# SHIRE OF PEPPERMINT GROVE

# **Local Planning Strategy**



# Endorsed by the Western Australian Planning

Commission

# 22 March 2016

# Disclaimer

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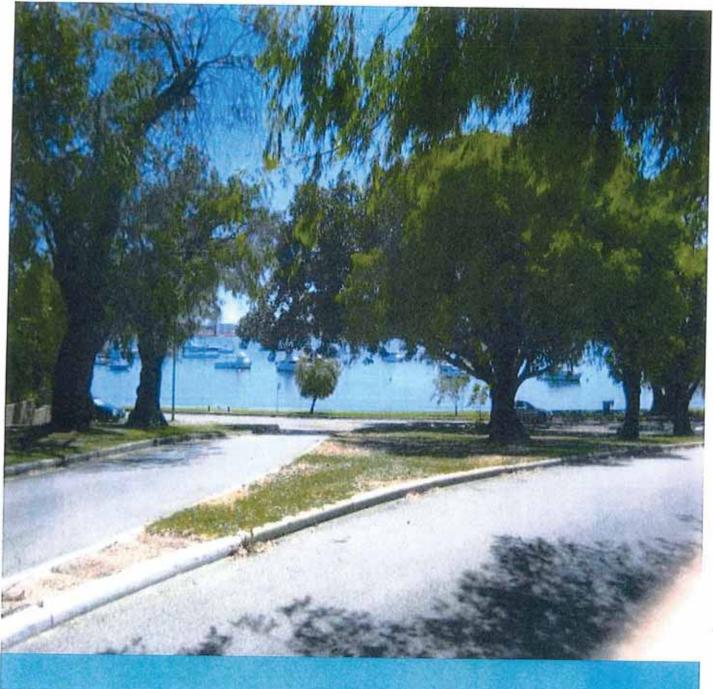
Consultation with the respective Local Government Authority should be made to view a current legal version of the Strategy.

Please advise the Department of Planning of any errors or omissions in this document.

Department of Planning Gordon Stephenson House 140 William Street Perth WA 6000

Locked Bag 2506 Perth WA 6001 website: www.planning.wa.gov.au email: corporate@planning.wa.gov.au

tel: 08 6551 9000 fax: 08 6551 9001 National Relay Service: 13 36 77 infoline: 1800 626 477



LOCAL PLANNING 25 January 2017

STRATEGY

Final





Peppermint Grove urbis

#### URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

 Director
 Ray Haeren

 Associate Director
 Sally Birkhead

 Senior Consultant
 Marieka Van den Bergh

 Job Code
 PA1111

 Report Number
 4 – Final updated in accordance with WAPC Schedule of Modifications

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#### SHIRE OF PEPPERMINT GROVE

#### LOCAL PLANNING STRATEGY

#### **CERTIFICATION FOR ADVERTISING**

Certified for advertising by the Western Australian Planning Commission on 23 September 2014.

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#### COUNCIL RECOMMENDED / SUBMITTED FOR APPROVAL

Supported for submission to the Western Australian Planning Commission for endorsement by resolution of Shire of Peppermint Grove at the Special Meeting of Council held on the 22 March 2016

MAYOR/SHIRE PRESIDENT

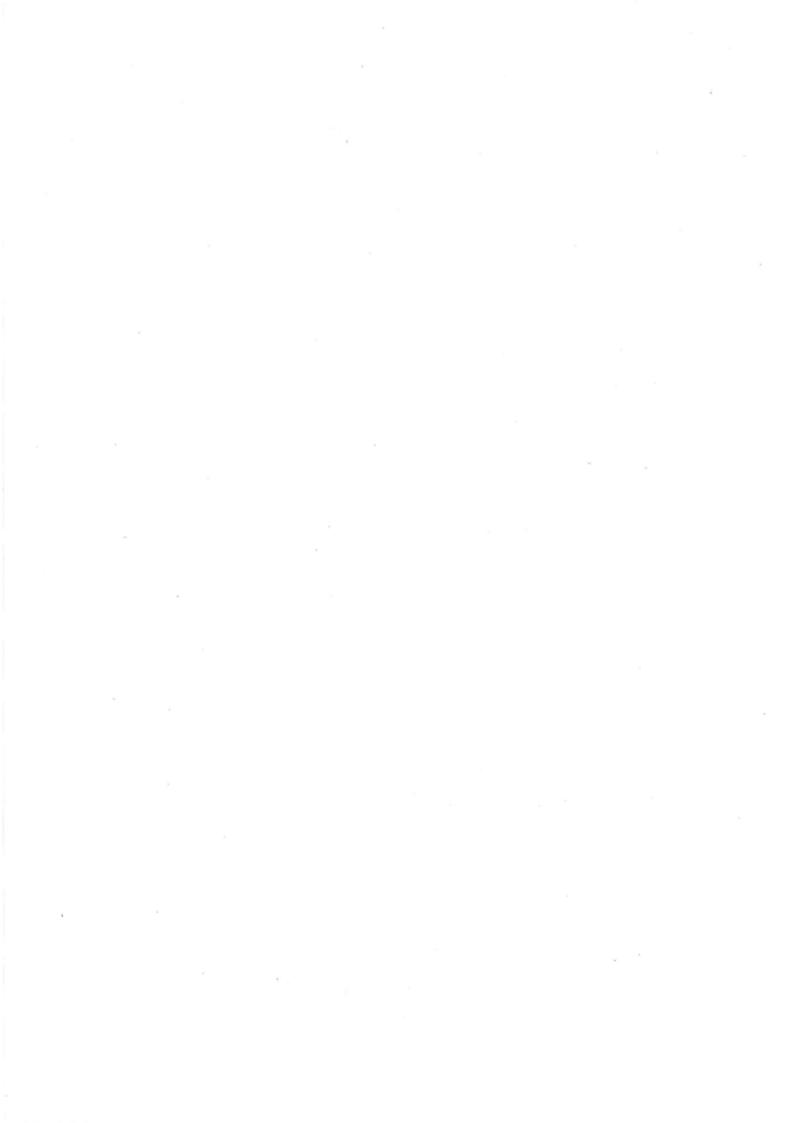
CHIEF EXECUTIVE OFFICER

#### ENDORSEMENT OF LOCAL PLANNING STRATEGY

Endorsed by the Western Australian Planning Commission on

a Ane 00

an officer of the Commission duly authorised by the Commission (pursuant to the Planning and Development Act 2005)



# Table of Contents

Introd	uction	1		
What is the Legal Status of the Strategy?				
What is the Purpose of the Strategy?				
	What is Included in the Strategy?			
	as the Strategy Prepared?			
	s the Approval Process for the Strategy?			
	f Background to the Shire of Peppermint Grove			
ADILO	ackground to the online of Peppennint Grove			
1	Strategy	7		
1.1	What is this Part About?			
1.2	Vision			
1.3	Strategies and Actions			
1.3.1	Population And Housing			
1.3.2	Economy, employment, retail and commercial activities			
1.3.3	Tourism And Visitors			
1.3.4	Recreation And Open Space			
1.3.5	Community Facilities			
1.3.6	Urban Design And Heritage			
1.3.7	Traffic And Transport			
1.3.8	Infrastructure Services			
1.4	Local Planning Policy Framework			
1.4	Local Hamming Folicy Francework			
Amen	Iments, Monitoring and Review			
	in Tiller State (State State			
2	Background Information and Analysis			
2.1	What is this Part About?			
2.2	Introduction			
2.3	State and Regional Context			
2.3.1	State Sustainability Strategy			
2.3.2	State Planning Strategy			
2.3.3	State Planning Framework			
2.3.4	Regional Strategies			
2.3.5	Other Relevant Documents And Studies			
2.4	Existing Local Planning Context			
2.4.1	Shire of Peppermint Grove Community Strategic Plan (June 2013)			
2.4.2	Town Planning Scheme No. 3			
2.4.3	Town Planning Scheme and Model Provisions			
2.4.4	Existing Local Planning Policies			
2.5	Local Profile			
2.5.1	General			
2.5.2	Physical Features			
2.5.3	Population And Housing			
2.5.4	Economy And Employment			
2.5.5	Retail /Commercial			
2.5.6	Open Space/recreation Opportunities			
2.5.7	Community Facilities			
2.5.8	Urban Design And Heritage			
2.5.9	Tourism And Visitors			
	Traffic And Transport			

3 Implementation		59	
E.		A List of Places Identified in Municipal Heritage Inventory and Registered with ional Trust	61
	FIGURES:	and Dispring Strategy, Strategy Man	

Figure 1 – Local Planning Strategy – Strategy Map	22
Figure 2 – MRS Map	38
Figure 3 – Location Plan	47
Figure 4 – Recreation and Open Space Map	53
Figure 5 – Right of Way Map	55
Figure 6 – Transport Map	58

# Introduction

This document is the Shire of Peppermint Grove Local Planning Strategy ("the Strategy").

## WHAT IS THE LEGAL STATUS OF THE STRATEGY?

The Local Planning Strategy has been prepared in accordance with Part 3 of the Planning and Development (Local Planning Schemes) Regulations 2015 (the Regulations) to:

- Set out the long-term planning directions for the local government.
- Apply any State and regional planning policy that is relevant to the strategy.
- Provide the rationale for any zoning or classification of land under the local planning scheme.

