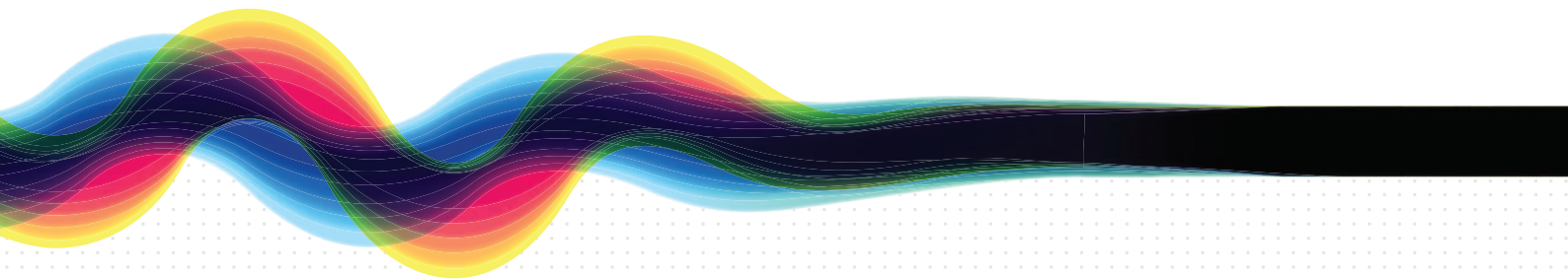


City of Melville

Local Planning Scheme Amendment

November 2019 | 19-357



We acknowledge the custodians of this land, the Whadjuk Noongar and their Elders past, present and emerging.

We wish to acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region.

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1. Introduction

The form of urban living in Perth is changing at a rapid pace. A key change driver comes from State Government planning and sustainability initiatives to reduce urban sprawl, in favour of density increase for a more compact metropolitan urban footprint. The apartment and medium density housing market has given a new look for Perth urban living. There is now greater housing choice for Perth's diverse household types. For instance, singles and couples (young and old) without children have access to more housing options in choosing a place to live.

Responding to what people need at different stages of life – from homes to meeting places, community activities and shopping, transport and recreation – requires continual planning innovation and creativity in equal measures. For instance, some people feel strongly towards living in the same place, for either most of their lifetime, perhaps even their whole lifetime. 'Ageing-in-place' is particularly popular with older generations, who prefer not transferring their home from one location to another.

There are benefits when people live in a place for a long time, even a lifetime. Close relationships with neighbours are formed, being close to family/friends, being close to employment and the familiarity of the area are common reasons. All these add and strengthen community building and sense of identity and place. It is because of this that planning also needs to recognise and respond to the preferences driving where people choose to live.

Applecross is one of Perth's affluent suburbs set between Canning Highway and the scenic natural landscape of the Swan River. It is known for its beautiful leafy green streets, parks, wide riverfront reserves and high-quality homes. This makes Applecross an attractive place to live. Compared with other Perth localities, Applecross has a high proportion of downsizers, retirees and seniors living in Applecross, where the typical age is 55's and over.

Some Applecross residents want to live in Applecross for the rest of their lives. But the reality is that their large (quarter acre) property is far too big and inappropriate for their needs. They want to 'right size' their living requirements, but don't want to downsize to a medium density strata complex. And while there has been a recent emphasis on apartment living, not everyone wants to live in an apartment.

People's different lifestyles require diversity of housing options when it comes to 'ageing-in-place'. A planning outcome of this Amendment is to provide opportunity for residents to 'age in place', through subdividing their large property in order to 'right size' their living and lifestyle needs. The Amendment will also lead to greater housing choice and more efficient and sustainable use of urban land.

2. The Amendment Area

The 'Amendment area' comprises a small area of neighbourhood blocks around Kintail Road. More specifically it includes the following lots:

- Lots 13 – 15 Ardross Street;
- Lots 1, 2, 6 & 7 Gairloch Street;
- Lots 410, 1200 & 1201 MacLennan Road;
- Lots 334 – 339 Third Avenue;
- Lots 88 & 89, 340 – 345, 350 – 352, 188 & 189 and 354 & 355 Fourth Avenue;
- Lots 8, 237 – 242, 356 – 361 & 363 Armstrong Road;
- Lots 1 & 5 Kishorn Road;
- Lots 2 – 4 & 227 – 230 Sixth Avenue;
- Lots 332, 333, 346, 347, 349, 362, 231 – 236, 368, 888, 889, 818, 819, 371 – 380, 89, 382 – 386, 389 – 398, 4, 234, 9, 236 & 5 Kintail Road; and
- Lots 10 – 12, 4, 8, 122, 399, 400, 3, 401, 78, 68, 403, 404, 31, 32, 406, 407, 80, 81, 409, 410, 367, 368, 412, 413, 1202, 1203, 369, 370, 90, 91, 991, 992, 418 – 421, 9, 100, 423, 424, 808, 809, 426, 7, 8, 428 & 429 Tweeddale Road, Applecross.

Refer to Figure 1 – Location Plan

2.1 Amendment area context

Applecross is an established river-front inner city suburb about 8kms south from Perth CBD. The context surrounding the Amendment area includes the Canning Bridge Precinct activity and employment centre, parks, Swan River, Canning River, sweeping foreshores, leafy streets, primary school, high-quality community facilities and high quality housing. It is also close to major regional transport infrastructure, including the Canning Bridge railway and bus station, Canning Highway and Kwinana Freeway.

Refer to Figure 2 – Context Plan

Kintail Road is a main road ('District Distributor Road') as identified in City of Melville Local Planning Scheme No.6 (LPS6). The Amendment area adjoins Applecross Village (neighbourhood centre) to the north-west, Applecross Primary School and the Canning Bridge Activity Centre Precinct in the south-east.

There are some medium density pockets (R40) around the Applecross Village but mostly the residential density in the area is low density R12.5 and R15. A new apartment building is being constructed at No. 36 Kintail Road. The Canning Bridge transit rail station and bus station (transport hub) is situated approximately 950m south-east from the Amendment area. Kintail Road is a major feeder-bus route to the Canning Bridge transport hub.

Existing development in the Amendment area generally comprises:

- 50% of area is original quarter acre size properties with original single dwelling or reconstructed dwelling (covering 50% of amendment area).
- 50% of area being redeveloped (i.e. subdivision of original quarter acre properties) to accommodate two dwellings.
- Applecross RSL Club facility (No. 98 Kintail Road).
- St George Anglican Church (No. 80 Kintail Road cnr MacLennan Road).
- Two multiple dwelling two and three storey apartments (No. 56 & 112 Kintail Road).

