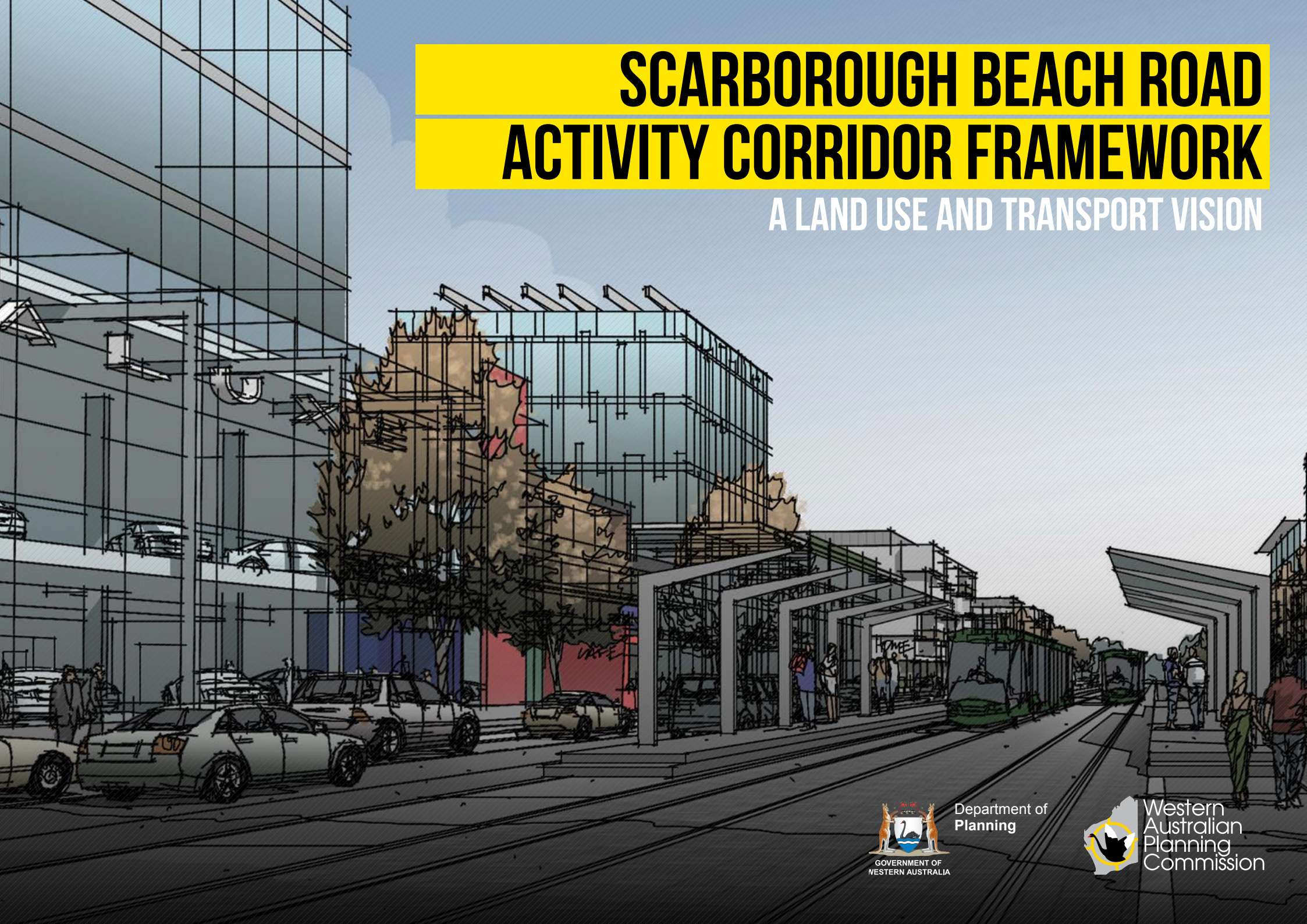


# SCARBOROUGH BEACH ROAD ACTIVITY CORRIDOR FRAMEWORK

A LAND USE AND TRANSPORT VISION



Department of  
Planning



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Published by the  
Western Australian Planning Commission  
Gordon Stephenson House  
140 William Street  
Perth WA 6000  
Locked Bag 2506  
Perth WA 6001

Published September 2013 (Final)

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**DELIVERING  
DIRECTIONS 2031**

# **SCARBOROUGH BEACH ROAD HAS GREAT POTENTIAL**

**LESS THAN 5KM FROM THE PERTH CENTRAL BUSINESS DISTRICT**  
**PASSENGER RAIL CONNECTIONS AT STIRLING AND GLENDALOUGH**  
**NATURAL AMENITY OF HERDSMAN LAKE AND SCARBOROUGH BEACH**  
**RUNNING THROUGH FOUR ACTIVITY CENTRES INCLUDING STIRLING CITY CENTRE**

# **THIS FRAMEWORK LAYS DOWN A CONSOLIDATED VISION**

**GROWTH POTENTIAL TO HOUSE A TOTAL OF 50,000 AND EMPLOY OVER 40,000**  
**SETTING A HIGHER STANDARD OF BUILT DEVELOPMENT QUALITY**  
**BUILDING IN CAPACITY TO ROLL OUT PRIORITY PUBLIC TRANSPORT**  
**RAISING THE BAR FOR PEDESTRIAN AND CYCLIST INFRASTRUCTURE**

# FOREWORD



Scarborough Beach Road has long been part of Perth's cultural identity — providing a popular connection from the city to the coast.

The role and function of Scarborough Beach Road has evolved as Perth has grown. As businesses and residents continue to locate on and around the corridor, the resultant challenges and opportunities provide the basis of the *Scarborough Beach Road Activity Corridor Framework*.

Through this new framework, the State Government envisions an integrated corridor that improves the connection between activity centres along the route; and promotes growth and desirability in line with the objectives of *Directions 2031 and Beyond*.

A key priority for Scarborough Beach Road is to plan for infrastructure that supports the community, with a focus on improved public transport, cycling and pedestrian facilities to help reduce a reliance on car transport. This will help sustain future growth along the corridor, in particular the Osborne Park and Herdsman employment centres.

Design direction is also given to improve the streetscape and provide greater opportunities for commercial, retail and residential redevelopment along appropriate sections of the road.

I extend my appreciation to the Western Australian Planning Commission, the City of Stirling, City of Vincent, State Government transport agencies and the Department of Planning for their valued efforts in helping to develop this Framework.

A handwritten signature in black ink that reads "John Day". The signature is written in a cursive, flowing style.

**Hon John Day, MLA**

Minister for Planning



Situated through Perth's fast-changing north-western suburbs, Scarborough Beach Road has long provided an integral means of access to residential, commercial and retail areas between North Perth and Scarborough Beach.

As our population increases, so too does the pressure on Scarborough Beach Road. It is therefore important to adopt smart long-term land use and transport strategies to promote appropriate infrastructure and development along the road.

The Department of Planning on behalf of the Western Australian Planning Commission has collaborated with the cities of Stirling and Vincent to create a strong vision for Scarborough Beach Road as an area of high amenity, accessibility and character. Through this vision, we have developed an innovative framework to guide the future of this iconic and strategic corridor.

The strategic planning goals outlined in the *Scarborough Beach Road Activity Corridor Framework* aim to address a number of current issues along Scarborough Beach Road — such as traffic congestion; poor pedestrian amenity; and the relationship of buildings to the street.

The Framework asserts a clear picture for all stakeholders, providing direction on attractive and accessible mixed-use land development, while promoting a variety of transport choices for residents and visitors to the area.

The strong foundation established by the Framework will guide detailed planning for the road's long-term transformation.

A handwritten signature in black ink that reads "Eric Lumsden". The signature is written in a cursive, flowing style.