# WHAT IS THE PURPOSE OF THE STRATEGY?

The Strategy is the framework for local planning and the strategic basis for the Shire's Local Planning Scheme No. 4 (LPS 4 or "the Scheme"). It provides the interface between regional and local planning, and will be used by other agencies as the means by which to address economic, resource management, environmental and social issues at a strategic level.

The strategy sets out the Shire's objectives for future planning and development and includes a broad framework by which to pursue those objectives. The strategy addresses the social, environmental, resource management and economic factors that affect, and are in turn affected by, land use and development.

#### The Strategy:

- Is generally consistent with state and regional planning policy, including current strategies, structure plans and strategic development initiatives.
- Provides strategic direction for land use planning and development for a period of approximately 10
  years as the basis for the local planning scheme.
- Sets out the strategic direction for sustainable resource management and development in the context
  of state and regional planning.
- Provides the rationale for the zoning and reservation of land and for the provisions of the Scheme
  relating to development and development control.
- Provides a strategic framework for assessment and decision-making in relation to proposed Scheme amendments, subdivision and development.
- Provides the context for coordinated planning and programming of physical and social infrastructure at the local level.
- Identifies the need for further studies or investigation within the Shire to address longer-term strategic
  planning and development issues.

The Strategy seeks to integrate all relevant aspects relating to land use planning and development. This recognises the interrelationships between the individual elements of land use planning and development, whilst acknowledging that certain matters can be addressed discretely.

The review of the local planning strategy will occur in conjunction with the statutory five-yearly review of the Scheme. However, there may be occasions where changes in local circumstances necessitate a review or amendment of the Strategy such as those involving:

- Major development initiatives not anticipated at the time the strategy was prepared.
- Provision of major social or physical infrastructure (educational, transport, communications, recreational and community).
- Economic environment (employment, markets, industry, productivity).
- Physical environment (climate, natural resource requirements, flora/fauna).
- Social makeup of the community (population, age, skills, health, lifestyle).

The Strategy is assessed and endorsed by the Western Australian Planning Commission (WAPC) (ie. State Government) and will be posted on the WAPC's website and updated as necessary as a consequence of any amendments made and approved from time to time.<sup>1</sup>

# WHAT IS INCLUDED IN THE STRATEGY?

The format of the Strategy is based upon that required by the Western Australian Planning Commission's (WAPC's) Local Planning Manual.

The Strategy has been structured in an easy to follow format and has been written in clear, concise and plain English. Planning or legal jargon has been minimised where possible, however, it needs to be acknowledged that the document will be used by various persons including the community, planners, other professions and for legal purposes. Maps and tables have been used in the presentation of information and to improve understanding.

The Strategy is intended to be a concise, user-friendly document which is outcomes focussed. The Strategy has two primary parts:

- Part 1 The Strategy.
- Part 2 Background Information and Analysis.

The information and analysis in Part 2 provides the background and support for Part 1. Whilst Part 1 is the most important being the Strategy itself, it should be read in conjunction with Part 2.<sup>2</sup>

# HOW WAS THE STRATEGY PREPARED?

Preparation of the Strategy and the concurrent review of the Shire's Town Planning Scheme No. 3 (TPS 3) began in 2007, with the preparation of a background investigation report. Consultation was also carried out in the form of:

- An invitation to the general public to make comment or submissions, or simply raise queries.
- Specific invitations to various agencies and other interested bodies, to provide comment or submissions.
- A community forum to which the public was invited, to provide an opportunity to explain the review and received comment and opinion as well as questions.

<sup>&</sup>lt;sup>1</sup> Adapted from Local Planning Manual (WAPC 2010)

<sup>&</sup>lt;sup>2</sup> Adapted from Local Planning Manual (WAPC 2010)

In 2009, the Shire initiated a more comprehensive review of TPS 3, with the aim to prepare a Strategy and new Local Planning Scheme. This process included a review of previous research and consultations in light of changes in State Government planning policies, an investigation of a number of key issues raised by a project reference group including Shire Councillors and staff. A community consultation exercise was undertaken in 2011 including focus groups and a comprehensive community survey, with the aim of receiving targeted feedback on key issues needing to be addressed through the Strategy and new Scheme.

In 2014, the Western Australian Planning Commission 'certified' the Strategy pursuant to the provisions of the now superseded *Town Planning Regulations 1967*, effectively providing consent to advertise the strategy for public comment ahead of finalisation. The consent was provided with a requirement for the Strategy to be updated in accordance with a schedule of modifications, in order to generally accord with the latest information available including the development of recent state planning policies, guidelines and other initiatives.

# WHAT IS THE APPROVAL PROCESS FOR THE STRATEGY?

The *Planning and Development (Town Planning Scheme) Regulations 2015* set out the statutory procedure for preparation, consultation, approval and endorsement of a local planning strategy, and generally includes:

- Preparation of draft strategy.
- Adoption of draft strategy by the Shire.
- Submission of strategy to the WAPC.
- Assessment of strategy by WAPC against state and regional policy (for consent to advertise).
- Modification of strategy (if necessary) as required by the WAPC.
- Advertisement of strategy for public comment and referral to agencies.
- Consideration of submissions by the Shire, modification (if necessary) and adoption.
- Submission of modified strategy to WAPC for final endorsement.
- Assessment of modifications (if any) by WAPC.
- Endorsement of final strategy by WAPC.

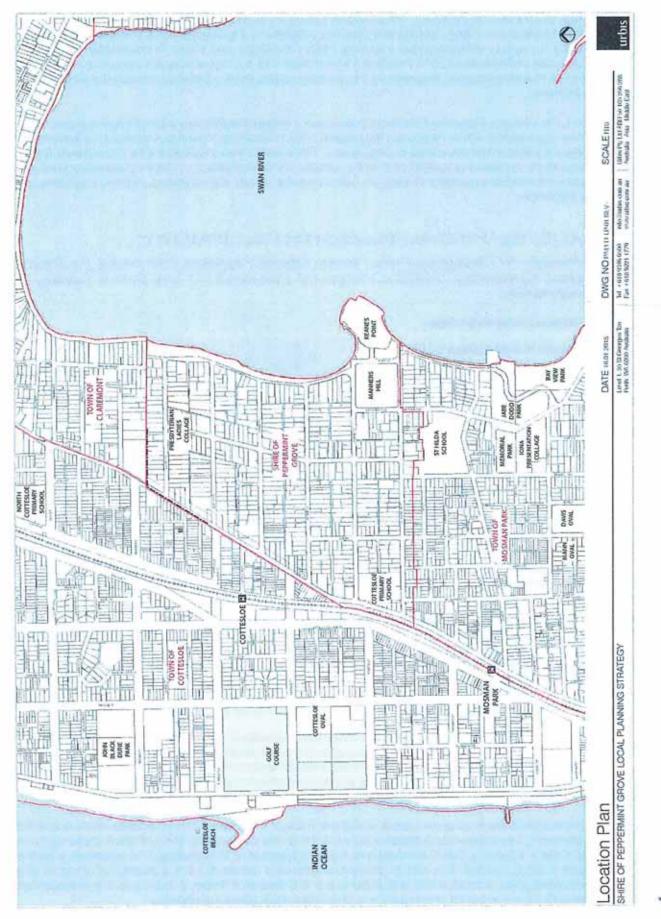
It should be noted that it is intended to progress approval of the Strategy in parallel with the new Scheme.

# A BIT OF BACKGROUND TO THE SHIRE OF PEPPERMINT GROVE

Peppermint Grove is recognised as one of the State's most prominent suburbs. The Shire's ideal setting, including its lush tree lined streets and stately homes, play a significant role in creating the suburbs unique and distinguished sense of place and character. The Shire is aware of protecting and enhancing the existing streetscapes within Peppermint Grove, and this is reflected in the existing planning controls for the area. A Location Plan of Peppermint Grove and surrounding areas is provided overleaf.

Originally subdivided in 1891, the Shire is located approximately 12km from the Perth Central Area. On the Swan River, Peppermint Grove holds the unique title of the smallest municipality in Western Australia, covering an area of less than 1.5km<sup>2</sup>. Whist predominantly residential, the Shire also includes a significant provision of open space along the river foreshore including Manners Hill Park and Keanes Point Reserve, as well as a diverse mix of commercial facilities along Stirling Highway.

The Shire abuts three local governments, being the Town of Cottesloe, Town of Mosman Park and Town of Claremont. Key community facilities such as; "The Grove" Library and the TAPSS Community Care (Aged Care - located within Cottesloe) are funded, operated and managed in association with the adjacent local authorities in order to provide enhanced services for the residents of each of the municipalities. Also located within the Shire are the Cottesloe Primary School and the Presbyterian Ladies College, serving local populations and residents from surrounding districts.



4 INTRODUCTION

The urban form within Peppermint Grove has been based upon a traditional north-south grid road layout predominantly containing low density residential development of between R10 and R12.5 with small pockets of R40 located along the Highway. This form has created a north-south lot orientation with east-west facing lots at block ends provide for street surveillance, views and overlooking of the Swan River foreshore reserve. Whilst the urban form remains largely similar to that set out within the original subdivision, a number of battle-axe subdivisions have occurred within the Shire, along with the creation of rights of ways of varying form and quality. The requirement for additional management of these forms of development has been highlighted through the imposition of restrictions within Scheme amendments and Local Planning Policies.

The Shire displays a divergence of building ages and architectural forms, with a mix of large modern dwellings and smaller federation style cottages throughout the Shire. This combination provides for high levels of streetscape variety and adds to the streetscape amenity valued by residents of the Shire.

