PUBLIC CONSULTATION/COMMUNICATION

16. An advertising strategy has been prepared for the public release of the Strategy document which combines both the statutory requirements as identified under Regulation 12A(3) of the *Town Planning Regulations 1967* (as amended) and non-statutory elements. The latter have been included to ensure all members of the community have sufficient opportunity to view and comment on the Strategy.

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17. The Statutory elements are described as follows:
- The Strategy will be advertised for a period of eight (8) weeks commencing on 16 June 2011 concluding on 11 August 2011.
 - Advertisements will be placed in the Western Australian newspaper for one (1) week and local newspaper for two (2) consecutive weeks.
18. Non Statutory elements are described as follows:
- All residents and businesses in the Shire will be notified in writing of the advertising period for the Strategy in the form of a letter drop “to the householder” and requested to comment. An A3 summary brochure detailing the main elements of the strategy will be included in the letter along with a community feedback form.
 - The Strategy will be available for viewing on the Shire website. The community feedback form will also be available on the website.
 - Hard Copies of the strategy document will be available for viewing at the Shire administrative building, Shire libraries of Kalamunda, Forrestfield and High Wycombe.
 - Copies of the Strategy will be made available to the community on CD.
 - Display Panels detailing key elements of the strategy will be on display for a period of one (1) week at the Shopping centres of Kalamunda, Forrestfield and High Wycombe.
 - Three (3) “Public Open Days” information sessions will be held in Kalamunda, Forrestfield and High Wycombe. The intent of these sessions is to enable members of the community to come and discuss the strategy and its implications with staff in a one-on-one situation. The open days will have display boards which will summarise the content of the strategy available for public viewing.
 - A Frequently Asked Question (FAQ) form will be available at the open days to assist people with their understanding of key elements of the strategy.

FINANCIAL IMPLICATIONS

19. The cost of undertaking the public advertising of the strategy has been met through the 2010/2011 Strategic Planning Services advertising budget.

STRATEGIC AND SUSTAINABILITY IMPLICATIONS

Strategic Planning Implications

20. The Strategic implications arising from the strategy document are considerable owing to the very nature of a strategic planning review. Importantly the strategic direction of the Strategy is consistent with the State government’s key Strategic planning document Directions 2031 and beyond.

Sustainability Implications

Social implications

21. The Strategy considers a number of social implications at a strategic level. The key social elements are:
- Increased housing opportunities for aged accommodation.
 - Increased local housing and employment opportunities through planned urban and industrial areas.
 - Provision of well-located community facilities.
 - Provide for a range of passive and active recreational areas and facilities.

Economic Implications

22. The economic impact of the proposed strategy is considerable and has been integrated with the Shire's Economic Development Strategy in providing for the long term financial sustainability of the Shire. Key elements are:
- Increased employment opportunities
 - Taking advantage of the growing employment base at Perth Airport.
 - Promotion of tourism based activities.
 - Support for ongoing horticultural activities in the Hills Orchard Areas.

Environmental Implications

23. The Strategy has regard to environmental and sustainability issues and strategic direction of the Shire. Key elements are:
- Protection of biodiversity and the natural environment.
 - Incorporating appropriate site analysis of the environment to ensure areas of conservation value is afforded the necessary protection in the planning process.
 - Protection of water catchment areas.

OFFICER COMMENT

24. The Strategy is an important document which outlines the future strategic growth for the Shire. The document is the culmination of extensive planning analysis of the key strategic issues affecting the Shire now and into the future. From this analysis four (4) population scenarios were prepared for consideration, i.e. population growth of 10,000, 20,000, 25,000 and 30,000 people. The scenarios were prepared having regard to some key planning principles and strategies. Population Scenario 3 proposing growth of 25,000 over the next 20 years is the preferred scenario. This option is recommended primarily because it represents the most sustainable approach and achieves an appropriate balance between population growth, protection of the environment, jobs growth and economic development in the Shire.