**Eric Lumsden, PSM**

Director General  
Department of Planning

Scarborough Beach

Doubleview

Stirling City Centre

Stirling Station

Osborne Park

Glendalough Station

Mount Hawthorn

Charles Street

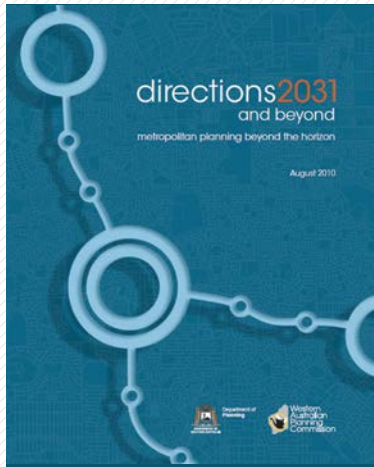
Subiaco

Perth CBD



# WHERE DOES THIS FRAMEWORK FIT IN?

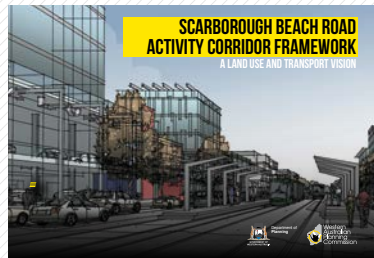
More information on the planning framework and project staging can be found in the **Background and Planning Implementation** sections of this document



## **Directions 2031 and Beyond**

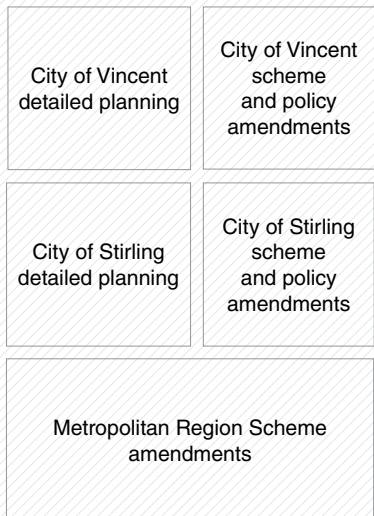
*Directions 2031 and Beyond* is the overarching strategic plan for the Perth, Peel and metropolitan area. The document provides a framework for the detailed planning and delivery of housing, infrastructure and services necessary to accommodate population growth up until 2031.

It outlines that future growth of the city will need to be accommodated in existing urban areas, in addition to new growth areas. Planning in existing urban areas should encourage compact activity centres connected by high quality public and non-motorised transport



## **Scarborough Beach Road Activity Corridor Framework**

This Framework establishes a vision for the Scarborough Beach Road activity corridor and includes principles and development objectives along its length. It guides built form development and transport infrastructure to ensure both are complementary and coordinated along the entire road from North Perth to Scarborough.



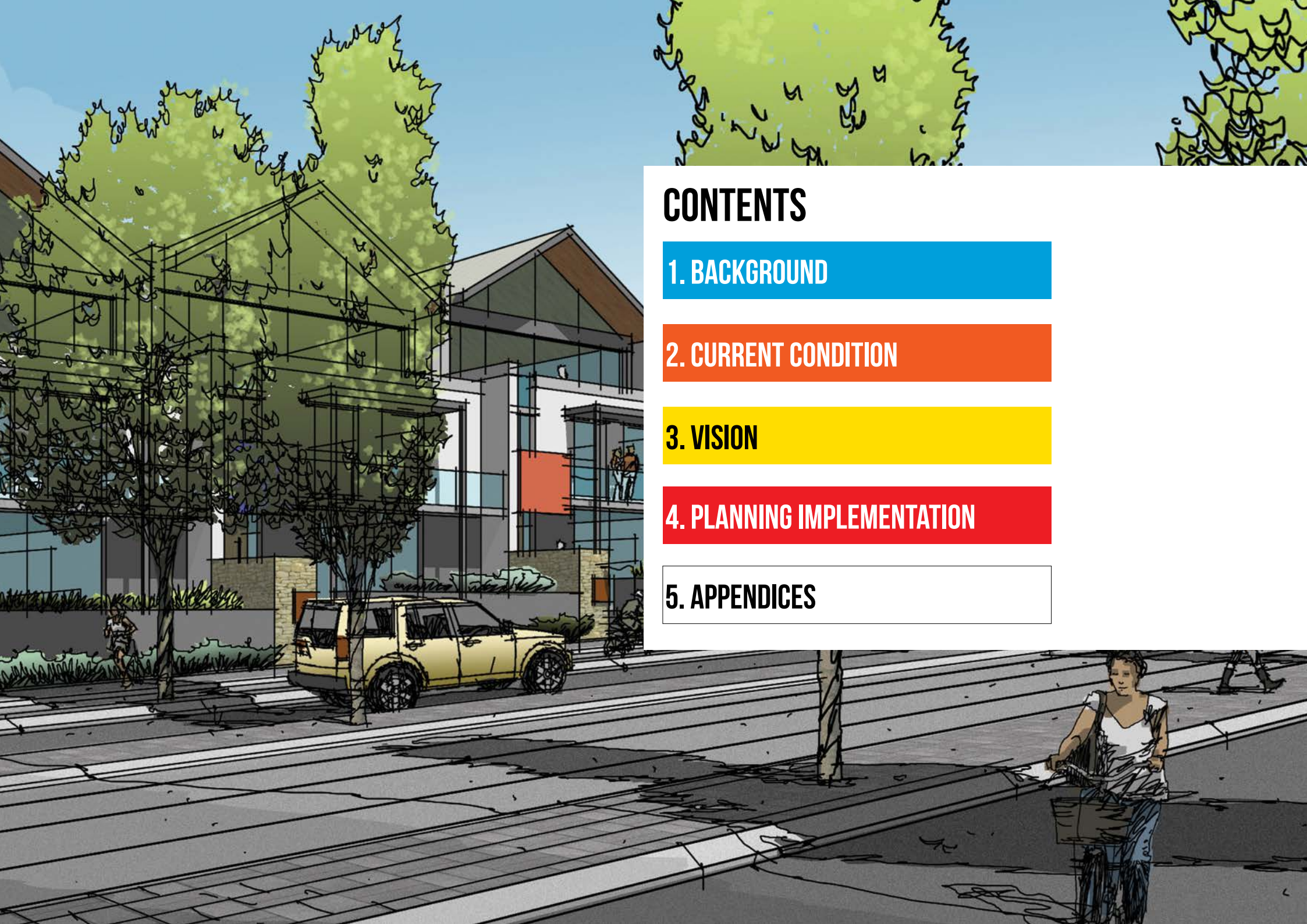
## **Detailed planning**

Following the strategic work of *Directions 2031 and Beyond* and the *Scarborough Beach Road Activity Corridor Framework*, detailed planning will occur. In most cases each local government is responsible for leading this work.

Detailed planning will involve preparing plans and local scheme amendments for each section of the road and its surrounds. This may occur at different times (depending on local government scheduling).

The Department of Planning will also undertake Metropolitan Region Scheme amendments to update any reservations that are required to be modified.

Community and landowner consultation will continue as detailed planning occurs.



# CONTENTS

**1. BACKGROUND**

**2. CURRENT CONDITION**

**3. VISION**

**4. PLANNING IMPLEMENTATION**

**5. APPENDICES**

# 1 BACKGROUND

This Framework provides an integrated and logical vision for the future development of Scarborough Beach Road and responds to the growth of Stirling City Centre and other activity centres along its length. The Framework re-imagines how Scarborough Beach Road can best function; and the role that public and non-motorised transport, and better building design can play in its improvement over time.

The Framework:

- Establishes a vision for the Scarborough Beach Road Activity Corridor and includes principles and development objectives along its length;
- Guides built-form development and transport infrastructure to ensure both are complementary and coordinated along the entire road from North Perth to Scarborough;
- Demonstrates, tests and refines the application of the *Directions 2031 and Beyond* policy relating to activity centres and corridors;
- Analyses and responds to the physical context of the corridor, taking into account the local and regional environment, land use, urban design and transport analysis;
- Establishes land use and population targets for the corridor, providing guidance as to the degree of diversification and intensification required to meet *Directions 2031 and Beyond* objectives; and
- Complements and integrates existing centre planning along Scarborough Beach Road (Herdsman, Stirling City Centre, Glendalough and Scarborough)

The Framework is a strategic planning instrument that will guide future statutory planning by establishing a direction for detailed planning to occur. It will inform local planning policies, structure plans and development applications along the length of Scarborough Beach Road.

## Process

Planning for different sections of Scarborough Beach Road has typically occurred in isolation, resulting in ad hoc and incongruent transport and land use outcomes.

The notion of one strategic plan for Scarborough Beach Road was originally proposed through Network City, which identified a number of arterial roads in the Perth metropolitan area that had the potential for better land-use and transport integration. The more recent Directions 2031 continued to outline the important role activity corridors play in linking activity centres, particularly along Scarborough Beach Road where North Perth, Mount Hawthorn, Glendalough, Osborne Park, Stirling City Centre, Doubleview and Scarborough Beach form a spine of activity through Perth's inner north-western suburbs.