The Stirling Highway is a major regional road and acts as the main vehicular route connecting the Shire to surrounding areas, and more broadly, Metropolitan Perth. Stirling Highway is well serviced by regular public bus services. The Perth- Fremantle railway adjoins Stirling Highway to the east at the southwestern boundary of the Shire. The nearest train station to the Shire is located in the Cottesloe Town Centre, immediately to the east of the Shire's frontage with the Stirling Highway

As a result of higher levels of education among residents within the Shire, a significant proportion of Shire residents are employed as professionals and managers in higher income earning positions. In contrast, there are a lower proportion of residents in the Shire employed as administrative workers, trade and labour employees, and similar manual occupations. As a result the Shire enjoys a median household income of over 2.3 times that of the metropolitan median. Details of the Shire's local profile including physical features, population and housing and economy and employment is provided in section 2.5 of the Strategy.

The employment levels within the Shire itself are noted to be relatively low, with a large proportion of residents travelling to the Perth CBD and nearby areas for employment. This is considered to be directly related to the location of the Shire, the size of the land area and the area afforded to commercial land uses. Although there are a number of residents in the Shire (approximately 8.9%) who work from home, the key employers within the Shire are the retail and commercial activities within Cottesloe Central.

Two areas of commercial development are located within Peppermint Grove, focussed along the Stirling Highway. The first area contains the Cottesloe Central Shopping Centre and associated commercial and retail development with the second area, to the south, containing a mix of residential development and commercial development, predominately offices. This area represents the northern extent of the Mosman Park business area.

# Part 1 – The Strategy

# 1.1 WHAT IS THIS PART ABOUT?

The Strategy includes a summary of the major characteristics and issues relevant to the future planning and development of the Shire and incorporates a "strategic plan" and the actions required to implement the strategy. Where required, reference is made to the background information and analysis.

The Strategy includes the following elements:

- Vision Outlining a high-level vision for the planning and development of the Shire which will guide all planning.
- Objectives The objectives will guide the preparation of the strategic plan, strategies and actions.
- Strategies and actions A set of strategies and related actions by which the objectives are to be
  pursued and the strategic plan is to be implemented. The actions suggest local planning scheme
  provisions such as zoning, reservation and development control, as well as more proactive measures
  such as infrastructure development, promotion, direct investment or other development initiatives.
- Strategic plan The strategic plan sets out to visually represent the objectives, strategies and actions where possible (Refer to Figure 1 – Strategy Map).

# 1.2 VISION

## "To remain a Shire valued for its ambience and independence"

The primary objective of the Strategy is:

- To maintain and encourage a high quality environment; preserve the amenity of the Shire and protect the quality and characteristics of its streetscapes.
- Ensure that the recognised residential character and identity of the Shire is maintained and enhanced, whilst providing for an increased diversity of housing types and densities.
- Foster the local economy and facilitate employment self-sufficiency and commercial activities within designated activity centres and along activity corridors consistent with State-level planning intentions.
- Facilitate a high quality provision of essential community services and facilities for residents and visitors of the Shire.
- Facilitate local and regional passive and active recreational opportunities which benefit all user groups within the local community, visitors to the Shire, and provides for interests of environmental conservation.
- To maintain, enhance and encourage a high level of amenity in terms of the unique character and identity of development, streetscapes, public open spaces and lifestyle qualities within the Shire.
- Promote a built form that is not only consistent with Peppermint Grove's character, but also looks to build upon this to ensure that contemporary methods can be incorporated in an way which is appropriate and sympathetic.
- Ensure that items and places of cultural and heritage significance are appropriately recognised and duly maintained and promoted within Peppermint Grove.

# 1.3 STRATEGIES AND ACTIONS

# 1.3.1 POPULATION AND HOUSING

#### 1.3.1.1 LAND USED FOR RESIDENTIAL PURPOSES

A large majority of the Shire is developed for residential purposes and generally encompasses single dwellings on green-title lots. This form of development is valued within the Shire and is a key component of the Peppermint Grove lifestyle and streetscape.

Most medium density development within the Shire is located abutting Stirling Highway and includes a combination of apartments, townhouses and small lot development. Some smaller areas of medium density development are currently scattered throughout the Shire.

Looking to the future, strategic planning for residential development there is requirement to respond positively to the density targets outlined in the following documents/initiatives of the State Government:

- Directions 2031 and Beyond Strategy (Directions 2031);
- Directions 2031 and Beyond Strategy (Directions 2031) 'Annual Report Cards';
- Central Metropolitan Perth Sub-Regional Strategy; and
- State Planning Policy 4.2 Activity Centres for Perth and Peel.

While responding to the above documents/initiatives, it is considered imperative that the existing character of the area and the associated streetscapes are maintained.

Directions 2031 has established the strategic objective of promoting higher densities in greenfield areas and for infill development. Directions 2031 accordingly recommended that infill dwelling targets be established for each local government area through a series of 'sub-regional strategies'.

The Central Metropolitan Perth Sub-Regional Strategy identified that in order to plan for the anticipated growth of 121,000 dwellings in the Central Metropolitan Perth Sub-Region. Specific housing targets were established for each of the 19 local governments in the sub-region through to the year 2031. A draft target of 200 dwellings was identified for the Shire, with a final target of 280 dwellings having been more recently established by the State Government.

'Report Cards' are produced on an annual basis outlining the effectiveness of the *Directions 2031* strategy. In accordance with *Delivering Directions Report Card 2014* (WAPC, January 2015) an infill target for Peppermint Grove between 2011 and 2015 was 90 dwellings. Some subdivision and development activity has been progressing since 2011, however in the first instance only a portion of the density target is likely to be achieved by the end of 2015. This is common across all local government areas and is explained in part by the creation of new residential lots/dwellings being a product of landowner aspirations/market demand.

With respect to the Cottesloe District Centre, State Planning Policy 4.2 - Activity Centres for Perth and Peel establishes density targets for District Centres, including a minimum residential density target per gross hectare of 20 dwellings and a desirable density target of 30 dwellings per gross hectare. Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development also establishes a minimum density of 25 dwellings per hectare where sites have the advantage of close proximity to a rail station, major bus interchange or bus route that provides service frequencies equivalent to rail.

In responding to the above-mentioned density targets, the following opportunities have been noted in the Strategy:

- A current theoretical latent infill capacity approximately 148 dwellings.
- Opportunities for increased densities and Mixed Use development in proximity to Stirling Highway, including the above latent infill capacity – approximately 278 dwellings.
- Cottesloe Central Shopping Centre redevelopment approximately 90 to 140 dwellings.

Based upon the current information it is estimated that a total theoretical dwelling yield of 353 – 418 dwellings could be accommodated, generally consistent with the 280 dwelling target established by the State Government as part of the *Directions 2031* strategy. It is important to note that this represents a theoretical yield only and would not necessarily reflect actual yields which will be dependent upon development uptake and site specific constraints.

Any further development beyond that identified would present challenges, with respect to the potential loss of amenity and is therefore not considered appropriate, nor proposed with the strategy.

#### Strategy

The Shire's planning framework will facilitate the opportunity for additional residential development. This is a requirement of the State Government in the *Directions 2031 strategy*. To support the strategies of *Directions 2031*, a pragmatic approach will be adopted to facilitate increased housing diversity and choice in appropriate locations. The provision of additional residential development will be responsive to changing demographic and lifestyle trends, whilst retaining the desired and primarily low density character, lifestyle and streetscape of the Shire.

#### Action

- Establish an objective for the District Centre zone to incorporate residential development and mixeduse development outcomes as part of activity centre planning and detailed area planning.
- Include provisions within the District Centre and Mixed Use zones for residential and mixed-use development outcomes, and seek to achieve significant residential development outcomes in these areas as part of structure planning, detailed area plans and development.
- Increase the general density of residential zoned land along Stirling Highway to Residential-R80.
- Apply an Activity Centre Density Code of 'R-AC3' for the District Centre area.
- Increase select residential zonings on Johnston Street from R15 to R20 to provide an improved interface with adjoining land in the Town of Mosman Park and more appropriately respond to existing patterns of subdivision and development.

#### 1.3.1.2 ANCILLARY ACCOMMODATION

In the past, the Shire has not allowed for ancillary accommodation to be developed on residential properties (i.e. a "granny flat" in addition to a house). This has resulted in numerous issues whereby:

- Non-habitable outbuildings are being used for accommodation (ie. garages, sheds etc.).
- Houses are being constructed in detached portions, with one or more of the detached portions being
  used as separate accommodation for unrelated persons.
- Ancillary accommodation is being established without approval.

All of these matters generally require resource intensive planning compliance proceedings.

More recently, there appears to be a significant shift in thinking with regard to ancillary accommodation. There is a need to meet State Government housing targets, cater for demographic changes with an ageing population, meet a desire from existing residents seeking to downside but remain in the local area ("age in place") and there appears to be a reasonable level of support and acceptance of ancillary accommodation from the community.

Providing for ancillary accommodation through the planning framework will provide a mechanism to implement planning objectives whilst providing a clear framework for seeking planning approval and implementing compliance actions.

Provide a framework for ancillary accommodation to be considered to address demographic change and an ageing population, ageing in place and State Government housing targets, whilst maintaining appropriate standards of amenity in low density residential areas.

#### Action

 A Local Planning Policy (LPP) is to be prepared providing detailed development and design requirements for ancillary accommodation, expanding upon the base-line provisions (in addition to those outlined in the Residential Design Codes and Building Code of Australia), addressing matters such as siting, minimum construction standards, privacy, access and parking.