Refer to Figure 3 – Aerial Image

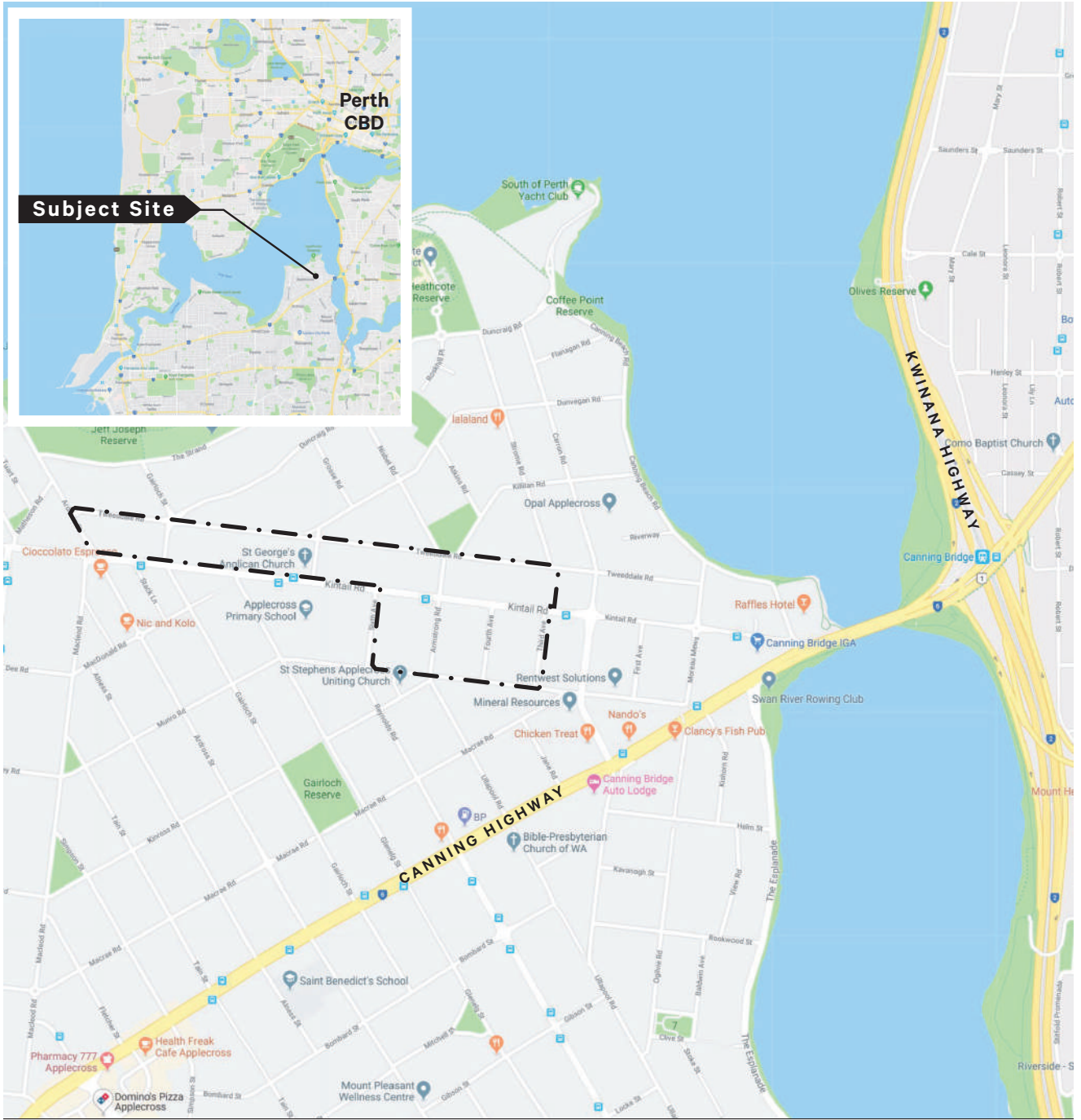


Figure 1. Location Plan




 Subject Site  Green Space



source: spookfish

Figure 2. Context Plan



 Subject Site


source: spookfish

Figure 3. Aerial Image

2.2 Boundary of Amendment area

The Amendment area boundary has been identified based on the following planning rationale outlined in Table 1.

Table 1. Rationale for the Amendment area boundary

Amendment Area Boundary	Planning Rationale
Use of existing road reserves	<p>A key consideration in determining the Amendment area boundary is utilising existing road reserves. Road reserves are often used as a planning tool to define boundaries for zones and residential densities, because:</p> <ul style="list-style-type: none"> • Roads can provide a clear demarcation between land use/density and built form. • Cadastral property boundaries can change over time, which can lead to confusion.
Tweeddale Road	<ul style="list-style-type: none"> • Tweeddale road forms the extent for the R20 coding on the river side of Kintail Rd. The existing lower density of the properties closer to the river are proposed to be retained.
Ardross Street and Third Avenue/R-ACO zone	<ul style="list-style-type: none"> • These roads and the R-ACO zone are the 'book-ends' of the Amendment area. Ardross Street is the western limit and is logical, being the end of Kintail Road. Third Avenue and the R-ACO zone are logical for the eastern boundary.
Applecross Village (Centre zone), Applecross Primary School and R40 zone	<ul style="list-style-type: none"> • These existing land uses form a clear demarcation for the proposed R20 coding.
Kishorn Road	<ul style="list-style-type: none"> • Kishorn road is the boundary of existing neighbourhood blocks in Third, Fourth and Sixth Avenue and Armstrong Road. Kishorn Road defines those neighbourhood blocks in the Amendment area.

3. Planning Framework

3.1 Metropolitan Region Scheme

The Amendment area is zoned Urban under the Metropolitan Region Scheme. No change to the scheme zoning is proposed by the Amendment.

3.2 Perth and Peel @ 3.5 Million

Perth and Peel @3.5million 2018 is the latest strategic framework to guide land use planning and delivery of infrastructure to accommodate anticipated population growth. The framework divides the metropolitan region into four sub-regions, with the Amendment area being located within the **Central Sub-Regional Planning Framework**.

The Central Sub-Regional Planning Framework identifies the Amendment area as Urban. The Amendment is consistent with the principles underlying the Central Sub-Regional Framework, by promoting a more consolidated and sustainable urban form and greater housing choice.

3.3 Directions 2031 and Beyond

Directions 2031 is a spatial framework for the growth of Perth and Peel regions. It has a strong planning initiative towards creating a more sustainable (compact) urban form. For instance, there is a planning mandate to make more efficient and effective use of existing urban zoned land through infill development. The Amendment proposes a subtle increase in density, which is a move in the right direction. The R20 coding (still low density) is an appropriate planning response to strong community expectations, where the desire is to retain a suburban character for Applecross.

3.4 City of Melville Local Planning Scheme No. 6

The Amendment area is currently zoned 'Residential' with a density of R15. The proposal is to upcode to R20. Future subdivision and development would be subject to compliance with the R20 code provisions of the Residential Design Codes of Western Australia (R-Codes).

3.5 City of Melville Local Planning Strategy

The broader Local Planning Strategy informs the City's Local Housing Strategy 2018 and Local Planning Scheme No. 6 by considering the wholistic planning approach of the City, to deliver its housing needs balanced against housing demand and competing land uses. It also seeks to balance planning with community expectations. Table 2. outlines relevant matters in the Strategy pertinent to the Amendment.

Table 2. Local Planning Strategy Objectives and Amendment Planning Outcomes

Local Planning Strategy Objectives	Amendment Planning Outcomes
<i>"To provide for a variety of lot sizes and housing types to cater for the housing needs of residents at all stages of life."</i>	Approximately 50% of the Amendment area has already been successfully redeveloped (i.e. subdivision of original quarter acre blocks into two lots or accommodating two dwellings). However, this 50% is non-conforming with the current R15 coding. The proposed R20 code will bring existing redevelopment into conformity.

Local Planning Strategy Objectives	Amendment Planning Outcomes
<p><i>“To identify suitable areas for consideration for provision of greater housing choice which:</i></p> <ul style="list-style-type: none"> <i>• Are strategically located close to, or well connected to, existing and future services such as employment centres, major transport routes/hubs, community facilities, and activity centres.”</i> 	<p>The Amendment area is within a strategically located area, being next to two commercial activity centres (Applecross Village and Canning Bridge). These two centres are connected by Kintail Road (District Distributor Road) public transport route. The majority of the Amendment area is within a 400m (5 minute) walking catchment of either of these two centres.</p> <p>The location of the Amendment area is suitable for an upcoding to R20.</p> <p><i>Refer to Figure 4 – Activity Centre Walkable Catchment</i></p>
<p><i>“To contribute appropriately to the urban infill aspirations of Directions 2031 and Perth and Peel @ 3.5million.”</i></p>	<p>The Amendment area is strategically located as outlined above. The current R15 code is inconsistent with contemporary planning and sustainability initiatives. Upcoding to R20 is a more appropriate density. The subtle density increase will not have an adverse impact on suburban character and amenity.</p>

3.6 City of Melville Local Housing Strategy 2018

The City’s Local Housing Strategy is a strategic planning advisory document which considers housing supply against community needs to 2030 - 2035. Its purpose is to provide information (based on demographic study, housing demand and analysis) and provide recommendations to address housing needs, whilst balancing community expectations. The following Table 3 outlines key housing matters and how the Amendment planning outcomes respond.