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25. The Commission has requested a number of general and more specific changes to the Strategy document. These changes in the most part are aimed at improving the content of the document and providing more detail on some of the key elements of the strategy. Some of these changes have been previously discussed with and agreed to by the Shire. A response to each of the requested changes has been provided by the Shire and these are marked in red italics in Attachment 1.
26. Of the more specific modifications requested by the Commission, there are two changes which the Shire does not support. The first point relates to the proposed Residential Bushland zone and the second Aged Accommodation. These are described below:
- *“Include information in the body of the strategy and Executive Summary to indicate that the Commission will not support rezoning or subdivision in Residential Bushland areas until a comprehensive analysis of issues relating to bush fire risk, future servicing of the area, biodiversity protection and other relevant planning considerations have been undertaken to support such a change.”*
 - *“That prior to rezoning of such land for this purpose, there should be a demonstrated commitment to urbanisation of the surrounding area and structure planning process to a quality urban environment.”*
27. In respect to the first dot point, the Shire requested that the wording “will not support” be removed and that the sentence be reworded to acknowledge the requirements for comprehensive planning and analysis of proposed new urban areas to be undertaken prior to rezoning subdivision and development proceeding.
28. Importantly, there is a statutory process which requires changes to the zoning of the land both under the Metropolitan Region and Local Planning Schemes to occur before development or subdivision proceeds. Neither the Commission nor the Shire could support this process unless the comprehensive planning and analysis has been undertaken to the satisfaction of all parties. It is simply not necessary to state that the Commission will not support rezoning when it is clearly understood that this is required as part of the planning process.
29. In respect to the second dot point it is recognised that there has to be a structure planning process in place as part of the broader comprehensive planning and analysis required for new urban areas to ensure good quality urban outcomes. It is unclear however what the Commission means by the use of the wording “demonstrated commitment” in the context of urbanisation of the surrounding areas. The Commission should include additional wording in the Strategy which clarifies what they exactly mean and who ultimately will be responsible for implementing the urbanisation process.
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30. Future urbanisation of the Wattle Grove area will ultimately occur when State, local government and developers/landowners collectively or individually are prepared to undertake the comprehensive and detailed analysis of the areas required to support the rezoning and structure planning process.
 31. The Strategy proposes two new urban investigation areas in Maida Vale South and Wattle Grove. The use of the description “Urban Investigation Area” has been taken from the description used for identifying new urban areas in Directions 2031 and beyond. However, given the Strategy is planning the future strategic direction of the Shire for the next 20 years it is recommended that the description of Urban Investigation areas be replaced with ‘Urban Development Area’. This wording is more appropriate in reflecting the 20 year time span of the document. Importantly, the change in the description will still require comprehensive planning and analysis to be undertaken prior to rezoning, subdivision and development occurring.
 32. The description urban development is also consistent with the zoning classification of Urban Development zone under the Shire’s Local Planning Scheme No.3. This zoning requires the preparation of a structure plan prior to subdivision and development occurring.
 33. In Summary, with the exception of the items listed above, the Shire is in agreement with the Commission on the proposed modifications to the Strategy. Whilst all of the modifications have been included in the Strategy document, those references in the Strategy which are not supported and the reasons why, should be viewed by the Community and considered as part of the Strategy for the purpose of advertising. On this basis it is recommended that the Strategy be endorsed for the purpose of public advertising.

OFFICER RECOMMENDATION (SCM-75/2011)

That Council:

1. Notes the modifications requested by the Western Australian Planning Commission.
2. Endorses the draft Local Planning Strategy for the purpose of public advertising for a period of eight weeks.
3. Determines that the following changes be made to the Local Planning Strategy following the advertising period, subject to the responses from the community:
 - a. Include information in the body of the Strategy and Executive Summary to indicate that comprehensive planning and analysis of issues relating to bush fire risk, future servicing and biodiversity protection will be required prior to rezoning, subdivision and development of the land proceeding.

- b. That the description “Urban Investigation Areas” be replaced by “Urban Development Areas”
- 4. Request clarification from the Western Australian Planning Commission in respect to the Schedule of Modifications as to what is meant by “Demonstrated Commitment” and who ultimately will be responsible for implementing the urbanisation process.

Moved:

Seconded:

Vote:

6.0 CLOSURE