## 1.3.2 ECONOMY, EMPLOYMENT, RETAIL AND COMMERCIAL ACTIVITIES.

### 1.3.2.1 COTTESLOE DISTRICT CENTRE

The Cottesloe district centre is located in proximity to the intersection of Stirling Highway and Leake Street. The district centre extends into both the Shire and adjoining Town of Cottesloe, and includes the Cottesloe Central shopping centre and commercial/retail development to the south. The centre is served by the Cottesloe train station to the west within the Town of Cottesloe.

The centre is identified in State Planning Policy No. 4.2 – Activity Centres for Perth and Peel (SPP 4.2) as a district centre. The main role/function of a district centre is as follows:

'District centres have a greater focus on servicing the daily and weekly needs of residents. Their relatively smaller scale catchment enables them to have a greater local community focus and provide services, facilities and job opportunities that reflect the particular needs of their catchments'.<sup>3</sup>

An activity centre plan needs to be prepared for the district centre in accordance with SPP 4.2.

Future development within the district centre is envisaged to entail a mix of land uses including retail, commercial, community and residential, and will need to have significant regard for surrounding residential areas.

#### Strategy

Provide a planning framework which:

- Facilitates the development of the Cottesloe district centre in accordance with SPP 4.2, providing for a mix of land uses including retail, commercial, community and significant amounts of residential.
- Facilitates the preparation of an activity centre plan and ensures that various matters are
  appropriately considered in preparation of the activity centre plan.
- Sets controls so that development prior to the structure plan being finalised is of an appropriate form and function and does not compromise the preparation or finalisation of an activity centre plan or future development of the centre.

#### Action

- Zone the current extent of the Cottesloe Central shopping centre, associated car parking and minor commercial and retail developments to the south as "District Centre", consistent with SPP 4.2.
- Include a requirement for subdivision and development within the "District Centre" zone to be subject to the preparation of an activity centres plan. The 'activity centres plan' should be developed, inclusive of land within the Shire and adjoining Town of Cottesloe.

<sup>&</sup>lt;sup>3</sup> State Planning Policy No. 4.2 – Activity Centres for Perth and Peel (WAPC 2010)

The matters/objectives which need to be addressed in preparing an activity centre plan is outlined in Schedule 1, Part 5 clause 32(1)(c) of the *Planning and Development (Local Planning Schemes) Regulations 2015 (the Regulations)*, including, but not limited to:

- Key attributes and constraints of the area.
- The planning context.
- Land use, zoning or reserves proposed by the plan.
- Estimates of the future number of lots in the area (including dwellings, retail floor space and other land uses).
- The population impacts that are expected.
- Key infrastructure (including transport).
- Proposed staging of the subdivision or development.
- The standards to be applied for buildings, structure and works.
- Arrangements for the management of services.
- Access, transport and parking.
- Seek to partner with the preparer of an activity centre plan and LDPs to ensure that the Shire has significant input into the process and outcome.
- Nominate a Residential Density Code for multiple dwelling developments within the activity centre and allocate a maximum height limit to control general site area requirements.
- Recognise that major development proposals within the District Centre will likely be determined by a
  Development Assessment Panel, and provide an appropriate statutory framework to ensure that the
  Shire's has significant input into the process and outcome.
- Liaise and work with the Town of Cottesloe in relation to the planning and development of the Cottesloe district centre, and monitor progress of their Local Planning Strategy and new Local Planning Scheme.

In progressing the planning for the District Centre, consideration will need to be given to the density targets established in *State Planning Policy 4.2 – Activity Centres for Perth and Peel* (minimum of 20, desirable of 30 per gross hectare) and *Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development* (minimum 25 per hectare in proximity to transit). In some instances, there may be constraints to achieving these targets due to the presence of places of heritage value.

#### 1.3.2.2 JOHNSTON STREET COMMERCIAL/RETAIL AREA

In addition to the Cottesloe District Centre, a smaller commercial/retail precinct is located at the intersection of Stirling Highway and Johnston Street. This site forms the northern portion of a larger commercial/mixed use area located to the south within the Town of Mosman Park.

Although this precinct was originally identified a local centre to service the needs of the local community, given the nature of existing development, its broader function and residential infill opportunities, a Mixed Use zone is deemed more appropriate.

The Town of Mosman Park has also focussed attention on this commercial/mixed use precinct during the drafting of their Local Planning Strategy and new Scheme. It would be pertinent to maintain liaison and ensure an integrated approach to planning and development of the proposed Mixed Use zone.

Provide a planning framework to facilitate on-going use and development of the site for services and facilities to service the local community and capacity to accommodate residential within a Mixed Use zone.

#### Actions

- Include a set of land use and development controls within LPS 4 for the Mixed Use zone, ensuring that development of Mixed Use sites including any retail component is progressed in accordance with the SPP 4.2 and the relevant provisions of the Regulations and addressing the following matters:
  - Land use.
  - Interfaces with adjoining residential development.
  - Height.
  - Setbacks.
  - Landscaping.
  - Mixed-use and residential components.
  - Access, transport and parking.
- Liaise and engage with the Town of Mosman Park in detailed planning for the Mixed Use site to ensure an integrated approach and outcome.

## 1.3.3 TOURISM AND VISITORS

Despite the Shire only being one square kilometre, the area is widely recognised for its character, attractive streetscapes and proximity to the Swan River foreshore. The Shire is a destination for tourists and day visitors offering a number of iconic physical and natural features, including a number of existing and former places of community significance.

#### Strategy

To recognise the importance of the built form character of the area, attractive streetscape, open space areas and places of heritage significance as important attractions for not only residents but also visitors/tourists alike.

#### Actions

- Establish appropriate scheme aims that recognise the importance of the character of the area.
- Maintain low residential densities, except in specific locations, to ensure that the character of the area remains into the future.

## 1.3.4 RECREATION AND OPEN SPACE

#### 1.3.4.1 PUBLIC OPEN SPACE

There are two main areas of public open space within the Shire. The first is the Swan River Foreshore and Manners Hill Park, both which are reserved as regional open space. The foreshore reserve provides for passive and informal active recreation and Manners Hill Park has tennis courts and an oval for active recreation. The second area of open space surrounds and is integrated with the Shire's offices and community centres, at the intersection of Stirling Highway and Leake Street. This area provides for a variety of passive recreation opportunities.

To maintain the form and function of existing public open space areas and provide for a variety of active and passive recreation opportunities.

#### Actions

- Reflect the Metropolitan Region Scheme reservation of the Swan River foreshore and Manners Hill Park within LPS 4.
- Actively provide comment on the development and use of the Swan River foreshore and Manners Hill Park when referred applications by the WAPC.
- Retain and accommodate open space associated with the Shire offices within the Civic and Community zone.

#### 1.3.5 COMMUNITY FACILITIES

#### 1.3.5.1 PRIVATE EDUCATION

One private school is currently located within the Shire, being Presbyterian Ladies' College (PLC). Being a private institution, most development and redevelopment will require planning approval.

#### Strategy

To ensure that the ongoing use, development and redevelopment of PLC is undertaken in a manner which is cognisant of the surrounding residential environmental.

#### Action

- Zone the existing PLC site as 'Private Clubs Institutions' and 'Place of Worship';
- Include a set of land use and development controls within LPS 4 for the Private Clubs and Institutions zone, ensuring that the ongoing use, development and redevelopment of PLC is undertaken in a manner which is cognisant of the surrounding residential environment, addressing:
  - Minimum building setbacks from adjoining land within a residential zone;
  - Minimum building setback from McNeil Street and View Street;
  - Maximum site coverage;
  - Maximum height of building: based on current TPS 3 provisions;
  - Requirement for a traffic management plan for any development which increases the number of students, staff or visitors attending the site;
- Include parking standards for educational establishments; and
- Maintain ongoing liaison with PLC regarding its ongoing use, development and redevelopment intentions.

#### 1.3.5.2 PUBLIC SCHOOL

Cottesloe Primary School abuts Stirling Highway and are located between Johnston Street and Keane Street. The development and use of a public school site for public school purposes does not usually require planning approval, however, the Shire should maintain a working relationship with the Department of Education to ensure appropriate outcomes in any future development or redevelopment scenario.

Seek to maintain a working relationship with the Department of Education to ensure appropriate outcomes in any future development or redevelopment scenario.

#### Action

- Reserve the Cottesloe Primary School for Public Purposes.
- Maintain ongoing liaison with the Department of Education regarding the ongoing use and development or redevelopment of the Cottesloe Primary School to ensure an appropriate outcome.

#### 1.3.6 URBAN DESIGN AND HERITAGE

#### 1.3.6.1 HERITAGE

The Shire's Municipal Heritage Inventory (MHI) identifies numerous places of heritage significance within the Shire. Heritage is a key consideration in the planning process, particularly in the assessment of development applications.

#### Strategy

To recognise, protect and conserve places of heritage value within the Shire.