Since 2008, the Department of Planning, City of Stirling and City of Vincent have developed and reviewed a number of background studies that form the basis of this Framework. These include:

- *Scarborough Beach Road Action Plan* — recommends how the corridor concept can be approached for Scarborough Beach Road
- *Scarborough Beach Road Population and Land Use Target Study* — tests development scenarios for the corridor.
- *Scarborough Beach Road Transport Strategy* — provides a strategy for the future transport function of the road, preliminary mid-block road designs and recommend an appropriate road reservation for the corridor.
- *Scarborough Beach Road Place Analysis* — audits the current buildings and identify opportunities for better built form outcomes along the road.
- *Herdsman Glendalough Concept Structure Plan* — provides a built form and transport concept in Herdsman and Glendalough.
- *Herdsman and Glendalough Station Transport Strategy* — investigates the parking policy requirements that will improve the way vehicles use Herdsman and Glendalough.
- *City of Vincent Scarborough Beach Road Urban Design Framework* — provides a built form and transport concept for the Mount Hawthorn and North Perth sections of the road.

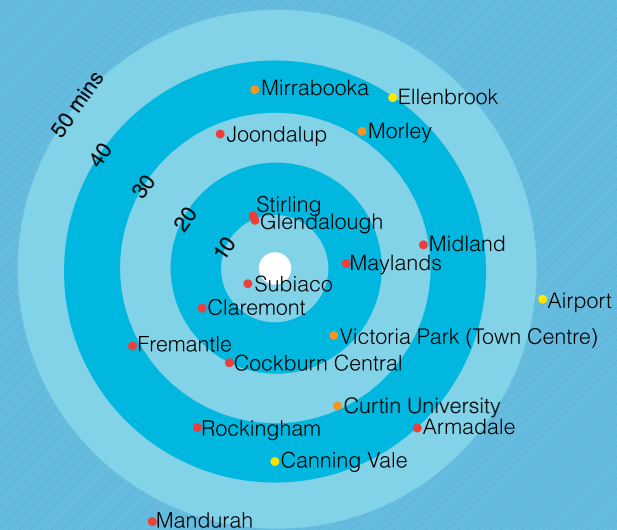


# A TIME ADVANTAGE

Scarborough Beach Road connects with two major railway stations — at Glendalough and close by at Stirling. Visiting the area by public transport can be less than a ten minute journey from Perth.

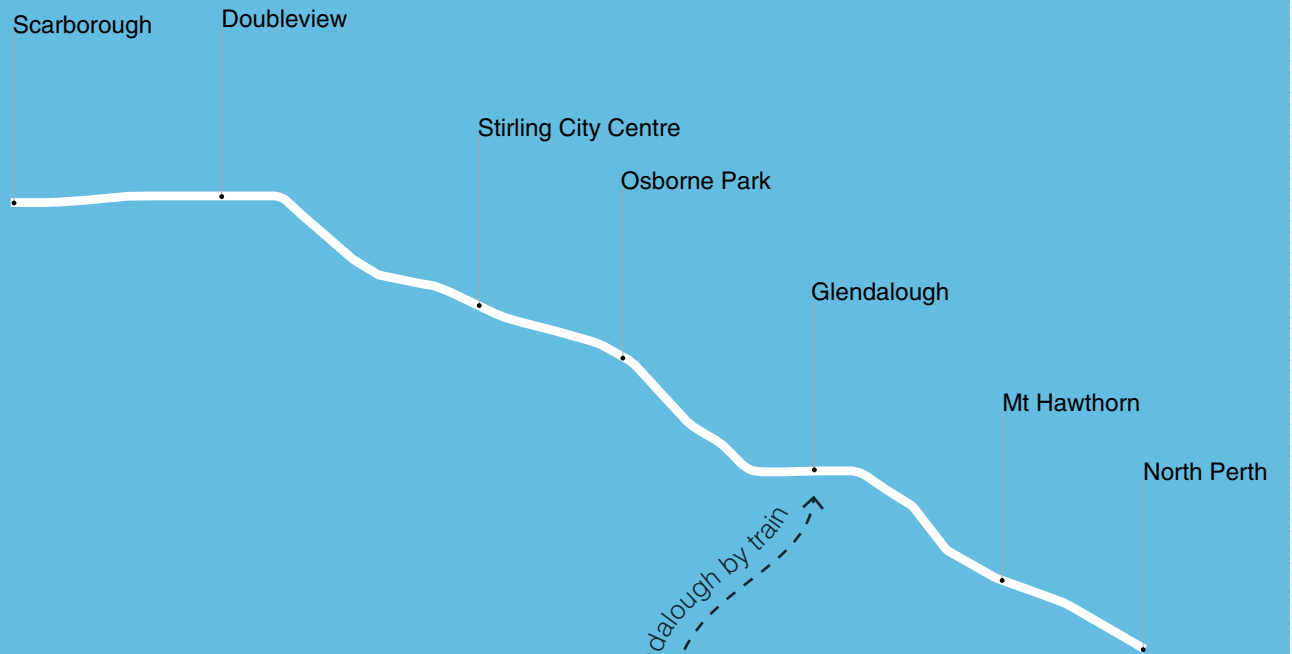
With further public transport improvements envisaged for the road it is anticipated that Scarborough Beach Road and surrounding areas will become even more convenient to access by public transport, adding to the overall appeal to live, work and invest in the area.

Source: Transperth 2011

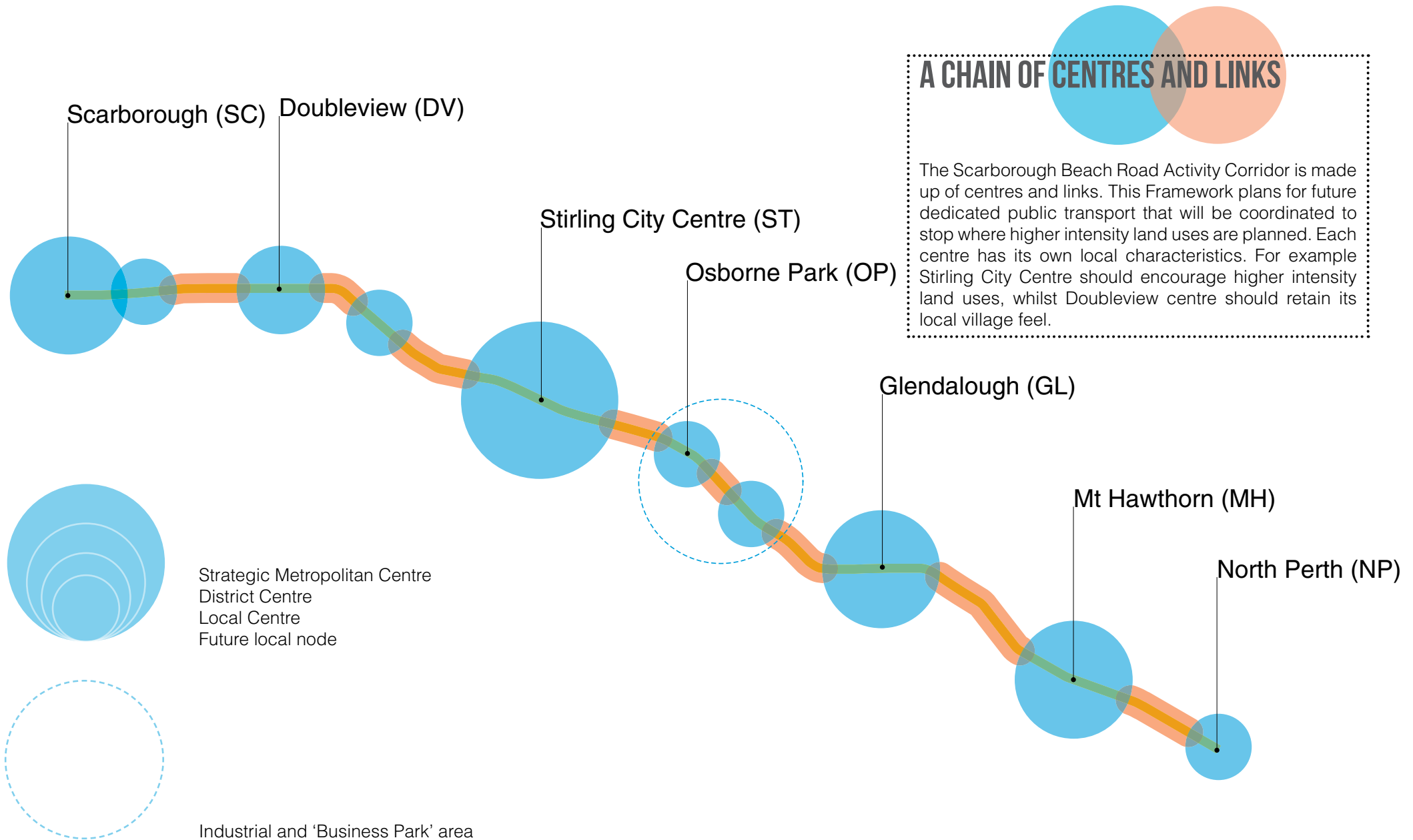


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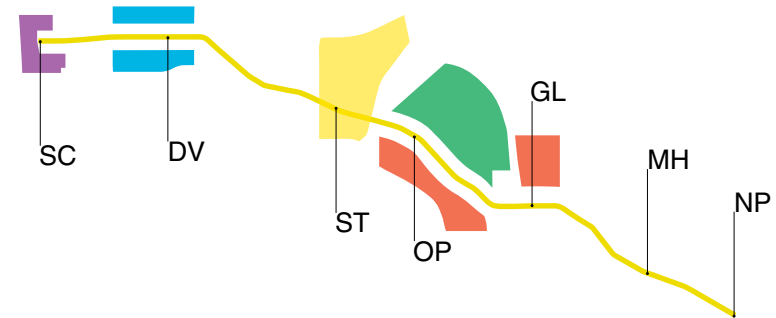
- Train
- High-frequency bus connection
- Bus