Table 3. Local Housing Strategy planning matters and Amendment response

Planning matters raised in Strategy document	Amendment response
<p><i>“Research shows that the current trends of smaller household sizes and an ageing population are creating a need for more small dwellings.” (p.1)</i></p>	<p>The trend to downsize is evident in the Amendment area, where 50% of original quarter acre lots have been re-subdivided under former planning provisions. The proposed R20 code will allow opportunity for residents to downsize.</p>
<p><i>“Consultation reveals a clear preference for allowing low-density suburban areas to remain as they are. Within these areas, single detached dwellings built in the suburban vernacular will continue to be the principal housing type.” (p.2)</i></p>	<p>The proposed R20 density code is within the low-density band of the R-Codes. R20 will retain the suburban character of the area.</p>
<p><i>“The Local Housing Strategy recognises that housing diversity will increase gradually over time. It is desirable that there be a wide range of housing available for residents in all stages of their lives so that elderly people and first-home buyers, for example, are able to find suitable housing in their preferred areas.” (p.2)</i></p>	<p>The Amendment will provide for ability to ‘right-size’ and ‘age-in-place’, particularly for the older generation who wish to stay in Applecross. The proposed R20 density will provide for greater housing diversity (as further shown in Table 6).</p>
<p><i>“By ensuring that suitable housing is built in appropriate locations, the strategy will enable Council to preserve the character of its existing residential areas.” (p.3)</i></p>	<p>The Amendment area and R20 code is suitable for low density living (i.e. single dwellings on lots 450m² – 500m²). The proposed R20 low density will provide a transition from adjacent high density (R40 and R-ACO) areas to the lower R12.5 and R15 density areas. The R20 up-code is in an appropriate location as outlined further under Section 4.3 in this report.</p>
<p><i>“Seniors want to remain in their own homes independently for as long as possible.” (p.16)</i></p> <p><i>“Provide for a range of residential densities to facilitate the development of a variety of housing types and neighbourhood characteristics based on proximity to service, existing character and landscape characteristics.....promote a diversity of housing to better enable ageing in place.” (p.17)</i></p>	<p>As discussed further, the R20 code will enable ageing in place for those people who wish to have more of an <i>aged-lifestyle accommodation</i>. Aged-lifestyle accommodation provides for more living space as required, in contrast to downsizing to strata or apartment living.</p>

Planning matters raised in Strategy document	Amendment response
<p>Section 9.3 'Criteria for Identifying Areas Suitable for Greater Housing Choice':</p> <p><i>"In accordance with the City's Housing Needs Survey, Local Planning Strategy, Local Housing Strategy, SPP 4.2 Activity Centres in Perth and Peel, Directions 2031 and Central Sub-Regional Strategy, the following density increase rationale is recommended:</i></p> <p><i>a. Most suburban areas should remain low-density, coded no higher than R20 or R25.</i></p> <p><i>b. In accordance with sections 4.1 (d), 7.3, 8.4.2, 8.4.4 or Directions 2031, areas of especially low coding (R17.5 or less) that have close proximity to public open space, foreshores, parks and other such high amenity could be considered for upcoding to higher codes within the low-density code range. Considerations would also include the age of housing stock, street layout and the pattern of subdivision."</i> (p.65)</p>	<p>The location of the Amendment area is strategic, being located within 400m of commercial activity centres (Applecross Village and Canning Bridge Precinct), situated along Kintail Road (public transport route) and is within 400m of the river foreshore recreation area.</p> <p>Section 4.3 and 4.4 further go on to explain in more detail planning justification for upcoding the Amendment area to R20. Essentially the proposed R20 upcoding is consistent with the planning framework upcoding rationale.</p>
<p>Section 9.4 'Selection of Residential Design Codes':</p> <p><i>"In R20 areas, for example, lots must be a minimum of 10m wide, with the building footprint no more than 50% of the property. The dwelling must also be an average of 6m from the front boundary. The R20 coding therefore produces areas with distinctly suburban character."</i> (p.67)</p> <p><i>(Bold emphasis ours)</i></p>	<p>The proposed R20 coding is appropriate for the Amendment area, as there is a strong community desire to retain suburban amenity and character.</p>
<p>Section 9.6 'Seniors' Housing/Dependent Persons' Dwellings/Ancillary Dwellings'</p> <p><i>"Demand for seniors' housing of all types¹ is rapidly increasing and the City should allow for an increase in stock. Two important principles must be considered in the approach. (Bold emphasis ours)</i></p> <p><i>"Firstly, the City is not a housing developer but rather a facilitator of housing opportunity. Secondly, the City should avoid zoning private land specifically for aged or dependent persons' housing."</i> (p.67)</p> <p><i>"Many seniors have expressed a preference for housing outside the retirement village context, close to shops, medical services, transport and other amenities. Mixed-use development in activity centres may prove ideal for this type of development. The R-Codes already contains provisions that encourage several types of dwellings suitable for seniors and dependents. These include ancillary dwellings (or granny flats), aged or dependant persons' dwellings and single bedroom dwellings. Part 5 allows for all these sorts of dwellings in low density areas, subject to certain requirements" (p. 68)</i></p>	<p>Examples of seniors' housing in the Strategy include:</p> <ul style="list-style-type: none"> • Retirement village context • Apartment living • Ancillary accommodation • Aged/dependent persons dwelling • Single bedroom dwelling <p>But some seniors prefer downsized single dwelling green title living. There are no greenfield areas in Applecross where 'right-size' lots could be created for seniors wanting sufficient space for lifestyle. The Amendment would specifically provide for suitably sized lots (450m² – 500m²) for aged-lifestyle accommodation. This is a type of seniors' housing accommodation identified in the Strategy as having a growing demand, especially for 'ageing-in-place'. With an increasing trend in Home Care Assistance services and pursuing an active retirement lifestyle, the aged-lifestyle accommodation (typology) is expected to grow in popularity with seniors.</p>
<p>¹ Refer to Table 4 for list of seniors housing typology.</p> <p><i>"The market will seek ways of delivering many types of housing for seniors. The City should allow for these to occur."</i> (p.68)</p>	<p>Market forces have led to 50% of the Amendment area already being redeveloped through subdivision of the original oversized properties. The Amendment for R20 will create more opportunity in this strategically located area for seniors to right size and age in place.</p>