#### Action

- Acknowledge that the Deemed provisions for local planning schemes as set out under the Planning and Development (Local Planning Schemes) Regulations 2015 relating to Heritage protection are to apply.
- Undertake a comprehensive review of the Shire's Municipal Heritage Inventory (MHI), with a focus on clarifying places of cultural heritage significance and places with streetscape value.
- Based upon the revised MHI, prepare a LPS Heritage List.
- As an interim measure prior to finalisation of the LPS Heritage List, give consideration to inserting a
  provision into LPS 4 making reference to the MHI as forming the LPS 4 Heritage List.
- Prepare a Local Planning Policy (LPP) addressing heritage to provide additional clarity and guidance on the LPS 4 provisions. The LPP should clearly explain the various categories of heritage, further refine the terminology of cultural heritage and streetscape, identify implications/requirements and set out administrational and operational procedures and practices.

#### 1.3.6.2 STREETSCAPES AND RESIDENTIAL AREAS

The Shire of Peppermint Grove is renowned for its high quality residential environment and streetscapes lined with mature peppermint trees, maintained verges, large front gardens and buildings which are well setback from the road. All of these elements of the Shire are highly valued by the community as reflected in the outcomes of various community workshops, focus groups and surveys undertaken to inform preparation of the Shire's Plan for the Future and Local Planning Strategy.

It should be noted that the concept of a streetscape includes various elements such as front building facades, setbacks, private gardens, front fencing, street verges, footpaths, street trees and the roads themselves. Of these elements, the Shire's planning system can effectively deal with buildings, setbacks and front fencing. Matters such as street verges, footpaths, street trees and roads, which are all included within public road reserves, are more appropriately dealt with through other Shire policies and standards such as engineering, maintenance, and parks and gardens.

The following sections of the Strategy identify specific elements of the planning framework which are considered vital to maintaining and enhancing the Shire's high quality residential environment and community-valued streetscapes.

#### 1.3.6.3 STREETSCAPE

The retention and enhancement of the Shire's existing streetscapes is a primary consideration. To this extent, it is necessary for streetscape to be explicitly referenced in the objectives of the Scheme.

#### Strategy

Maintain and enhance and the Shire's streetscapes.

#### Action

- Include a specific objective in LPS 4 relating to streetscape.
- Include various provisions in LPS 4 and prepare various LPP's to maintain and enhance the Shire's streetscapes, as detailed in the following sections of the Strategy.
- Develop LPP's on landscape objectives for both verge and front setbacks within private property that maintain and enhance the Shire's streetscapes.
- Support permeable stormwater disposal through landscaping and permeable soil for residential development.

#### 1.3.6.4 BULK AND SCALE

The Shire of Peppermint Grove is renowned for its large houses on large lots, and the concurrent ability to achieve sizeable garden areas in front, behind and between houses. For the most part, this has occurred due to low density zonings and the imposition of planning controls which require large setbacks, height limits and open space requirements. The resultant residential environment is a key defining characteristic of Peppermint Grove and is highly valued by the community as a key contributor to its streetscape.

The community survey partly undertaken to inform the Strategy has indicated concerns that more recent development within residential areas has been of a bulk and scale which is detrimental to streetscape and character. Retention of existing height limits and setbacks in low density areas were clearly supported.

#### Strategy

To acknowledge the desire for large houses within the low density areas of the Shire whilst concurrently controlling development to maintain the existing characteristics of the residential environment in relation to height, building bulk and scale and open space.

#### Action

- Establish appropriate plot ratio, open space, height and side setback definitions and requirements for low density residential development areas to ensure building bulk and scale is in keeping with the existing characteristics of the Shire.
- Prepare a series of LPP's addressing the above matters to provide additional criteria, guidance and design considerations with regard to matters of building bulk and scale.

#### 1.3.6.5 STREET SETBACKS

Large front setbacks are a key component of the Peppermint Grove Streetscape, allowing for substantial front gardens and a separation between the public and private realm on low density lots. These setbacks also work to allow for a significant "open" feel along streets with large houses being located well back from the street.

#### Strategy

To maintain the existing large setbacks between residential dwellings and streets in low density areas of the Shire.

#### Actions

- Require minimum 9m primary and 4.5m secondary street setbacks for R10, R12.5 and R15 coded properties.
- Setbacks for R20, R40 and R80 coded areas shall be in accordance with the Residential Design Codes of Western Australia, unless otherwise determined by a local planning policy, detailed area plan or structure plan.
- Provide criteria with which variations to the primary and secondary street setbacks can be considered.

#### 1.3.6.6 FRONT FENCING

Fencing is a key component of a streetscape. The Shire's Local Laws require open aspect front fencing, and this outcome has been identified as highly valued through various community engagement processes.

#### Strategy

Maintain the requirement for open aspect front fencing to allow for views into the front of properties from the street, whilst providing a level of privacy, security and separation for houses.

#### Actions

 Prepare a LPP to stipulate the nature of front fencing required as a supplement to the Shire's Local Laws.

#### 1.3.6.7 SWIMMING POOLS

Due to the existence of and requirement for large setbacks in the low density areas of the Shire, many landowners have chosen to install swimming pools in their front yards. Whilst the location of a swimming pool in the front setback is not a problem in itself, it does inevitably lead to provision of privacy screening from the street, usually in the form of a solid wall. This outcome is not desirable in the Shire in the interests of maintaining the existing open and green streetscape and to avoid having built structures in close proximity to the street.

#### Strategy

Discourage the location of swimming pools within the street setback area and concurrently avoid the provision of solid walls adjoining the street in order to promote and maintain passive surveillance.

#### Actions

- Require planning approval for swimming pools which are located in the street setback area in circumstances where the proposal requires the land the land to be filled more than 0.5m between the street and the building line and requires associated retaining walls (in accordance with the provisions of clause 5.3.7 and 5.3.8 of the Residential Design Codes).
- Prepare a LPP to stipulate various design criteria, including fencing type, where swimming pools are located within a street setback area.

#### 1.3.6.8 GARAGES AND CARPORTS

Garages and carports are key elements of a streetscape, often constituting a significant portion of a building façade. Poorly designed and sited garages and carports can have a detrimental impact on the streetscape. The existence of rear ROW's in Peppermint Grove presents an opportunity to provide alternative vehicular access to dwellings.

Due to the clear link between carports and garages and the access opportunities provided by ROW's, this section should be read in conjunction with the ROW's section of the Strategy.

#### Strategy

To ensure that garages and carports have minimal impact on the streetscape.

#### Actions

- Include provisions within a Policy which state that where residential land is served by side or rear ROW's, the Shire will encourage vehicular access from the ROW's where appropriate and practical.
- Include provisions in LPS 4 which requires garages and carports to be subject to the same primary
  and secondary street and side setback requirements as the main residential dwelling.

#### 1.3.6.9 DEMOLITION

Vacant land within the Shire can present amenity issues, and adversely affect the quality of the streetscape. The Shire wishes to minimise the existence of vacant land and encourage the development of vacant sites.

#### Strategy

To improve the amenity of the Shire and maintain an attractive streetscape, the existence of vacant land should be minimised and the development of vacant sites encouraged.

#### Actions

- Prepare a Local Planning Policy (LPP) to clearly articulate the Shire's approval requirements prior to commencement of development including planning approval, building permit or demolition permit. The LPP should establish provisions implications for dealing with demolition of buildings and identify administrational and operational procedures and practices.
- Proactively liaise with landowners to minimise the existence of vacant land.
- Encourage owners of vacant land to maintain the site to a reasonable standard to uphold the amenity
  and streetscape values of the Shire, and impose compliance action where required.

#### 1.3.6.10 OUTBUILDINGS

As previously stated, the Shire is characterised by its large houses on large lots. These larger lots provide the potential for the establishment of outbuildings, such as separate garages, sheds, indoor pools, gyms and other buildings which are non-habitable. The Residential Design Codes of Western Australia set controls for outbuildings, however, these are generic controls and are not considered to reflect the unique characteristics of Peppermint Grove.

#### Strategy

Due to large landholdings, outbuildings are a common feature of the Shire and provide a variety of nonhabitable uses. Outbuildings should be considered in the context of requirements for open space and general residential amenity.

#### Actions

- In addition to the definition and requirements provided in the Residential Design Codes, prepare of a revised LPP relating to outbuildings, addressing:
  - Criteria for variations to the Residential Design Codes of Western Australia.
  - Definitions, inclusions and exclusions.
  - Size limits, individual and cumulative.
  - Location.
  - Construction standards.

# 1.3.7 TRAFFIC AND TRANSPORT

#### 1.3.7.1 STIRLING HIGHWAY

Stirling Highway forms the western boundary of the Shire, providing a direct link between the Perth Central Area and Fremantle and a high frequency bus route. The Highway, and land in proximity to the Highway, is currently subject to investigation by the Department of Planning as part of the Stirling Highway Activity Corridor Study (SHACS). This study is investigating the future of Stirling Highway in terms of the form and function of the Highway itself, and the land use and development surrounding it. The study has not yet been finalised.

The findings of the community survey have indicated a level of acceptance and support for increased densities of development along Stirling Highway. The interface between the Highway land and surrounding low density residential land will however be a key consideration.

#### Strategy

Provide a planning framework which is capable of responding to the findings of the SHACS once finalised.

#### Action

- Include structure plan and associated local development plan provisions into the LPS 4, which may be used to assist in responding to the findings of the SHACS once finalised.
- Ensure that interfaces between the Highway land and adjoining low density residential areas is a key
  consideration in any detailed planning undertaken for the Highway land.
- Continue liaison with the Department of Planning regarding the future form and function of Stirling Highway and their intentions for land use and development along the Highway.
- Refer applications for planning approval abutting Stirling Highway to the Department of Planning and Main Roads for comment.
- Apply the provisions of State Planning Policy No. 5.4 Road and Rail Transport Noise and Freight Considerations (SPP 5.4) in Land Use Planning and Development Control Policy 1.6 – Planning to Support Transit Use and Transit Orientated Development in considering Scheme Amendments, development and subdivision applications, and in undertaking detailed planning for land in proximity to Stirling Highway.
- Create a Development Investigation Area along Stirling Highway in association with the SHACS.