# 1 BACKGROUND CENTRES ALONG SCARBOROUGH BEACH ROAD



## ADDITIONAL CENTRE PLANNING ALONG THE CORRIDOR



This Framework focuses on Scarborough Beach Road and adjacent development, to provide high level guidance on transport and land use. The following areas have been highlighted by local governments for further land use planning investigation. *More information about detailed planning is provided in the **Planning Implementation** section of this Framework.*

### **Scarborough Beach**

Local government strategic planning and State Government involvement through the Metropolitan Redevelopment Authority has highlighted the area's role as a high-order tourist centre.

### **Doubleview**

Local government community consultation has highlighted the desire to strengthen the town centre, with the opportunity for further local government planning of land use in and around Doubleview.

### **Stirling City Centre**

Strategic land use planning is already advanced for the Stirling City Centre through the Stirling Alliance process.

### **Osborne Park industrial area (north of Scarborough Beach Road)**

To remain as a light/service industrial area. Subject to further local government land use planning.

### **Herdsmen and Glendalough North**

To develop with office, residential and local retail. Some service, distribution and light industrial uses still exist in these areas. Subject to further local government land use planning.

# 1 BACKGROUND COLLABORATION AND CONSULTATION

The Framework has been collaboratively prepared by the Scarborough Beach Road Activity Corridor Working Group, chaired by the Department of Planning with representation from the following agencies:

- City of Stirling (project partner)
- City of Vincent (project partner)
- Department of Transport
- Public Transport Authority
- Main Roads WA

Community and landowner consultation has made an important contribution to the development of the background studies that support this Framework.



## ***City of Vincent***

In May 2010, the City of Vincent led community visioning workshops to outline the development of the background studies and Framework. These were followed by community workshops in April 2011, which focussed on the results of the Place Analysis Study and presented options from the City of Vincent Scarborough Beach Road Urban Design Framework.

A number of key themes came from these sessions and form part of the consideration of this Framework:

- Generally, a change to land use and transport is supported.
- High-density around the train station will work well.
- Priority public transport (specifically light rail) is desirable. Without a transport link, development won't be catalysed.
- Strict parking provisions are good in principle, but there must be a suitable public transport in place to allow for this.
- The flexibility of allowing mixed use from Glendalough to North Perth will allow for better development than what currently exists.
- Building heights of three to five storeys are seen as acceptable.
- Quality of design is important and the City will need to ensure that best-practice design principles are applied by developers.
- Pedestrians need to be given more consideration.
- Public open space is an important consideration, particularly around higher density residential areas.

## City of Stirling

In June 2011, the City of Stirling led a number of landowner workshop sessions relating to the Osborne Park, Herdsman and Glendalough areas.

Key themes emerging from these sessions have informed the development of this Framework.

- Strong support for high density and mixed-use development around Glendalough Station, recognising existing large format retail in the area.
- Realisation that car dependency and road building without alternative travel options cannot continue.
- Attention to detail is important. Heights are not a concern but attractive high quality buildings and good urban design is essential to the success of this area.
- Recognition that there is an over provision of car parking, though attention must be given to any transition to parking restrictions to reduce impact on existing businesses.
- Support for light rail in near term future and that all levels of government and landowners must collaborate to achieve this outcome.
- Recognition that transit options may need to transition from bus rapid transit to light rail if funding is not forthcoming.
- Amenity is important to underpin residential development. There should be adequate public open space, recreation and transport opportunities if residential development is to be promoted in Glendalough, Osborne Park and Herdsman.
- The chicken abattoir in Glendalough will continue to operate into the foreseeable future, and buffer/compatibility issues need to be taken into account in the local planning process.

Additionally, through the City of Stirling Local Area Planning process and Stirling Alliance the community has had significant input into the strategic planning for areas surrounding Scarborough Beach Road.

The Community Leadership Group represents a network of interested residents who live on or near Scarborough Beach Road and have been actively engaged with the planning of Stirling City Centre. The proposed Stirling City Centre will form a very important node along the Scarborough Beach Road Activity Corridor. Planning for the centre has been underpinned by a deliberative democracy approach including direct community participation in design charrettes and themed workshops pertaining to elements including housing and transport.

The group has also been informed of the emerging plans for the Scarborough Beach Road Activity Corridor and the Herdsman-Glendalough Concept Structure Plan Area. It is strongly supportive of improvements to public transport, including a dedicated transit lane and light rail provision to Glendalough and Stirling train stations.

Doubleview Local Area Planning workshops were held in May 2010, at which ideas and aspirations of the community were discussed. Community representatives at these workshops supported a future environment with the following characteristics.

- A safe environment, with an improved/redesigned Scarborough Beach Road.
- An active and vibrant community enhanced through local centres and active local spaces.
- A centre with places and activities for all ages, building a sense of community.
- Sustainable environments through open space and streetscape trees.
- A centre with strengthened sustainable transport modes through cycle ways, walkways and public transport.
- A centre that supports, builds and broadens local business potential building activity centres.
- Centres that develops tourist and cultural activities within the area.

The ideas of local residents are consistent with the concepts in this Framework. The community consulted to date has expressed general support for development of nodes along the corridor (both local commercial centres and higher order centres such as Scarborough and Stirling City Centre).

Community and landowner consultation will continue as local planning policies and structure plans occur along the length of Scarborough Beach Road.



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# 1 BACKGROUND HISTORY

Our urban areas tell a rich story. Many layers of cultural, economic and environmental influences have informed the Scarborough Beach Road we know today.

Scarborough Beach Road has experienced significant change since its partial creation at the turn of the 20th Century and its extension as a wooden plank road in 1912. What was originally a sand track, soon turned into a strong aspiration to formally connect Perth to the coast at Scarborough Beach. Since this time, the road has formed an important link between the now inner-northern suburb of North Perth and the coast at Scarborough Beach.

The history of the area has been documented in detail by a number of authors with a strong connection to the place, in particular in Daisy Bates' 'Aboriginal Perth and Bibbulmun Biographies and Legends'<sup>01</sup>; Leonard Easton's 'Stirling City'<sup>02</sup>; and Maud Thomas' 'Along the Plank Road... Through Njookenbooroo to Scarborough Beach'<sup>03</sup>.

## **Aboriginal history**

The land on which Scarborough Beach Road now runs through looked very different up until the 19th century, a naturally managed environment of great importance to the Aboriginal people.

Herdsmen, Njookenbooroo (Innaloo) and Glendalough are all described as important spiritual places for the people who lived in the area. A series of ancient wetlands that begin their journey up from the Swan River Plain created a place full of life with fresh water, plants and animals. Tuarts, red gums, paperbarks and thick reeds dominated the landscape. Bird life was abundant with blue crane, ibis, black ducks, swamp hens and owls were often seen in the area.<sup>03</sup>

Today Herdsman Lake, Lake Gwelup, Lake Karrinyup and Lake Carine are a visible connection to this former landscape. The Aboriginal groups living in the area would actively hunt, gather and fish close to these water bodies.

Daisy Bates tells the story of Aboriginal man Yalgunga and his group who lived around these lakes. They would experience the impact of white man's settlement in the area after 1830, relocating camp a number of times in what was described as a peaceful and kind disposition "moving on from kallep to kallep as his various springs and camping places were taken up by the janga", "quietly submitting to the white man's laws while mourning the lapse of the native laws of this tribe and group". Yalgunga's people buried him near Herdsman Lake.<sup>01</sup>

Although the rich indigenous history that existed is not overly visible in what is now a busy urban area, there remains great opportunity to reflect on and represent the past through interpretation of stories such as these.