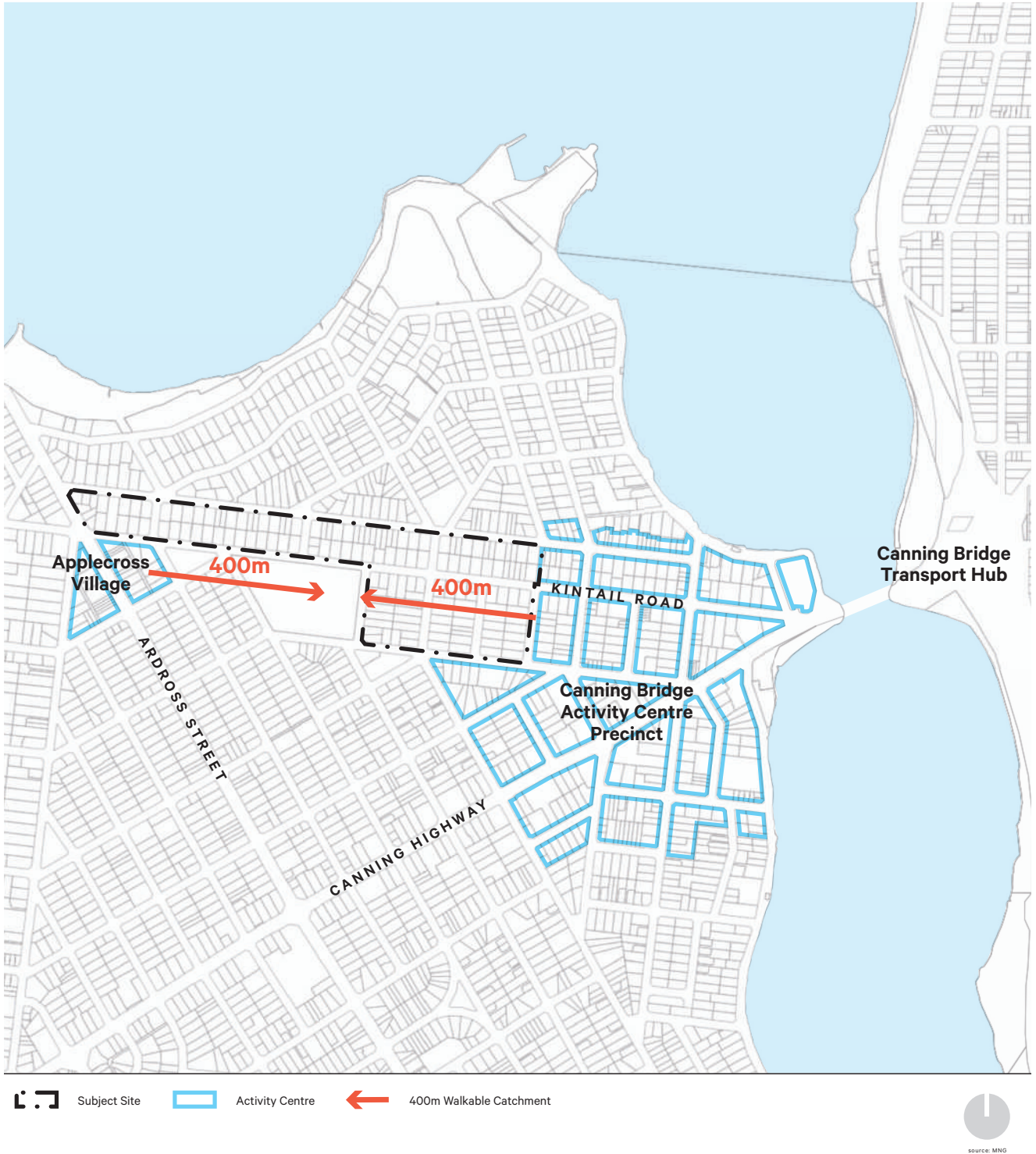


Figure 4. Activity Centre Walkable Catchment

4. Amendment Planning Rationale

4.1 Trend of downsizing: making efficient use of urban land

Applecross has a higher proportion of older generation and 55's+ living on the old generation quarter acre blocks. The Local Housing Strategy shows that responses by age cohort to the question “Living in a home with a big backyard is important to me.” decreases noticeably in respondents aged 45 and older (refer to Image 1). Today, there is less value being placed on big backyards and a push towards more sustainable lot size.

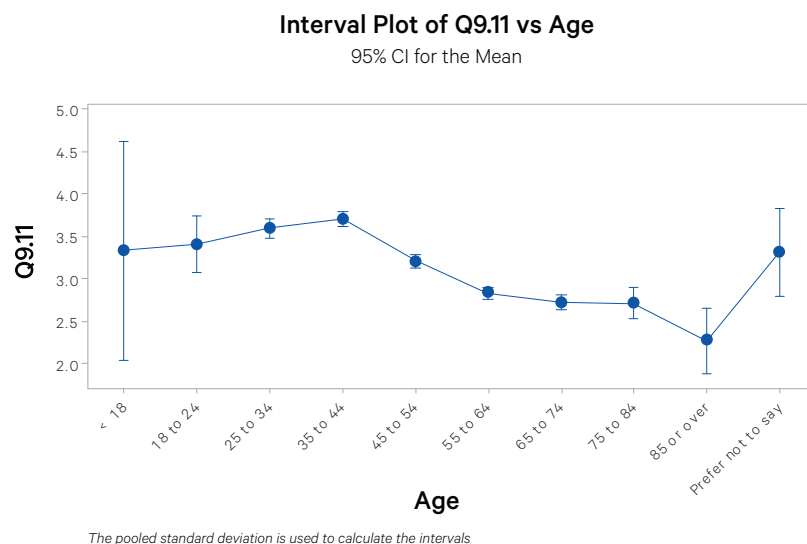


Image 1. City’s Local Housing Strategy (2018) responses by age cohort to housing needs survey question (September-October 2016) : “Living in a home with a big backyard is important to me”.

The City’s Local Housing Strategy identified key issues or barriers faced by residents (45 years and over) wanting to follow the national trend towards downsizing their accommodation. Table 4 shows some of the barriers to downsizing and how the Amendment can provide a planning response to help overcome those barriers.

Table 4. Chief barriers to downsizing and how the Amendment can assist overcoming those barriers

Downsizing barriers as outlined in Local Housing Strategy	Amendment Planning Outcomes
Lack of suitable housing stock in the same (familiar) place	Applecross residents on R12.5 or R15 quarter acre properties who wish to downsize to half that size (i.e. R20 450m ² – 500m ² lot) are hard pressed to find similar housing that is close to the river. The location of the Amendment area is ideal for R20 ‘downsized living’ as it is close to the river, within 400m of commercial centres and is on Kintail Road (public transport route). (Also refer to Section 4.3 for further explanation).
Lack of suitable housing stock in accessible locations	Refer to above.
Emotional attachments to the family home	The Amendment enables ability to right-size and age in place whilst retaining the existing home. <i>Refer to Amendment Implementation Scenario 1.</i>

Downsizing barriers as outlined in Local Housing Strategy	Amendment Planning Outcomes
Confusion over ownership models/ lease arrangements in retirement homes	This would not apply to the Amendment outcomes which would result in predominantly (more familiar) green title tenure.
Fixed incomes of retirement seniors making obtaining finance more difficult	Property price is high in Applecross and many seniors have finance locked in land value. The Amendment provides opportunity to unlock finance contained in land value making it easier for seniors to downsize. <i>Refer to Amendment Implementation Scenario 2.</i>
Cost and stress of moving	The Amendment facilitates ability to access funds which are confined in their land asset, thus conveniently providing funding that can be used towards downsizing. The Amendment therefore provides ability for landowners to stay-in-place, rather than have to move in order to downsize.
Many seniors considering their downsizing options to be inappropriate, unaffordable or unsuitably located	Seniors who make these comments are often those who wish to stay-in-place and who may want more of an aged-lifestyle accommodation, that is a property with sufficient outdoor space close to the river and amenities. Table 6 in this report outlines the various housing options for seniors in Applecross. The Amendment will increase housing option by providing particularly for aged-lifestyle accommodation. <i>Refer to Amendment Implementation Scenario 3</i>

Amendment Implementation Scenario 1 : Retention of existing dwelling

An empty-nester couple in their late 50's living in Tweeddale Road, Applecross would like to age-in-place and retain their existing family home, because it holds good memories. They intend to use their kids' bedrooms for guest accommodation and a hobby studio. Their old generation quarter acre property is too big to maintain and surplus to their needs. With increased sustainability awareness they consider now is the time to downsize their living accommodation.