#### 1.3.7.2 RIGHTS-OF-WAY

There are numerous rights-of-way (ROW's) (i.e. laneways) within the Shire which generally pass to the rear and side of properties. These ROW's would have been historically utilised for access and sewerage collection prior to the provision of septic systems and reticulated sewer.

Each laneway differs in terms of width, function (vehicle access, pedestrian access etc.), construction standard (sealed, unsealed etc.) and condition (poor, good quality etc.).

The existing laneways provide opportunities for alternative access to properties. They also offer access opportunities for sites that have redevelopment potential such as those located within the District Centre area.

The future form and function of ROW's in the Shire will need to be considered on a holistic basis, determined and appropriately planned for into the future.

#### Strategy

Investigate and establish a position on the future form and function of ROW's in the Shire.

#### Actions

18 STRATEGY

- Prepare an updated ROW strategy, investigating each laneway and providing a recommendation on its future form and function.
- Prepare a Local Planning Policy (LPP) to facilitate implementation of the recommendation of a ROW strategy.
- As a temporary measure prior to finalisation of the ROW strategy and associated LPP, prepare an interim LPP identifying the Shire's short-term position with regard to ROW's.
- Consider any requests for changes to existing ROWs in accordance with WAPC Planning Bulletin No. 33.

#### 1.3.7.3 PERTH TO FREMANTLE RAILWAY

The Perth to Fremantle railway is located to the west of the Shire and provides a direction connection to the Central Area and Fremantle. Whilst the railway provides an important community benefit in terms of transport, consideration of adverse impacts on nearby land is required.

The transport benefits of the railway are reflected in the objectives of *Development Control Policy* 1.6 – *Planning to Support Transit Use and Transit Orientated Development.* This policy will need to be considered when dealing with any subdivision or development which is located in proximity to the railway and in particular the train station.

#### Strategy

To ensure land use and development in proximity to the Perth to Fremantle railway is not unduly affected by noise associated with the railway, and to secure the ongoing use of the railway without undue restriction.

#### Action

- Apply the provisions of State Planning Policy No. 5.4 Road and Rail Transport Noise and Freight Considerations (SPP 5.4) in Land Use Planning and Development Control Policy 1.6 – Planning to Support Transit Use and Transit Orientated Development in considering Scheme Amendments, development and subdivision applications, and in undertaking detailed planning for land in proximity to the railway.
- Liaise with the Public Transport Authority (PTA) in undertaking detailed planning for land in proximity to the railway.
- Refer applications for planning approval to the PTA for land in proximity to the railway in accordance with the requirements of the WAPC and State Policy.

#### 1.3.8 INFRASTRUCTURE SERVICES

Based on the information currently available, for the anticipated duration of the Strategy (10 years), there are no plans for major new or upgraded infrastructure within the Shire.

Where infrastructure is proposed to be delivered into the future, by the Shire, State Government agencies or by landowners (through subdivision), there will be a general expectation that infrastructure is delivered in accordance with the guidance provided in the *Subdivisional Guidelines Edition 2.2* as published by the Institute of Public Work Engineering Australia (WA Division Inc) and as amended from time to time. These guidelines are recognised under the provisions of the *Planning and Development Act 2005*. The guidelines prescribe the use of best practice to set minimum standards applicable to the design and construction of roads, drainage, pathways, earthworks and public open space.

#### Strategy

 Ensure that infrastructure is delivered through the use of best practice to achieve minimum standards.

#### Actions

- The Shire adopt the Subdivisional Guidelines Edition 2.2 as published by the Institute of Public Work Engineering Australia (WA Division Inc) and as amended from time to time as the minimum standard for minimum standard for subdivisional development and they are to be read in conjunction with other policies and legislation relevant to agencies associated with subdivisional approvals.
- The Shire to confirm the status of the Venn Street drainage sump on Lot 8 by rezoning the land from Residential to Public Purposes.

# 1.4 LOCAL PLANNING POLICY FRAMEWORK

The Shire of Peppermint Grove currently has eight local planning policies which guide applicants and Council in making decisions. These policies are primarily requirement based, providing guidance on issues historically prominent within the Shire. Additionally included is a procedural/administrative policy regarding the advising of adjacent property owners.

#### Strategy

To ensure local planning policies are consistent with the current position of the Shire in achieving the vision of the Shire and the outcomes envisaged by the Local Planning Scheme and Local Planning Strategy.

#### Actions

- Include in the Scheme Text a clause which enables Council to adopt existing policies adopted under TPS 3 thereby giving them effect under the new LPS 4.
- Review existing policies, rescind policies as appropriate and prepare new requirement based policies
  relating to the issues highlighted within this local planning strategy, with an overarching theme of
  character and amenity.
- Investigate a new consolidated policy approach with respect to streetscape matters, building and architectural design as there is a desire to exercise control over architectural design of dwellings beyond what is provided for in the R-Codes.
- Prepare a Streetscapes Manual to provide guidance on the issues highlighted within Section 1.3.6.2 Streetscapes and Residential Areas of this local planning strategy.

# Amendments, Monitoring and Review

The Strategy will need to respond to future changes in State and regional policy as well as any changes to local circumstances and priorities. This may be done through occasional updates as well as periodic comprehensive review.

A comprehensive review of the Strategy should be undertaken at least every five years in conjunction with the scheme review. It is recommended that background information be updated on a more frequent basis in response to the availability of information or changes which may not have been foreseen at the time of formulating the original strategy.

Amendment of the Strategy should be undertaken in response to significant changes in circumstances in the period between comprehensive review, for example, in the event of major economic development, major infrastructure projects and changes to existing or new State policies or strategies which were not addressed in the Strategy.

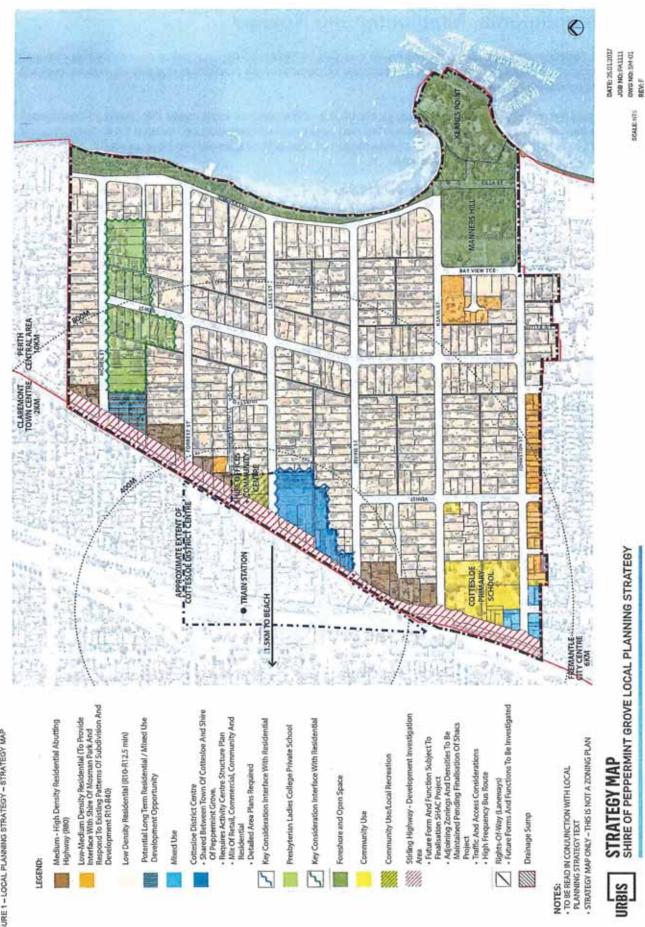
The procedure for review or amendment of the strategy is generally the same as that for the preparation of a strategy, except that, in the case of an amendment, it is only the changes that are subject to advertisement, assessment and endorsement.

The focus of monitoring and review should be on the extent to which the strategy has been successful in:

- Articulating and achieving the planning objectives of State Government and Shire.
- Effectively guiding land use and development decisions to achieve the outcomes of the Strategy.<sup>4</sup>

<sup>&</sup>lt;sup>4</sup> Adapted from Local Planning Manual (WAPC 2010)





SCALENTS

# Part 2 – Background Information and Analysis

# 2 Background Information and Analysis

# 2.1 WHAT IS THIS PART ABOUT?

This part of the Local Planning Strategy provides the relevant background to Part 1, being the Strategy, and includes an analysis of information and the rationale for the Strategy. The information contained within this part of the Strategy may be updated periodically.<sup>5</sup>

# 2.2 INTRODUCTION

The Strategy includes a summary of the major characteristics and issues relevant to the future planning and development of the Shire and incorporates a "strategic plan" and the actions required to implement the strategy. Where required, reference is made to the background information and analysis.