A number of sites in close proximity to, and within the Scarborough Beach Road project area have been identified on the Department of Indigenous Affairs (DIA) Aboriginal Heritage Register. They are identified on the following page [—————>](#)

If future development of sites occurs, it will be subject to the requirements of the *Aboriginal Heritage Act 1972*. Seven of the sites located within or surrounding the project area have been assessed by DIA as 'stored', and therefore do not constitute sites that require Section 18 approval under the Act.



Site ID	Site name	Site type	Site status
3207	Jackadder Lake W	Artefact Scatter	Stored
3208	Scarborough Beach	Artefact Scatter	Stored
3209	Herdsmen Lake N	Artefact Scatter	Stored
3210	Herdsmen Lake NE	Artefact Scatter	Stored
3585	Herdsmen Lake	Burial	Permanent
4405	Jackadder Lake	Artefact Scatter	Insufficient data
21538	Stirling Wetlands	Mythological	Stored
4322	Franklin Street Oval	Skeletal Material / Burial	Stored
17459	Scarborough Beach Boomerang	-	Stored
3318	Lake Monger NW and W	Artefact Scatter	Registered
3788	Lake Monger	Mythological / Skeletal / Burial	Registered
3323	Lake Monger Velodrome	Artefacts Scatter	Registered

Sites within or close to the Scarborough Beach Road project area as listed on the Department of Indigenous Affairs Heritage Register



# 1 BACKGROUND HISTORY

## ***The first settlers***

European settlement of the area surrounding Scarborough Beach Road dates back to 1831 when Njookenbooroo (present day Innaloo) was occupied between Scarborough Beach, Hertha and Odin Roads. The land was assigned to Thomas Mews, the Swan River Colony's first boat builder and consisted of nothing more than large tracts of land with few, small scattered buildings for living. Interest in the region continued as some large agricultural pursuits became visible in the Hamersley, Wembley Downs, Scarborough and Osborne Park areas. As well as traditional vegetable and cattle farming, market gardening became popular in and around Osborne Park as migrants saw value in rich soils around the wetland areas.

Perth continued to grow and by the 1890s the areas of Victoria Park, South Perth, North Perth, Leederville and Subiaco showed significant signs of progress, indicating an appetite for residential development away from the Perth centre. These areas would become some of the first suburbs of the metropolitan area. Into the 20th century large land purchases were made and a number of estates created on land around the north-western limits of the Perth settlement – in and around Herdsman, Wembley Downs, North Beach, Osborne Park, Tuart Hill and Scarborough.

A private syndicate was involved in the development of Mount Hawthorn from as early as 1903. J.A. Hicks was instrumental in the area's development and identified its vistas and proximity to Lake Monger as great advantages. At this time the land was considered quite a distance from Perth's centre, so to encourage the appeal of the area Hicks donated three acres of land to the Perth Tramway Company to encourage public transport up Oxford Street and through the heart of Mouth Hawthorn. Commercial development along the then North Beach Road (now Scarborough Beach Road) would soon follow the tram service with a general store, post office, baker, newsagent and grocers establishing the first 'node' along what would form the western end of Scarborough Beach Road. At this time, the land beyond was mostly used for primary production.<sup>02</sup>

## ***Public transport as a priority***

As with most development of the early 1900s, connections to new growth areas could not be satisfied with the construction of only a road, as access to the use of private motor vehicles was beyond most. As early as 1898 consideration was given to the design of a tramway that would connect Perth to the growing areas to the north west, particularly Osborne Park. Solicitors Stone and Burt submitted plans that would result in the construction of a tramway at the turn of the century. Operation of the tramway occurred under a private concession with ownership transferred to Town Properties of Western Australia Ltd in 1908. The tramway connected from Perth City, through Leederville (Oxford Street), Mount Hawthorn (Scarborough Beach Road – then known as North Beach Road) and terminating in Osborne Park (via Main Street).<sup>02</sup>

## ***Linking the city and the coast***

As the surrounds of Perth became popular for development, destinations such as Mount Hawthorn and Osborne Park required appropriate transport infrastructure to service residents and businesses.

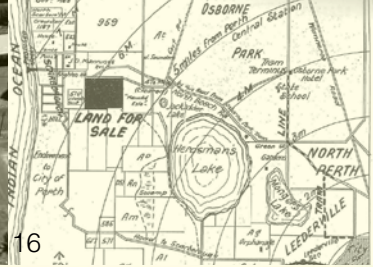
In 1871, the State and Perth Road Board mapped out the regional road network required for the growing city. A statutory requirement declared main links from Perth to Fremantle to Guildford and Perth to Wanneroo. A minor link was also identified from Perth to Herdsman Lake.

Scarborough Beach Road (then known as North Beach Road) would be developed in different stages, responding to the subdivision of land surrounding it – firstly from North Perth to Glendalough (1900), then to Njookenbooroo (1912), and finally extending on to Scarborough Beach (1927).

The sandy soils of the coastal plain proved difficult for the construction of roadways, so a cheaper and more appropriate alternative was sought by the Perth Road Board. Given the long distances between sparsely populated settlements wooden plank roads were favoured. The section of Scarborough Beach Road from Glendalough to Njookenbooroo was constructed by laying lengths of jarrah that would form the carriageway with wooden sleepers and compacted limestone used to keep the road in line.<sup>02</sup>



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# 1 BACKGROUND HISTORY

## ***The north-western suburbs grow***

The natural features of Scarborough Beach drew a large number of visitors from all over Perth and in the 1930s the corridor would develop rapidly. New tracts of land were being opened up to the north and south of the road to Scarborough and a wave of post war development initiatives led to major growth in Joondanna, Glendalough, Doubleview and the newly named Innaloo area.

The *Stephenson Hepburn Plan of 1955* commented on the patterns of growth occurring in the region and a recommendation was made to connect the northern suburbs to existing rail services along the Fremantle line. It suggested a railway alignment splitting from Dalglish and running north three miles parallel to the coast through City Beach, Scarborough, Trigg, North Beach and Watermans Bay to Whitfords. This idea did not eventuate and the east-west motor vehicle environment of Scarborough Beach Road continued to dominate in lieu of any rail connections north.<sup>02</sup>

## ***Osborne Park embraces industrial development***

An increased supply of factory sites was required to service the post war boom, while the migration boost of the 1940s and 50s introduced skilled labour to the local market. Osborne Park was close to residential areas and factories soon began to appear. During this time operations in the area were employing 900 men and women in large-scale factories manufacturing a variety of goods such as building and construction supplies, food and drink; and services such as panel beating, engineering and storage.

Osborne Park became a competitive place to produce and deliver to Perth, Subiaco, Fremantle and the wider regional markets of Midland, Canning Vale and the south west. Its proximity to the city, along major routes like Scarborough Beach Road gave it a competitive advantage over other industrial sites at the time.<sup>02</sup>