Amendment Outcome

The Amendment would enable the couple to retain their existing home, subdivide and 'right size' their property requirement. Their subdivided surplus lot could then be sold to an elderly couple (living nearby on another quarter acre property in an R12.5 area of Applecross) who are looking to downsize, but are unable to subdivide their R12.5 property and find a suitably sized lot.

Amendment Implementation Scenario 2 : Downsizing and retaining lifestyle

A widowed elderly woman living in Sixth Avenue, Applecross has a dated house on an old generation quarter acre property. The house is now at the end of its economic life and is not very energy efficient. She has a pet dog and cat which keep her company. She receives quality In-Home Care Service and prefers to stay at her address, rather than relocate to a retirement home, strata complex or apartment (where her pets would not be permitted).

She wants to demolish her old home and build a new single storey home. As she enjoys gardening in her retired years, she would like to have some outdoor space for this purpose. She is mortgage-free, but has limited financial capacity to take on a loan to finance the demolition and construction of a new house, whilst additionally paying for rent until construction is completed.

Amendment Outcome

The Amendment will allow her to access capital value that is locked in the land. Through subdivision of the quarter acre block, retaining one lot for herself and selling the other lot, she can finance to achieve her goal of downsizing and maintaining her outdoor homely lifestyle with her pet dog and cat. Furthermore, the sale price from the other lot will provide additional funds towards on-going quality In-Home Care Service.

Amendment Implementation Scenario 3 : Subdivision to build a new single dwelling specifically designed for aged living

A retired couple in Kintail Road have lived in Applecross their whole life and want to stay at their current address, but their old generation quarter acre property is no longer desirable. They wish to demolish their existing old house and subdivide into two new lots. They want to build a new purpose-built home so that they can age in place for the remainder of their lives. Their new custom built house will include a lift, wider accessways, energy efficient, smart home technology etc for future ageing in place.

Amendment Outcome

The Amendment will facilitate an R20 subdivision of their property. The substantial cost to build their non-standard purpose-built home (for ageing in place) will be offset by selling the other subdivided lot. Their new lot (around 450m²) will be sufficient in size to enable continued outdoor lifestyle pursuits, such as gardening and to have a small shed/workshop for hobbies. The key outcome of the Amendment is to accommodate the retired couple's desire to age in place and live in their own custom built aged-lifestyle accommodation.

4.2 Aged-Lifestyle Accommodation Typology

The City's Local Housing Strategy places a lot of emphasis on accommodating the City's aged population in smaller dwellings, such as multiple dwellings, medium density housing, ancillary accommodation (granny flats), retirement villages, aged or dependant persons' dwellings. However, not all of the aged population prefer to live in these types of housing accommodation, of which can also require a substantial relocation from where they currently live.

Further, middle-age and seniors who want to live a certain active outdoor-orientated lifestyle may need certain requirements, of which can be incompatible with medium density and apartment living. Table 5 below outlines some of the lifestyle requirements for some seniors, of which medium density and apartment living may not be suitable. Table 6 lists the types of seniors' housing accommodation types and shows how aged-lifestyle accommodation can satisfy seniors' lifestyle preferences in Table 5. The Amendment establishing R20 density can provide for greater housing choice for all ages and stages of life, including aged-lifestyle accommodation.

Table 5. Types of seniors' lifestyle preferences not compatible with medium density or apartment living

Seniors' lifestyle not compatible with medium density and apartment living	Amendment planning outcome offers aged-lifestyle accommodation
Seniors who want to maintain homely outdoor pursuits such as gardening and hobbies, which often needs outdoor space for gardening and/or detached shed or small workshop.	R20 is still low density (suburban character), but 450m ² – 500m ² lot size range has ability to right size and provide sufficient outdoor living space for active home lifestyle pursuits.
Seniors who want to keep a boat, trailer or caravan for their active outdoor lifestyle.	See above.
Seniors who want continued quality and accessible Home Care Assistance.	Home Care Assistance can be provided for R20 at same level as for medium density and apartment living.
Seniors who want sufficient outdoor space to entertain their grandchildren (i.e. trampoline, small cubby, sandpit etc).	R20 minimum and average lot size can provide for a manageable size of outdoor living space to entertain grandchildren.
Ability to have own independent lifestyle and not feel like living in a crowded strata, apartment or retirement complex, where quiet and privacy is reduced.	R20 low density development provisions provide suitable property size/standards to achieve sense of independent living and space from neighbours.
Seniors who want to keep pets such as cats or dogs.	Amendment provides for predominantly green title tenure to allow pet ownership.

Table 6. Seniors' housing typologies in Applecross

Seniors' Housing Typology	Zoning & Density	Typical Lot Size	Example
Aged Care	'Residential' zone (R12.5)	Unit floor space 35m ²	Opal (Applecross Suites) No. 30 Carron Road Applecross (specialist aged care accommodation)
Single Bedroom Dwelling	'Centre' zone (R-ACO)	Dwelling floor space 70m ²	Canning Bridge Precinct new apartment development *
Ancillary Accommodation (granny flat)	'Residential' zone (R12, R15, R17.5)	Dwelling floor space 70m ²	Granny flat living with family members on original property
Aged Accommodation or Dependant Persons' Dwelling	'Centre' zone (R-ACO)	Unit floor space 80m ²	Canning Bridge Precinct new apartment development *
Multiple Dwelling (Apartment) (i.e. 2 or 3 bedroom apartment)	'Centre' zone (R-ACO)	Unit floor space 85m ² – 135m ²	Canning Bridge Precinct New 2 or 3 bedroom apartment*
Retirement Village	'Residential' zone (R40)	Lot size 150m ² – 200m ²	Alchera Living Retirement Village No. 750 Canning Hwy, Applecross
Grouped Dwelling (Medium Density Strata Living)	'Residential' zone (R40)	Lot size 200m ² – 280m ²	Strata Complex* No. 2 – 10 MacDonald Road, Applecross
Single Dwelling (Aged-Lifestyle Accommodation)	'Residential' zone (R20)	Lot size 450m ² – 500m ²	Original old generation quarter acre property subdivided or redeveloped *
Single Dwelling (Traditional)	'Residential' zone (R12, R15, R17.5)	Lot size 900m ² - 1,250m ²	Large home on old generation quarter acre property*

* Housing typology and aged living which can also be supported by local 'Home Care Assistance' and/or 'In-Home Care Service'.

4.3 Amendment area: suitability for upcoding

Locational Criteria

The City's Local Housing Strategy at Section 9.3 'Criteria for Identifying Areas Suitable for Greater Housing Choice' sets out locational criteria which should be used to guide and consider proposals to up-code lower density areas. This is stated at page 65 in the Strategy as follows:

"In accordance with the City's Housing Needs Survey, Local Planning Strategy, Local Housing Strategy, SPP 4.2 Activity Centres in Perth and Peel, Directions 2031 and Central Sub-Regional Strategy, the following density increase rationale is recommended:

- a) *Most suburban areas should remain low-density, coded no higher than R20 or R25.*
- b) *In accordance with sections 4.1 (d), 7.3, 8.4.2, 8.4.4 or Directions 2031, areas of especially low coding (R17.5 or less) that have close proximity to public open space, foreshores, parks and other such high amenity could be considered for upcoding to higher codes within the low-density code range. Considerations would also include the age of housing stock, street layout and the pattern of subdivision."*

In response to 9.3(a) above, the Amendment proposes R20, which is low density consistent with the Local Housing Strategy.