Part 1 of the Strategy includes the following elements:

- Vision Outlining a high-level vision for the planning and development of the Shire which will guide all planning.
- Objectives The objectives will guide the preparation of the strategic plan, strategies and actions.
- Strategies and actions A set of strategies and related actions by which the objectives are to be
  pursued and the strategic plan is to be implemented. The actions suggest local planning scheme
  provisions such as zoning, reservation and development control, as well as more proactive measures
  such as infrastructure development, promotion, direct investment or other development initiatives.
- Strategic plan The strategic plan sets out to visually represent the objectives, strategies and actions
  where possible (Refer to Figure 1 Strategy Map).

The information and analysis in Part 2 provides the background and support for Part 1. Whilst Part 1 is the most important being the Strategy itself, it should be read in conjunction with Part 2.

Part 2 of the Strategy includes the following aspects;

- State and Regional Context Outlining the state and regional plans, policies and strategies relevant to the Shire of Peppermint Grove, and providing comment on considerations and implications for the development of the Local Planning Strategy and Local Planning Scheme.
- Local Planning Context Outlining the established vision, mission statement and local government plans, policies and strategies, and providing comment on considerations and implications for the development of the Local Planning Strategy and Local Planning Scheme.
- Local Profile Further outlining the key characteristics of the Shire of Peppermint Grove, including
  physical, environmental, social and economic influences to the current position of the Shire and
  which have the potential to impact future planning within the Shire.
- Analysis of Key Issues Providing a clear outline of the key planning issues identified through the review of the relevant planning contexts and local profile.

<sup>&</sup>lt;sup>5</sup> Adapted from Local Planning Manual (WAPC 2010)

# 2.3 STATE AND REGIONAL CONTEXT

The Western Australian planning system operates at two major tiers. State and Regional-level planning is undertaken by the State Government and local-level planning is generally delegated to Local Governments.

In general terms, the role of the State Government in planning is to undertake high-level strategic and statutory planning through the preparation of strategies, policies and Region Schemes. These elements inform and guide the site specific planning undertaken at the local level by Local Government.

Planning undertaken by Local Governments must be based upon and have due regard to the State and regional strategic and statutory planning framework. As such, in preparing the Local Planning Strategy and new Local Planning Scheme for the Shire of Peppermint Grove, it is necessary to identify and understand the implications of this higher level planning to the Shire.

## 2.3.1 STATE SUSTAINABILITY STRATEGY

The State Sustainability Strategy (2003) aims to provide for the social, economic and environmental aspects of current and future generations through the sustainable management of natural resources in all aspects of governance and development.

The following objectives directly relate to current land uses and future development processes in the Shire of Peppermint Grove;

- Ensure that future growth and expansion supports the built heritage and special qualities of a
  place that are valued by the Peppermint Grove community.
- Cater for expected urban growth in a manner that maintains the landscape and built character of the local area while creating a sustainable balance of employment, transport, housing choice and supporting community and commercial services.
- Ensure the continuance of settlement efficiency and quality of life in the Shire.

The Local Planning Strategy reflects upon the above objectives and aims to provide for future projected growth while maintaining the distinct local character of Peppermint Grove.

# 2.3.2 STATE PLANNING STRATEGY

The State Planning Strategy 2050 (WAPC, June 2014) provides a long term co-ordinated approach to state and regional planning in Western Australia.

The Strategy sets out Principles, Strategic Goals and Strategic Directions which should be used as guide to inform and unite local planning schemes and strategies. The Strategy includes a section on Delivery Culture which states:

"This Strategy places a priority on economic and population growth as key drivers of land use and land development. Its success relies on a collaborative approach to strategic planning that is based on a 'can do' attitude and an integrated 'systems' view of land use planning and development"

Six interrelated and interdependent principles underpin and inform this strategy. These principles are relevant to the preparation of the Shire of Peppermint Grove LPS and ongoing planning processes:

- Community enabling diverse, affordable, accessible and safe communities
- Economy facilitating trade, investment, innovation, employment and community betterment
- o Environment conserving the State's natural assets through sustainable development
- Infrastructure ensuring infrastructure supports development
- Regional development building the competitive and collaborative advantages of the regions

Governance -- building community confidence in development processes and practices.

The Shire of Peppermint Grove falls within the South West Sector. This sector has a diverse economic base and will continue to house the majority of the State's population and have the highest level and greatest range of health and education services, cultural activities and employment.

The Shire recognises the regional vision and context of the Strategy through the integration of the key principles and strategies in the process of preparing the Local Strategy and Scheme.

# 2.3.3 STATE PLANNING FRAMEWORK

State Planning Polices (SPPs) are prepared by the WAPC and are directed primarily towards broad general planning matters and the facilitation of coordinated planning throughout the State by Local Government. SPPs can make provision for any matter which may be the subject of a Local Planning Scheme and may be prepared to apply to a particular matter or a certain part(s) of the State.

The WAPC and Local Governments must have due regard to the provisions of SPPs when preparing or amending Local Planning Schemes and when making decisions on planning matters.

#### 2.3.3.1 STATE PLANNING POLICY 1 - STATE PLANNING FRAMEWORK POLICY

State Planning Policy No. 1 – State Planning Framework Policy (SPP 1) explains the manner in which the large number of SPPs, non-statutory Regional strategies and structure plans and WAPC Development Control Policies operate in a holistic framework.

The Framework provides a context for decision making on land use and development in Western Australia at both State and Local levels.

The Framework, and all policies, plans and strategies contained within the Framework must be considered in the preparation of Local Planning Schemes and in the making of decisions on planning matters. The WAPC will assess all Local Government schemes against the State Planning Framework to ensure it is consistent with State and regional policies.

In addition to setting out the Framework, SPP 1 reiterates the key principles of the State Planning Strategy with regard to the environment, community, economy, infrastructure and regional development. These principles are elaborated on to describe the factors which represent good and responsible decision-making in land use planning.

#### 2.3.3.2 STATE PLANNING POLICY 2 - ENVIRONMENT AND NATURAL RESOURCES POLICY

The Environment and Natural Resources State Planning Policy No. 2 (SPP 2) is a broad SPP which defines the principles and considerations that represent good and responsible planning in terms of environment and natural resources issues.

The objectives of SPP 2 are to:

- Integrate environment and natural resource management with broader land use planning and decision making;
- To protect, conserve and enhance the natural environment; and
- To promote and assist in the wise and sustainable use and management of natural resources.

The objectives provide the context for the general policy measures which are based upon the key themes of protecting and managing water resources, improving regional and local air quality, soil and land quality protection and management, biodiversity conservation, the appropriate management and protection of agricultural and rangelands, the identification and protection of basic raw materials, the sustainable use and protection of marine resources and aquaculture, protection and management of significant landscapes, reduction in greenhouse gas emissions and improvements in energy efficiency.

SPP 2 is supplemented by more specific SPPs that provide detailed guidance on particular matters and locations of environmental significance.

With regard to Local Government, the Policy has been prepared to provide guidance on those aspects of State-level planning concerning the environment and natural resources which should be taken into account in planning decision-making, whilst acknowledging the inherent difficulties of balancing competing needs to achieve a sustainable outcome. Measures of implementation of the principles of the Policy will be through the preparation of Local Planning Schemes and through day-to-day decision making on subdivision and development applications.

In preparing the Strategy and new Scheme for the Shire, it is necessary to have regard to the broad environmental principles outlined by SPP 2. In this regard, the two key environmental features within the Shire are considered to be the Swan River foreshore reserve area and the significant amount of vegetation within both the public and private realms.

#### 2.3.3.3 STATE PLANNING POLICY 2.9 – WATER RESOURCES

State Planning Policy No. 2.9 – Water Resources (SPP 2.9) is prepared under the overarching guidance of SPP 2, dealing with environment and natural resource management. SPP 2.9 provides more detailed policy provisions for water resources.

Water Resources are defined as water in the landscape, above and below ground, with current or potential value to the community and the environment. Water resources that are subject of SPP 2.9 include the following natural or modified features:

Wetlands (such as a seasonal or intermittent lakes, swamps, marshes, springs, damplands and tidal flats, and including significant artificial wetlands);

- Waterways (such as rivers, streams and creeks);
- Estuaries;
- Groundwater;
- Surface water;
- Irrigation dams;
- Floodplains;
- Foreshores;
- Stormwater;
- Existing and future surface and groundwater drinking water catchments and sources (for example reservoirs and borefields) for public and private supplies; and
- Wastewater.

The objectives of the Policy are to:

- Protect, conserve and enhance water resources that are identified as having significant economic, social, cultural and/or environmental values;
- Assist in ensuring the availability of suitable water resources to maintain essential requirements for human and all other biological life with attention to maintaining or improving the quality and quantity of water resources; and
- Promote and assist in the management and sustainable use of water resources.

The most significant water resource affecting the Shire of Peppermint Grove is the Swan River and its foreshore reserve. In preparing the Local Planning Strategy and new Scheme for the Shire, it will be necessary to facilitate the protection, conservation, management and enhancement of this resource in accordance with the provisions of the Policy. In this regard, the preparation and progression of the Scheme will require referral to the Environmental Protection Authority, the Department of Environment and Conservation, the Swan River Trust and the Department of Water.

### 2.3.3.4 STATE PLANNING POLICY 2.10 - SWAN-CANNING RIVER SYSTEM

The Swan-Canning River System is an important environmental asset for Perth and as such, its management is of vital importance. State Planning Policy 2.10 – Swan-Canning River System (SPP 2.10) sets out a vision statement for the future of the river which recognises its Aboriginal and European heritage significance and seeks to protect and enhance the environmental values, social benefits and cultural significance of the river. A key aspect of the vision is the appropriate guidance of adjacent land use, civic design and development to ensure that the value of the river and its setting to the community is maintained.