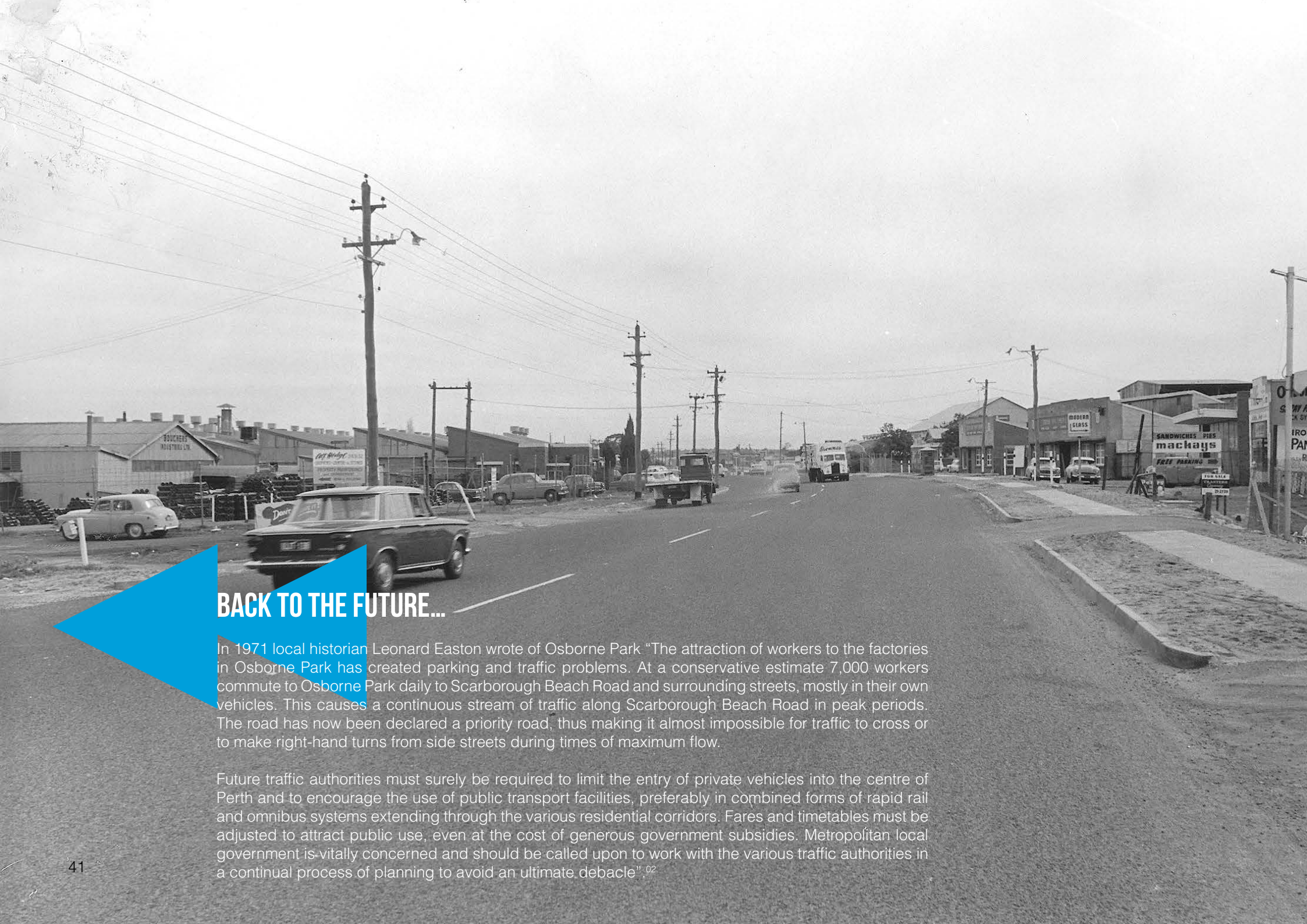
## ***Today and beyond***

The extension of the Mitchell Freeway in 1983 and the northern suburbs rail line in 1992 would continue to formalise the importance of Scarborough Beach Road as an east-west link to Perth city. The attractive transport links to inner city locations has seen Mount Hawthorn, Doubleview and Scarborough Beach experience encouraging levels of renewal as residents and businesses see the potential that exists along the road.

Osborne Park, Herdsman Business Park and Innaloo (Stirling City Centre) have seen unprecedented levels of growth with suburban office developments and large format retailers enjoying the accessibility to transport infrastructure and, until recently, relatively cheap land. It is now clear, however, that uncoordinated development is threatening the very factors that have made this area attractive.

The environment on and around the road is now often characterised as ad-hoc, congested and difficult to navigate, with buildings that offer a poor response to the public realm. Traffic issues are exacerbated by existing limitations of the road network, which encourages car usage, high levels of car parking and strained public transport services.

If a strong planning framework is in place, the next phase of Scarborough Beach Road's evolution will see the further strengthening of existing centres at Mount Hawthorn, Doubleview and Scarborough. Greater opportunities for growth at Stirling City Centre, Osborne Park, Herdsman Business Park and Glendalough will also see a transformation that will encourage more residents, continued growth of office, other retail uses and high-order knowledge uses clustered around improved transport links.



## BACK TO THE FUTURE...

In 1971 local historian Leonard Easton wrote of Osborne Park "The attraction of workers to the factories in Osborne Park has created parking and traffic problems. At a conservative estimate 7,000 workers commute to Osborne Park daily to Scarborough Beach Road and surrounding streets, mostly in their own vehicles. This causes a continuous stream of traffic along Scarborough Beach Road in peak periods. The road has now been declared a priority road, thus making it almost impossible for traffic to cross or to make right-hand turns from side streets during times of maximum flow.

Future traffic authorities must surely be required to limit the entry of private vehicles into the centre of Perth and to encourage the use of public transport facilities, preferably in combined forms of rapid rail and omnibus systems extending through the various residential corridors. Fares and timetables must be adjusted to attract public use, even at the cost of generous government subsidies. Metropolitan local government is vitally concerned and should be called upon to work with the various traffic authorities in a continual process of planning to avoid an ultimate debacle".<sup>02</sup>

# 1 BACKGROUND PLANNING FRAMEWORK

This section describes the State and local level strategic and statutory considerations that affect planning and development along Scarborough Beach Road. As a general rule, State planning policies and strategies inform the development of local government planning instruments.



## **Directions 2031 and Beyond**

The highest strategic land use planning document for Perth and Peel is *Directions 2031 and Beyond*. The document provides a framework for the detailed planning and delivery of housing, infrastructure and services necessary to accommodate population growth up until 2031. In particular, housing targets are established for local governments in order to allow Perth to move towards a 'connected city'.

An important element of the spatial framework is the identification of a network and hierarchy of activity centres that provides a more equitable distribution of jobs, services and amenity. Within a short distance Scarborough Beach Road contains a number of centres with status in the Central Metropolitan Perth Sub-regional Strategy, each with significant dwelling growth targets.

### **Stirling City Centre**

Stirling will become an important centre for the metropolitan area, with the aspiration to become Perth's second CBD. The Western Australian Planning Commission (WAPC) in conjunction with the City of Stirling and other State Government agencies formed the Stirling Alliance in 2008. The Stirling Alliance is responsible for the strategic and statutory planning for this area.

### **Osborne Park**

Osborne Park is a dense and diverse centre of employment that has successfully attracted manufacturing, trades, office, showrooms and retail for over 60 years. It now employs approximately 17,000 people and this figure is growing rapidly every year with the construction and approval of new large office developments taking advantage of existing transport links and proximity to Perth City. The area faces significant challenges, however, growth will need to occur in a consolidated manner around key intersections and transit nodes on Scarborough Beach Road. There is also scope for inclusion of residential development in high amenity areas, adjacent to transit nodes.



## **Draft Public Transport for Perth in 2031 plan**

The draft *Public Transport for Perth in 2031* plan identifies the public transport network needed to support Perth's growing population. It links to and between strategic centres as identified in *Directions 2031 and Beyond*. The plan also highlights the preferred mode and staging to role out infrastructure into the future and emphasises the need for public transport and land use to be planned in a coordinated way (to ensure that the appropriate land uses and densities are co-located with public transport infrastructure).

The plan recommends a need for dedicated bus rapid transit infrastructure to be located on Scarborough Beach Road between Glendalough and Stirling City Centre before 2020, with the provision for light rail infrastructure between this section before 2031. It also recommends the development of a dedicated bus rapid transit infrastructure between Stirling City Centre and Scarborough Beach prior to 2031.

The plan highlights the need to create new east-west public transport connections within the inner and middle ring suburbs of Perth to increase connectivity in these areas and reduce the public transport traffic using Perth as a connection point. It shows desire lines to continue dedicated public transport services from Glendalough to Mount Lawley (east) and Subiaco/UWA (south).

Centre	Centre status	Dwelling growth targets to 2031
Mt Hawthorn	District Centre	200
Glendalough	District Centre	1700 (Stirling jurisdiction), 600 (Vincent jurisdiction)
Osborne Park	Industrial Zone	-
Stirling (Centre)	Strategic Metropolitan Centre	7600
Scarborough	District Centre	2100

*Directions 2031 centre classifications and growth targets*



### **Draft Capital City Planning Framework**

The draft Capital City Planning Framework outlines a number of key urban design objectives that local plans should strive to achieve in and around the Central Perth area. It presents options for better urban development along linear corridors, which this Framework adopts.



### **Economic and Employment Lands Strategy (non-heavy industrial)**

This strategy examines industrial land use within the Perth metropolitan area. It provides guidance on the role of established industrial areas and how best to manage their transition, recognising that they are often places of high employment self-sufficiency. The strategy recognises the current industrial activities in Osborne Park that contribute to the regional economy with products, services and employment. Protection of these uses is recommended through the local government planning framework. Importantly, the background reports to this strategy indicate a number of global trends that will affect development in and around areas like Osborne Park and Herdsman. These factors will influence built form and land uses on and around Scarborough Beach Road, including:

- changes in global manufacturing and logistics;
- the growing popularity of internet shopping and delivery;
- movement towards 'car shopping' in closed showrooms rather than visiting open car yards;
- clustering of industries within transitioning industrial areas – such as the building industry and media-related clusters that have formed in Herdsman; and
- construction of higher quality adaptable buildings that attract employees, encourage high quality in public realm areas and are robust enough to cater for a variety of uses (such as office, showroom and distribution).