In response to 9.3(b) above, the Amendment area is within 400m walking distance of Applecross Village Neighbourhood Centre and Canning Bridge Activity Centre Precinct (and is within 580m of IGA supermarket on Canning Highway). Kintail Road (public transport bus route) extends through the Amendment area which feeds into the Canning Bridge transport hub (bus station and railway station).

Refer to Figure 5 – Road Hierarchy

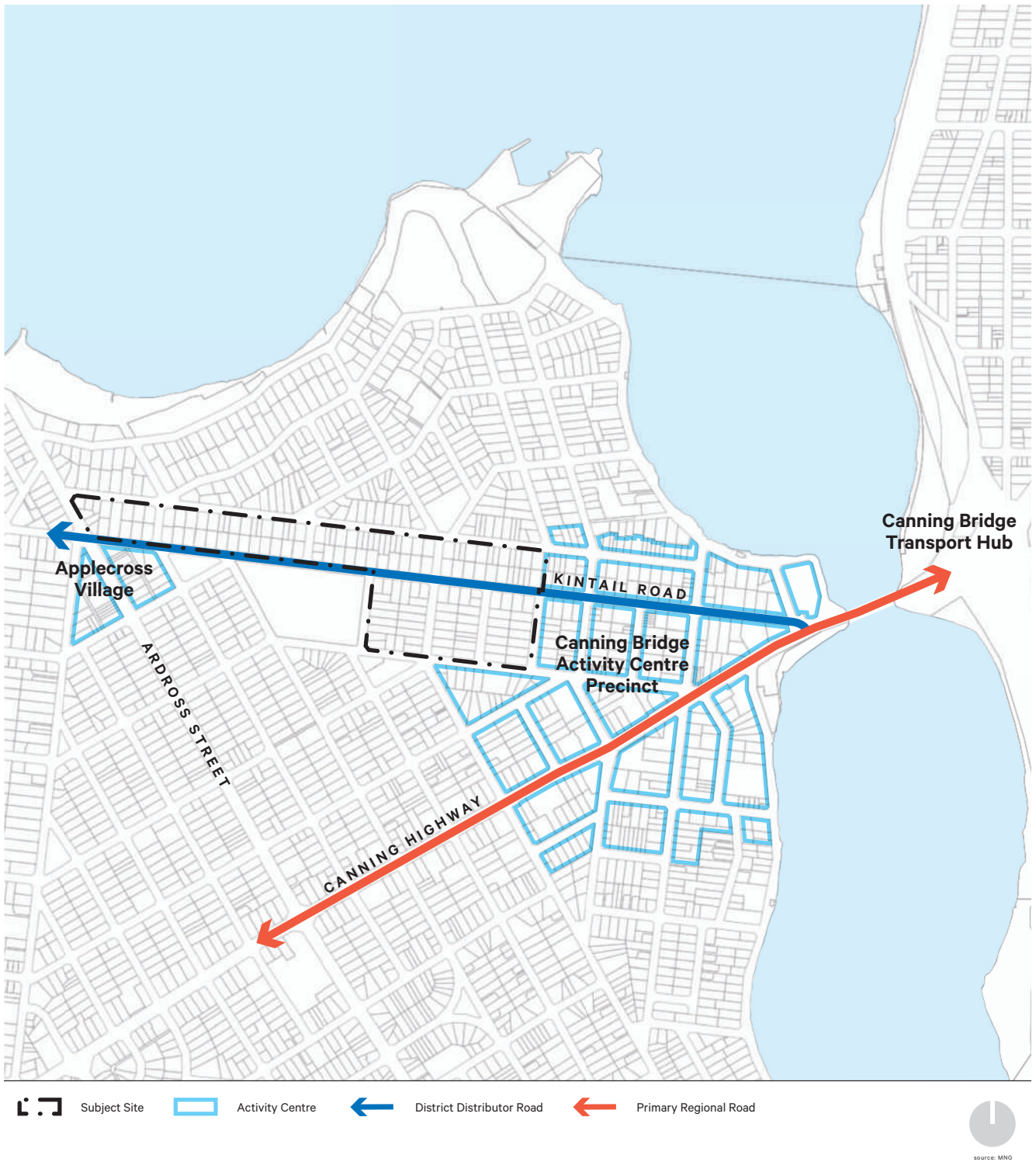


Figure 5. Road Hierarchy

The Canning Bridge transport hub is approximately 930m from the Amendment area.

Refer to Image 2.

The Amendment area has high amenity, being located adjacent to Applecross Primary School and is within 200m – 400m walk of the river foreshore. The proposed R20 up-code is consistent with the Local Housing Strategy and planning framework (i.e. Directions 2031) which encourages density increase in such strategically located areas.

Retention of Suburban Character

The R20 code falls within the upper spectrum of the R-Codes low density code band. The existing neighbourhood street layout is conducive to R20 redevelopment, being 'grid pattern' and subdivision of original lots will yield regular-shaped (rectangular and proportional) lots well suited for house building.

Consistent with Pattern of Subdivision

Approximately 50% of the Amendment area is un-subdivided due to the current R15 density restriction which limits further subdivision. But given 50% of the Amendment area has already been subdivided, the proposed R20 coding conforms to the existing subdivision pattern that has occurred.

Redevelopment of Older Housing Stock

There are many aged houses in the Amendment area on large properties that are near the end of their economic lives (i.e. 40 – 50 years). The proposed R20 code would provide opportunity to replenish the older housing stock with new high quality housing stock through subdivision and redevelopment (as already occurred in the Amendment area). New housing stock would in many ways be more environmentally friendly by incorporating modern green star rating and energy efficiency design, compared with their older counterparts.

Refer to Image 3.



Image 2. Kintail Road (District Distributor Road) is a public transport route



Image 3. Example of original (non-heritage listed) dwelling which could be retained or demolished depending on owner's preference.

4.4 Amendment area: R20 density is appropriate

The strategic location of the Amendment area would suit medium density development, however R20 is more appropriate. R20 is a balance between community aspirations to retain a suburban character and planning initiatives requiring more efficient use of urban land through density increase. R20 also provides for a density transition from R40 and R-AC0 areas to R12.5 and R15 areas closer to the river.

The City’s Local Housing Strategy at Section 9.4 ‘Selection of Residential Design Codes’ states:

“In R20 areas, for example, lots must be a minimum of 10m wide, with the building footprint no more than 50% of the property. The dwelling must also be an average of 6m from the front boundary. The R20 coding therefore produces areas with distinctly suburban character.” (p.67)

The strategy also makes an assessment of the pros and cons of low density development, which is summarised as follows:

Low-density development (R-Codes R12.5, R15, R20 and R25)	
Pros	Cons
Preserves suburban amenity in accordance with community desires	Reduces feasibility of public transport, likely to lead to car dependence
Limits the number of apartments	Cannot guarantee tree preservation
May help with retention of trees on private land	Footpaths and other infrastructure difficult to justify. Shops less viable also
Popular with families especially	Large land areas per dwelling make housing more expensive to buy and maintain
	Dominated by large homes. Whole neighbourhoods show poor diversity of housing types

(Source: Extract from City of Melville Local Housing Strategy: Table 17)

The above extracts from the strategy demonstrate that the proposed R20 (low density) code is appropriate and will enable the former generation larger properties to be subdivided into contemporary right size lots to support new high-quality housing. Subdivision at R20 will result in predominately lot sizes ranging 450m² – 500m², which is a good ‘middle ground’ between medium density and traditional low density (quarter acre lots).

In meeting the target densities set for infill development under planning framework, the City is focusing the greater portion of its infill density target within activity centres, around transport hubs and along major arterial roads. This higher density focus results in predominately smaller dwelling medium density and apartment living. The R20 up-coding provides a subtle increase in density that compliments the City’s infill target and housing choice.

Amendment area : inventory of current development

The Amendment area was originally subdivided into 127 lots, of the once popular quarter acre (approximately 900m² – 1,100m²) lot size. Of the 127 former generational quarter acre lots, redevelopment has occurred as follows:

- 64 original quarter acre lots have been subdivided/redeveloped into two dwellings
- 59 original quarter acre lots have not been subdivided and contain one dwelling
- Two original quarter acre lots have been developed for multiple dwelling apartments
- Two original quarter acre lots have been developed for non-residential uses (i.e. RSL club and a church).

Approximately 50% of the Amendment area has already been redeveloped to a density of R20. This 50% “duplex development” is non-conforming with the City’s LPS6 zoning Residential R15.

The R20 amendment would bring into conformity with LPS6 the 50% of existing residential development, except for the two existing multiple dwelling developments.

It is noted that of the 50% “duplex development” that has occurred in the Amendment area, there are few existing dwellings remaining, indicating a preference by some to retain the family home.

Refer to Image 4 - Example of original dwelling being retained with new subdivided dwelling at the rear

Impact on local traffic

It is estimated that the R20 amendment would result in an uplift of approximately 48 dwellings. This estimate excludes around nine existing dwellings which, by virtue of its substantial development, maybe unlikely to redevelop. An additional 48 dwellings would be a subtle increase in density lift, resulting in a marginal increase to local traffic. Further, the timeframe for the uplift in 48 dwellings would likely occur over an extended period, given not all landowners will redevelop in the short term.

Refer to Figure 6 – Potential Increase in Dwelling Yield

Impact on retention of existing trees

Retention and/or planting of trees in private property are subject to the preferences and management of the respective landowners. Although low density can assist in helping to retain trees on private land, there is no guarantee or obligation for landowners to retain trees (as set out in the pros and cons table above). However, the City of Melville *Urban Forestry Strategy* is a counter-measure for tree loss on private land, through its tree planting initiatives.

Street trees are considered very important in Applecross and have a high priority and weighting in the planning application assessment and decision making for development proposals. For any subdivision and/or development proposals under the R20 coding, consideration of retaining existing street trees would be given high regard and weighting for locating future crossovers and driveways. Examples of former R20 redevelopment in the Amendment area demonstrates that development can be undertaken with street trees retained.

Refer to Image 5 – R20 development with street trees retained



Image 4. Example of original dwelling being retained with new subdivided dwelling at the rear

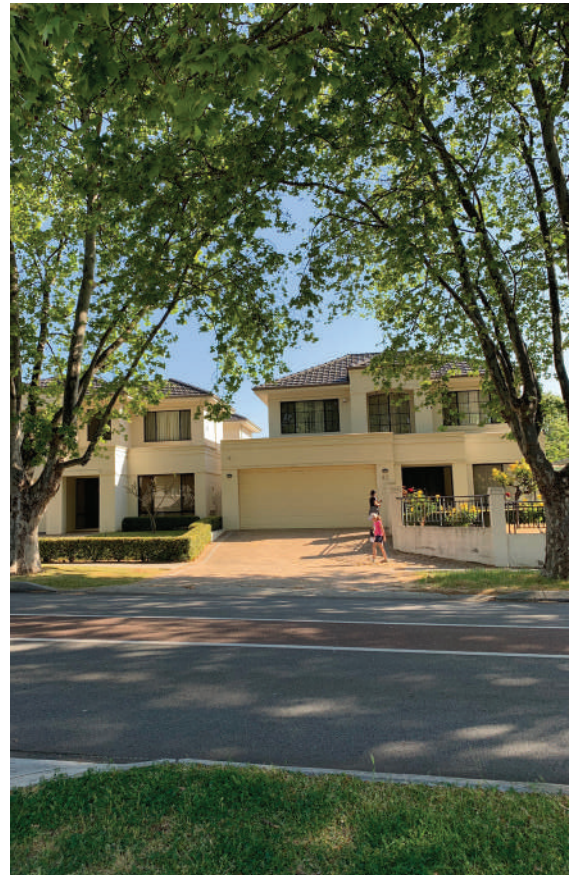


Image 5. R20 development with street trees retained.

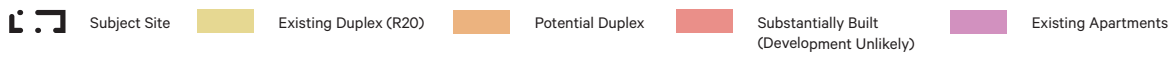
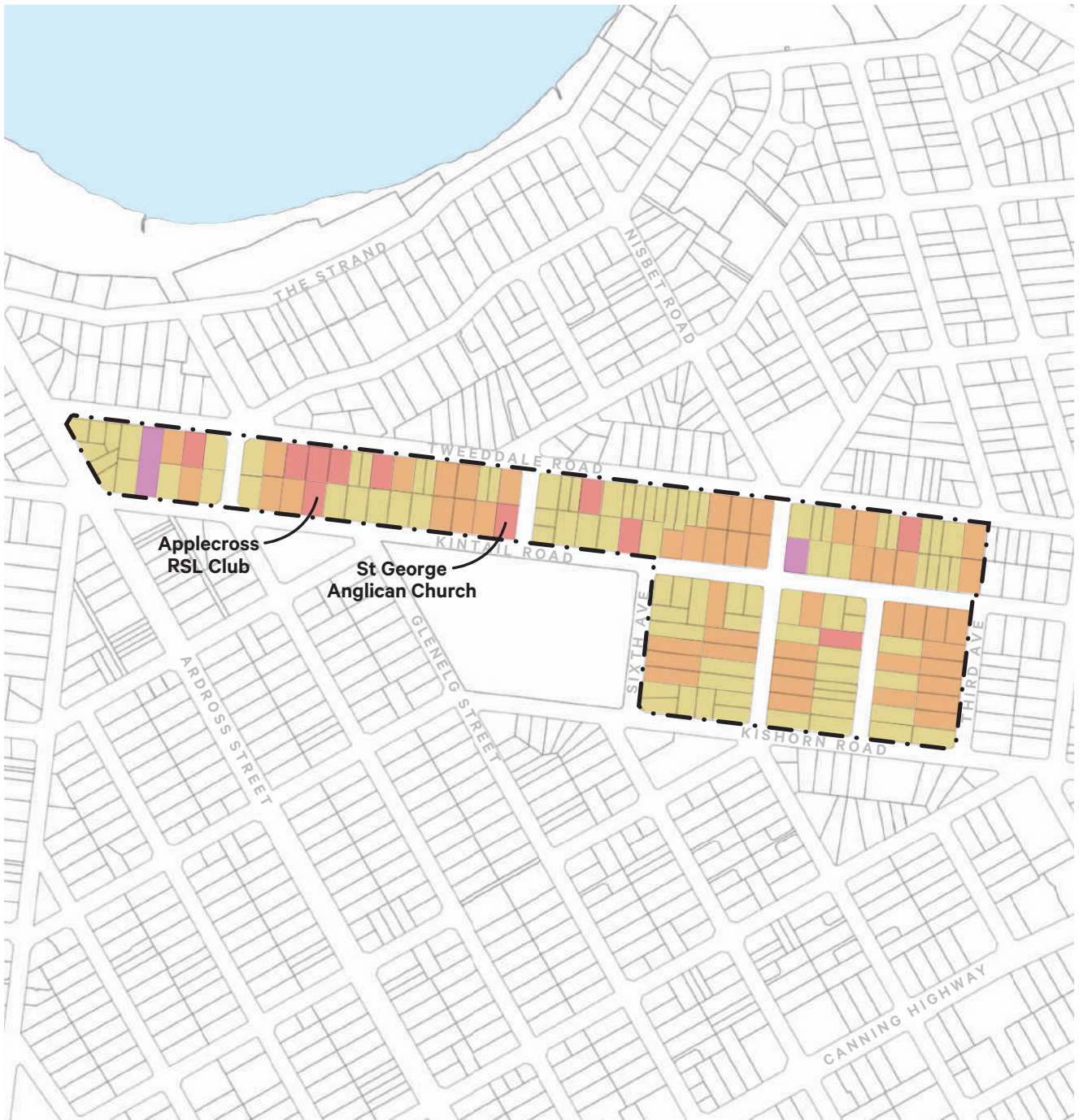