### **Metropolitan Region Scheme**

The Metropolitan Region Scheme sets out broad zones and reserves within the metropolitan area. It is expected that amendment to the scheme would be required in order to realise the transport and land use recommendations in this Framework. The Scheme currently shows Scarborough Beach Road as 'Other Regional Road', with a width that varies in different sections, though is generally:

- Main Street – King Edward Road = around 30 metres
- King Edward – Odin Road = around 42 metres
- Odin Road – West Coast Highway = around 25 metres

Osborne Park and Herdsman Business Park are zoned 'Industrial', which has implications for commercial and mixed-use development recommendations in this area.

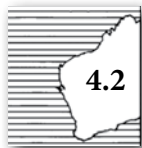
The remainder of the lots abutting the road are generally zoned 'Urban'.



### **Metropolitan Redevelopment Area (Metropolitan Redevelopment Authority Act 2011)**

The State Government has committed to the creation of a *Scarborough Redevelopment Area* to revitalise Scarborough Beach (and surrounding areas) to become a premier coastal activity centre. The details of the redevelopment area are under development, though once in place the Act will suspend the Metropolitan Region Scheme, and local planning schemes and policies within the redevelopment area.

# 1 BACKGROUND PLANNING FRAMEWORK



## **State Planning Policy 4.2 – Activity Centres for Perth and Peel**

Directions 2031 is complemented by State Planning Policy (SPP) 4.2 – Activity Centres for Perth and Peel. The purpose of this policy is to specify broad planning requirements for the planning and development of new activity centres and the redevelopment and renewal of existing centres in Perth and Peel. It is mainly concerned with the distribution, function, broad land use and urban design criteria of activity centres.

SPP 4.2 places a high priority on establishing a coherent and complementary urban form and design outcome for nominated activity centres with the aim to create diverse mixed-use places that attract investment, employment and people. Other purposes of the policy include the integration of activity centres with public transport; ensuring they contain a range of activities to promote community benefits through infrastructure efficiency and economic benefits of business clusters; and lower transport energy use and associated carbon emissions.

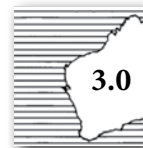
The policy reflects the Western Australian Planning Commission's (WAPC) intention to encourage and consolidate residential and commercial development in and around activity centres. As Scarborough Beach Road runs through a number of nominated activity centres, detailed planning for the road must be aware of this policy direction.



## **State Planning Policy 3.1 – Residential Design Codes**

The Residential Design Codes (R-Codes) provide a comprehensive basis for the control, through local government, of residential development throughout Western Australia. They are intended to cover all requirements for development control purposes and to minimise the need for local government to introduce separate planning policies concerning residential development. The multi-unit housing codes encourage further housing density and mix in residential areas.

In most instances residential development along Scarborough Beach Road will be controlled through the R-Codes, though local governments may give consideration to the use form based codes to provide more specific development controls (i.e. in activity centres).

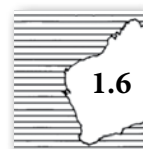


## **State Planning Policy 3 – Urban Growth and Settlement**

This policy sets out the principles and considerations which apply to planning for urban growth and settlements in Western Australia.

The objectives of this policy are:

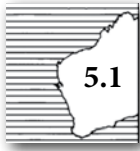
- To promote a sustainable and well-planned pattern of settlement across the State, with sufficient and suitable land to provide for a wide variety of housing, employment, recreation facilities and open space.
- To build on existing communities with established local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those communities.
- To manage the growth and development of urban areas in response to the social and economic needs of the community and in recognition of relevant climatic, environmental, heritage and community values and constraints.
- To promote the development of a sustainable and liveable neighbourhood form which reduces energy, water and travel demand while ensuring safe and convenient access to employment and services by all modes, provides choice and affordability of housing ,and creates an identifiable sense of place for each community.
- To coordinate new development with the efficient, economic and timely provision of infrastructure and services.



## **Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development**

- This policy seeks to maximise the benefits to the community of an effective and well-used public transit system by promoting planning and development outcomes that will support and sustain public transport use. The policy encourages mixing compatible uses in transit-oriented precincts to reduce private vehicle use.





### **Development Control Policy 5.1 - Regional Roads (vehicular access)**

This policy sets out the principles to be applied when considering proposals for vehicle access to or from developments abutting regional roads (including Scarborough Beach Road). It is intended to inform government agencies, local governments and prospective developers of these principles.

#### **Planning studies relating to Scarborough Beach Road**

- Glendalough Station Study (1990)
- Glendalough Station Precinct Urban Design and Implementation Study (1999)
- Stirling Alliance Stirling City Centre Structure Plan (2011)
- Stirling Alliance Stirling City Centre Cycling Plan (2010)
- Stirling Alliance light rail strategies and studies (2010)
- City of Stirling Industrial Design Guidelines

#### **Other local planning considerations**

The following adopted planning documents and policies may have implications for development along Scarborough Beach Road:

- City of Stirling Local Planning Scheme
- City of Stirling Integrated Transport Strategy
- City of Stirling Local Housing Strategy
- City of Stirling Scarborough Beach Environs Area Study (SEAS)
- City of Stirling Access and Parking Policy
- City of Stirling Mixed Use and Commercial Centre Design Guidelines
- City of Stirling Special Beach Development Zone Design Guidelines
- City of Stirling Advertising Signs Policy
- City of Vincent Local Planning Scheme
- City of Vincent Local Planning Strategy
- City of Vincent local planning policies
- City of Vincent Scarborough Beach Road Urban Design Framework



# 1 BACKGROUND ACTIVITY CORRIDOR CONCEPT

**The activity corridor concept is about understanding the transport and land use requirements of a road**

Activity corridors provide a vital connection between centres, re-imagining how transport will function and how land uses support them. In this Framework Scarborough Beach Road is not viewed as just a road, it displays features beyond the task of moving vehicles. Scarborough Beach Road, as a corridor, is:

- an infrastructure axis, defined in terms of transport, people and goods movement functions;
- an economic development axis, with an implicit relationship between opportunities for economic development and transport accessibility (public and private); and
- an urban axis, functioning within a network as the basis for future urbanisation, both for residential growth and employment opportunities.

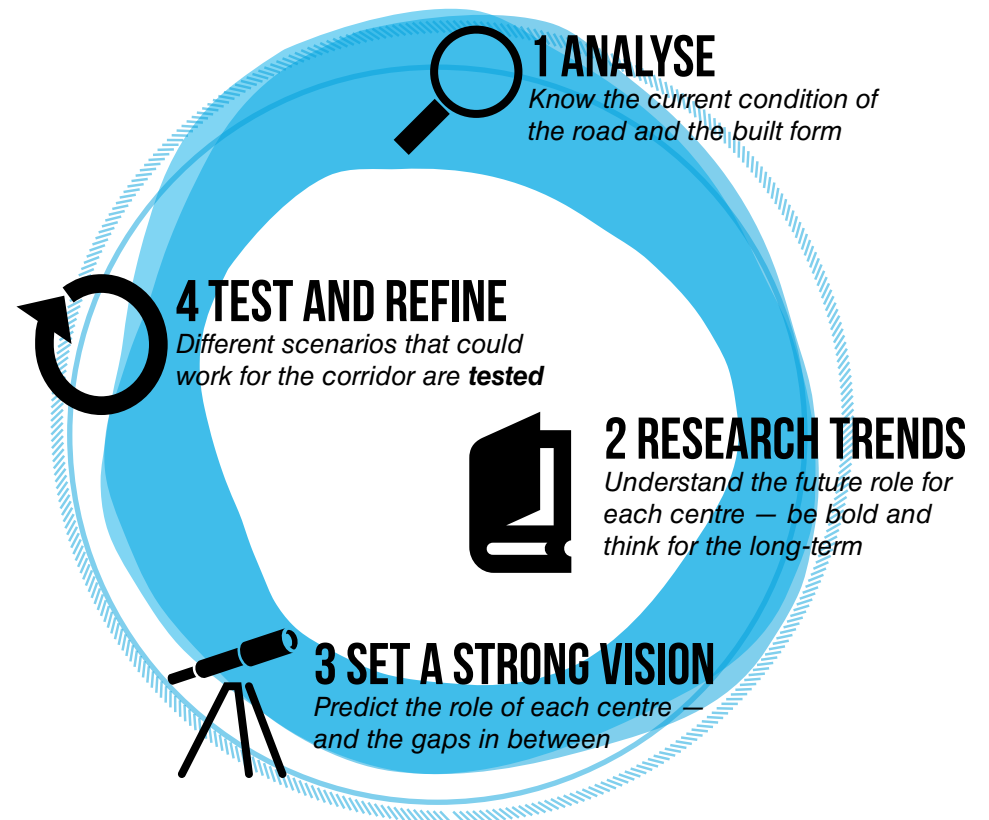
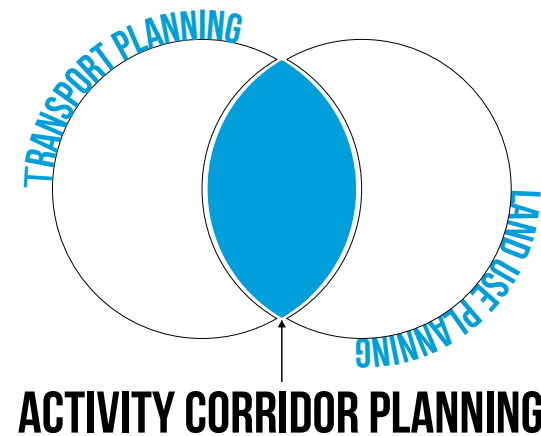
Activity corridors have a key role to play in a growing city like Perth. They are places to:

- focus growth;
- provide increased and diversified employment;
- provide enhanced public transport facilities and modal interchange;
- create and build on an existing identity; and
- advance economic and social development and exchange.

To accommodate all users of the corridor, a range of transport modes must be catered for. This means the design must prioritise different modes of transport making them efficient and safe options. These include:

- priority public transport such as bus rapid transit and/or light rail;
- non-motorised modes such as cycling and walking; and
- private modes including the car, light freight and servicing vehicles.

There is, however, a limited amount of space to achieve such objectives. Dealing with an existing road running through existing development, the design process must accept that within a confined amount of space it may not always be possible to comfortably facilitate everything as you would in a new greenfields area of the city.



# WELL PLANNED ACTIVITY CORRIDORS BENEFIT THE CITY AND THE LOCAL AREA

USE THE CITY'S EXISTING  
INFRASTRUCTURE MORE  
EFFICIENTLY



MAINTAIN SUBURBAN CHARACTER  
BY TARGETING DENSITY WHERE IT  
WILL HAVE THE LEAST IMPACT



CREATE AMENITY AND BETTER  
TRANSPORT CHOICE WHERE IT IS  
LACKING



MEET THE GROWING DEMAND FOR  
MORE AND DIFFERENT TYPES OF  
HOUSING



# 1 BACKGROUND ACTIVITY CORRIDOR CONCEPT

## ***Getting the balance right***

Over time it has become apparent that planning for Scarborough Beach Road will need to integrate transport and land use at the same time as promoting alternatives to private vehicle travel. Planning with an activity corridor approach provides a complete vision of how transport and land use must be considered when designing for its role in the future.

From the mid-20th century urban transport planning responded to growth in demand for travel by car. Design of roads had a particular focus that gave priority to fast and efficient movement of private vehicles.

It is now clear that this approach has resulted in a number of undesirable impacts in inner urban areas such as congestion; poor access for other (non-motorised) users; and segregated land uses that follow a design trend that reacts to cars (such as overbearing signage, poor access/egress and poor parking provision) resulting in a major loss of amenity.

As has been the experience in other major cities in Australia (and the world) historical road connections such as Scarborough Beach Road can reach a stage where the experience for residents, businesses and visitors becomes significantly compromised from sustained growth without coordinated transport and land use planning. Traffic congestion, poorly designed buildings, and inadequate public transport, pedestrian and cycle facilities can all contribute to an environment that is undesirable and in many cases unacceptable in meeting the standards we expect in a modern and sustainable city.

If growth continues without a robust vision for how transport and abutting development should function, the environment along the road will continue to deteriorate, affecting the user experience and with likely negative flow-on effects to the local economy. Good street planning and design must strike a balance between competing interests of all users, working within a limited urban space. An activity corridor approach can help by coordinating the transport use of the road and the buildings that open out onto it.

The WAPC endorsed *Directions 2031 and Beyond* document sets the strategic framework for the Perth and Peel regions, identifying the need for a holistic land use and transport planning process for roads such as Scarborough Beach Road, through what it identifies as 'activity corridors'. *Directions 2031* identifies these roads as important connections to a hierarchy of activity centres.

## ***Scarborough Beach Road provides a common link to different centres***

Even though it is one road, the look, feel and function of Scarborough Beach Road changes as it moves from North Perth to Scarborough. Understanding the local characteristics of each area is very important and the transport and land use response needs to be dynamic and tailored to suit.

Certain parts of the road are already well-developed with little opportunity for change, such as Mount Hawthorn, where gradual streetscape and road improvements and rezoning have occurred to create an environment that already espouses the characteristics of a balanced activity corridor.

Other parts of the road, particularly through Glendalough, Osborne Park and Innaloo have a greater scope to change, and will need to do so in order to improve the transport and development functions into the future.

Well-established areas like Doubleview and Scarborough are already experiencing gradual redevelopment and infill. As this continues an activity corridor vision will help to guide better development and improve the existing address to the road whilst making the road reserve a safer and more comfortable place for all users.

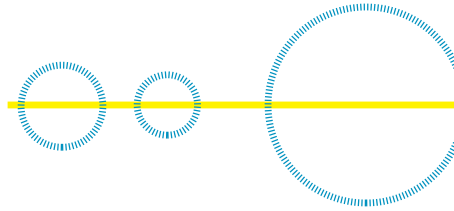
## ***The future redesign of the road and redevelopment of land is intrinsically linked***

In its current condition, Scarborough Beach Road suffers from traffic and public transport congestion, and poor pedestrian and cycle environments. There is a clear nexus between an improved corridor (with priority public transport, improved intersections, cycle and pedestrian facilities) and the positive impact it will have on surrounding residents, businesses and land owners.

A key component to achieving the vision outlined in this Framework is for decision-makers and land owners to contribute to achieving the implementation of an 'enhanced transport corridor' and quality built form outcomes upon redevelopment of sites.

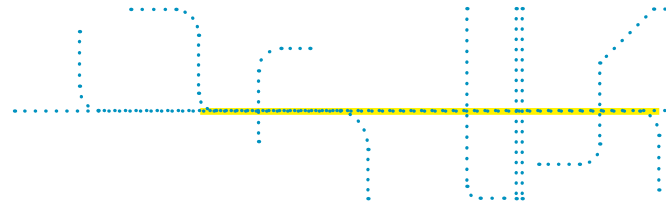
Scarborough Beach Road, whilst in its current form is a popular area to live, work and shop, has great potential to become a better connected, safe and comfortable place to visit.

**THE CORRIDOR CONNECTS EXISTING AND GROWING  
ACTIVITY CENTRES – ALL SECTIONS ARE DIFFERENT,  
REQUIRING A TAILORED PLANNING SOLUTION**



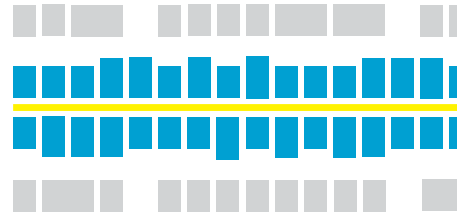
A coordinated vision is a key element in delivering an activity corridor to its full potential, though it is important to remember the road and its surrounds are not a homogenous environment from one end to the other. The transport and planning response needs to be dynamic and tailored to the local conditions along its length.

**THE CORRIDOR DOES MUCH MORE  
THAN MOVE VEHICLES – IT LINKS  
COMMUNITIES AND BUSINESSES**



Every user will want to connect to and through Scarborough Beach Road in a different way – by public transport, bike, vehicle or foot. The corridor also connects businesses and communities economically and socially, through the exchange of goods, services and ideas.

**DEVELOPMENT ON THE CORRIDOR HAS A DIFFERENT  
RELATIONSHIP WITH THE STREET IN FRONT AND  
ESTABLISHED DEVELOPMENT BEHIND**



Development directly abutting the corridor must respond to the street by providing open and accessible frontages, closely connecting to the path network and transport infrastructure (like public transport stops). It will also need to appropriately address established residential development behind the corridor.