Figure 6. Potential Increase in Dwelling Yield

4.5 Downsizing: ancillary accommodation limitations

Ancillary dwellings (granny flats) are small, self-contained dwellings located on the same lot as the primary single dwelling. Ancillary dwellings are typically 70m² in floor area, comparable in size to a two-bedroom apartment. As shown in Table 6, ancillary accommodation has its place in the range of senior housing typologies.

Recent changes to the R-Codes have made it possible to rent ancillary dwellings to non-family members. One option for residents (and seniors) who wish to 'right size' is to develop and live in ancillary accommodation on their property, and rent their existing home. However, this option can be unsuitable for many given some of the barriers, such as:

- substantial upfront cost to develop the ancillary accommodation (i.e. \$100K) along with the cost of preparing the primary residence as a rental accommodation
- cost prohibitive to some landowners who have limited cash available where finance is locked into property value (and retirement funds)
- not everyone wants to live next to their landlord/tenant
- managing a rental property can be undesirable
- the high land value and built form quality in Applecross is less compatible with ancillary accommodation and better suits single dwelling and green title tenure.

The more sustainable and better option is green title subdivision to create two detached single dwellings on individual lots. This is demonstrated in that 50% of the Amendment area has already developed in this manner, producing high quality built form enhancing the character of Applecross.

4.6 Servicing Considerations

The minor up-code from R15 to R20 will not present any significant servicing considerations. A desktop review indicates that the Amendment area can be fully serviced by reticulated sewer, water, power, gas and telecommunications. There are existing services within the road reserves. No significant upgrades to the existing services is required for the R20 density code.

4.7 Upcoding in future Local Planning Scheme No. 6 review

During LPS6 advertising, numerous submissions were put forward by community members requesting upcoding for various other pockets of residential areas throughout City of Melville. So numerous were the requests that the then the Minister for Planning decided such upcoding proposals should be considered after gazettal of LPS 6 as **future amendments to the scheme**.

The Minister determined that upcoding proposals should each be considered on its own planning merits. Upcoding proposals for small residential infill therefore does not need to wait for the next LPS6 review.

There have already been examples of 'stand-alone' scheme amendments for upcoding which have resulted in density increases for pockets of residential areas in the City, following gazettal of LPS6. Accordingly, getting residential densities 'right' in LPS6 is a work in process. This Amendment forms part of that process.

LPS6 was gazetted in May 2016 and the next review process is unlikely to commence within the next 5 years. Thereafter it takes more time before gazettal of a new town planning scheme. Subsequently it can take around 7 - 10 years from this point for the Amendment area to be up-coded as part of a scheme review. Many residents, especially older generation cannot wait 7-10 years for the R20 up-code - whereby the process of downsizing may take a further two years.

There is no significant planning reason for the Amendment (R20 up-coding) not to proceed at this point in time. The Amendment area is a stand-alone area that can be considered for upcoding on its own merit. As stated in section 2.2, the boundary of the Amendment area is logical and definitive. The Amendment area forms a strategically located urban corridor along Kintail Road (refer to sections 4.3 and 4.4) which makes it suitable for upcoding.

4.8 Consideration of precedent

The City's Local Housing Strategy makes it clear that increasing density in the traditional low density areas is too problematic, as stated:

"...high proportions of properties in low-density areas are too distant from public transport to warrant upcoding." (page 60)

"One of the objectives of this Housing Strategy is to ensure that a wide range of housing is provided. For many families within the City of Melville, low-density suburban housing is the most appropriate type. As the range of housing can be increased by focusing development in strategic areas close to centres and transport, it is considered better to leave most parts of most suburbs at low densities." (page 60)

"The strategy of concentrated change has met with widespread community support." (page 60)

"There is little appetite for significantly increasing densities in these areas [R12.5 coded areas] and there would be little gain for the City as most are distant from public transport." (page 61)

"Overall the community has been clear in its desire for a greater range of housing choices, particularly in areas near shops, services and public transport." (page 62)

In the context of the above, the Amendment area has distinguishable characteristics which set it apart from any ad hoc proposal to increase density in other low density areas. The Amendment area distinguishable characteristics include:

- The Amendment area is adjacent the Applecross Village Neighbourhood Centre and Canning Bridge Activity Centre Precinct.
- Kintail Road is a District Distributor (public transport road which feeds to the Canning Bridge transport hub - bus station and railway station) and extends through the Amendment area. The transport hub is around 930m south-east from the Amendment area.
- The Amendment area has high amenity, being located within 200m – 400m walk of the river foreshore and adjacent to Applecross Primary School.
- The Amendment area satisfies the locational criteria (as per the Local Housing Strategy), for density upcoding - refer to sections 4.3 and 4.4.
- Approximately 50% of the Amendment area has already been redeveloped for R20. The R20 coding will bring into conformity the existing pattern of subdivision.

The above planning characteristics support the upcoding to R20. Whereas many other low density areas do not share these same characteristics. Other areas within the City have been up-coded as stand-alone scheme amendments based on their merit. The Amendment area is suitable for upcoding and the subtle increase in density will not have an adverse impact on the local suburban amenity.

5. Conclusion

The Amendment is a planning response providing a subtle infill density increase, which will enable residents to 'age-in-place', 'right-size' accommodation needs and make more efficient use of urban land. It moves away from retaining the old generation quarter acre lots, which is an outdated and inefficient urban form, to more contemporary urban planning outcomes.

Planning Outcomes of the Amendment

The Amendment area comprises a pocket of strategically located properties in Applecross suitable for up-coding to R20. The R20 coding is within the higher spectrum of the R-Codes low density band.

The Amendment area is within a strategic urban transport corridor long Kintail Road and is situated between two activity commercial centres –Applecross Village neighbourhood centre and Canning Bridge Activity Centre Precinct. Both commercial centres are within 400m walking distance of the Amendment area and offer social, medical and aged related services. The area is also within 200m – 400m of the river and foreshore recreation areas. The area is suitable for medium density (R30/R40), however this more compact urban density is not appropriate for this area. The R20 (low density) code will retain a suburban character and amenity.

Approximately 48 additional dwellings could be developed under the proposed R20 coding. But it is unlikely that every property will be developed to R20 density. Accordingly, the Amendment will result in a subtle change over time and will not have a significant impact on the local amenity.

The Amendment will provide opportunities for greater housing choice, which will assist residents in ageing in place and right size accommodation needs. Approximately 50% of the Amendment area has already successfully been redeveloped to a density of R20 under previous planning provisions. The current R15 density is therefore non-conforming with 50% of the Amendment area and the R20 code would remove this planning non-conformance.

The R20 density is a more sustainable urban form compared with retaining the R15 status quo. The Amendment area is a stand-alone area suitable for upcoding to R20 and not reliant on the next LPS 6 review. Similar with other upcoding proposals that have been approved since LPS6 gazetta, the Amendment provides a good planning response towards infill density increase and providing greater housing choice.

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