The objectives of the Policy are to:

- Provide a regional framework for the preparation of precinct plans based on the precincts identified in the Swan River System Landscape Description;
- Provide a context for consistent and integrated planning and decision making in relation to the river; and
- Ensure that activities, land use and development maintain and enhance the health, amenity and landscape values of the river, including its recreational and scenic values.

A series of overarching Policy provisions are provided to achieve these objectives. These provisions are based around maintaining the river as a community resource and providing public access to the river. In addition, environmental protection is a key requirement in terms of protecting vegetation, minimising disturbance to natural processes, implementing appropriate stormwater management and ensuring development responds to the function, topography and landscape of the river. Provision is also made for conserving the natural and cultural heritage of the river. In terms of development, the focus is on promoting design and built form to complement the river landscape, generally encouraging appropriate development, creating and maintaining foreshore reserves and creating linkages and natural vegetation corridors.

In addition to these Policy provisions, Policy statements are provided for specific precincts within the Swan-Canning River system. These statements have been prepared to guide the future preparation of "precinct plans".

The river foreshore within the Shire is contained within the Melville Water and Blackwall Reach precincts. SPP 2.10 identifies the following matters that should be taken into consideration in making planning decisions in these precincts:

- The protection of view corridors;
- Improve opportunities for public access to the river;
- Integration of new development with landforms and vegetation and avoid major impacts on the landscape qualities of the foreshore and to minimise the contrast between the natural and built environments;
- Protect places of cultural and heritage significance;
- Ensure commercial uses and development are confined to established nodes and proposed nodes; and
- Protect natural conservation values.

As most zoned land within the Shire is essentially "built out" and the Swan River foreshore area has been set aside and acquired as a Parks and Recreation reserve under the Metropolitan Region Scheme, any scheme provisions to facilitate the implementation of this SPP will focus on ensuring appropriate development outcomes and on-going management and conservation.

#### 2.3.3.5 STATE PLANNING POLICY 3 - URBAN GROWTH AND SETTLEMENT

State Planning Policy No. 3 – Urban Growth and Settlement (SPP 3) sets out the broad principles and considerations which apply to planning for urban growth and settlement in Western Australia. The Policy provides general guidance, with specific details being outlined in the subsidiary SPPs which fall below it. It outlines the broad strategy as to how to manage growth in the metropolitan area, rural-residential areas, key regional centres, other sparsely settled areas and Aboriginal communities.

The policy outlines that most of the development within Metropolitan Perth and many regional areas has been in the form of low density suburban growth. It is stated that the continuation of this low density urban form will result in increased development pressures on land and water resources, increased dependence on private vehicles and creates increased inequities for those living in the outer suburban areas where job opportunities and services are not so readily available.

The objectives of the policy include:

- To promote a sustainable and well planned settlement pattern 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 whilst ensuring safe and convenient access to employment and services by all modes, provide choice and affordability of housing and creates an identifiable sense of place for each community; and
- To coordinate new development with the efficient, economic and timely provision of infrastructure and services.

It is identified that growth and redevelopment will be managed in accordance with Directions 2031.

The following provides a summation of the key points of the Policy as relevant and realistically achievable within the context of preparing a Local Planning Strategy and new Scheme for the Shire:

- Creating a diversified and sustainable economic and employment base;
- Achieving housing variety and choice;
- Making the most efficient use of land in existing urban areas through the use of vacant and underutilised land and buildings, and higher densities where these can be achieved without detriment to neighbourhood character and heritage values;
- Supporting higher densities in proximity to centres and appropriate highly accessible areas with public transport;
- Clustering high activity and high use development in centres which are readily accessible by public transport;
- Achieving good overall urban design and safe design outcomes; and
  - Giving due consideration to the environment.

SPP 3 reflects the current State-level expectations for urban growth in the Perth Metropolitan Region. The Policy must therefore be given due regard in the preparation of the Strategy and new Local Planning Scheme for the Shire.

#### 2.3.3.6 STATE PLANNING POLICY 3.1 - RESIDENTIAL DESIGN CODES OF WESTERN AUSTRALIA

State Planning Policy No. 3.1 – Residential Design Codes of Western Australia (SPP 3.1/R-codes) provides a comprehensive basis for the control, through Local Government, of residential development throughout Western Australia.

The general objectives of the R-Codes are stated as follows:

- To provide for the full range of housing types and densities that meet the needs of all people;
- To provide for local variations in neighbourhood character;
- To ensure appropriate standards of amenity for all dwellings;
- To ensure the provision of onsite facilities for all dwellings;
- To protect the amenity of adjoining residential properties;
- To encourage the conservation of buildings with heritage value; and
- To encourage environmentally sensitive design.

The R-Codes address various matters with regard to residential development, including:

- Density;
- Streetscape;
- Boundary setbacks;
- Open space;
- Access and parking;
- Site works;
- Building height;
- Privacy;
- Design for climate; and
- Incidental development (ancillary structures and fixtures).
- Aged and special needs housing;
- Mixed-use development; and
- Inner-city housing.

Most Local Planning Schemes throughout the State, including the current Shire of Peppermint Grove TPS 3 make reference to the R-Codes. The Model Scheme Text contains standard provisions which make reference to the R-Codes as the assessment mechanism for residential development.

Pursuant to the R-Codes and the provisions of the Model Scheme Text, Local Governments are able to vary and exclude certain provisions of the R-Codes through their Schemes and Local Planning Policies. These variations are often made to account for local site specific conditions and community expectations which the standard provisions of the R-Codes do not respond to or are not considered appropriate in the context of.

Whilst the R-Codes SPP itself does not set residential density codes, it does identify the specific requirements for each density code. In drafting the new Scheme for the Shire, it will be necessary to have regard to these specific requirements which selecting appropriate density codes for land in which residential development is permitted.

#### 2.3.3.7 STATE PLANNING POLICY 3.4 - NATURAL HAZARDS AND DISASTERS

Natural hazards and disasters are dealt with by State Planning Policy No. 3.4 (SPP 3.4). The objectives of SPP 3.4 are to:

- Include planning for natural disasters as a fundamental element in the preparation of all statutory and non-statutory planning documents, specifically town planning schemes and amendments, and local planning strategies; and
- Through the use of these planning instruments, to minimise the adverse impacts of natural disasters on communities, the economy and the environment.

The Policy deals with various natural hazards, with floods/storm surges, fire and land movements being most applicable to the Shire, albeit on a minimal basis, due to its proximity to the Swan River and foreshore reserve. It should however be noted that the hazards would usually be contained within the Parks and Recreation foreshore reserve. Impacts on private property are likely to be minimal due to the nature of the land sloping down to the river, the use of fill in development, the adequate separation of public and private land through the existence of a foreshore road and setback requirements.

SPP 3.4 identifies that the implementation of the Policy provisions will be partly through the preparation of Local Planning Strategies and Schemes, as well as in day-to-day decisions on applications.

#### 2.3.3.8 STATE PLANNING POLICY 3.5 – HISTORIC HERITAGE CONSERVATION

State Planning Policy No. 3.5 – Historic Heritage Conservation (SPP 3.5), sets out the principles of sound and responsible planning for the conservation and protection of historic heritage within the State. The Policy applies principally to historic cultural heritage, and generally excludes Aboriginal and natural environmental heritage.

The objectives of the Policy are to:

- Conserve places and areas of historic heritage significance;
- Ensure that development does not adversely affect the significance of heritage places and areas;
- Ensure that heritage significance at both the State and Local-levels is given due weight in planning decision-making; and
- Provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.

With regard to development, SPP 3.5 identifies that the effect of a proposal on a heritage place or heritage area is a relevant planning consideration for Local Government, and State Government where applicable, in considering an application for planning approval.

The Policy identifies relevant considerations for development assessment in terms of what matters and principles assessing authorities should have regard to in the determination of an application affecting a heritage place or area.

In addition, the Policy espouses the establishment of heritage lists and areas, where deemed necessary.

Clause 7.5 of the Model Scheme Text allows Local Governments to vary planning controls of the Scheme and R-Codes to facilitate conservation of heritage places or enhance the preservation of values in a heritage area (land use, density, plot ratio, car parking etc.). SPP 3.5 identifies that this allows for the realisation of positive heritage outcomes while also helping meet the expectations and aspirations of landowners.

Implementation of the Policy at the Local Government level is achieved through:

 Ensuring that heritage provisions in local planning schemes are consistent with the Model Scheme Text;

- Ensuring that heritage places and areas are carefully identified, consistent with the common standards provided by the Heritage Council;
- Ensuring that due regard is given to heritage significance in development assessment, planning schemes and planning strategies; and
- Adopting local planning policies affecting places entered in heritage lists.
- It is understood that the Shire has an adopted heritage list in the form of a municipal heritage inventory. Heritage is a significant issue in Peppermint Grove and will be subject to detailed consideration as part of the Strategy and new Scheme.

#### 2.3.3.9 STATE PLANNING POLICY 4.2 - ACTIVITY CENTRES FOR PERTH AND PEEL

State Planning Policy – Activity Centres for Perth and Peel (SPP 4.2) specifies broad planning requirements for the planning and development of new and the redevelopment and renewal of existing activity centres in urban areas of Perth and Peel. It is mainly concerned with the distribution, function, broad land use and urban design criteria of activity centres, and with coordinating their land use and infrastructure planning.

The Policy addresses most types of activity centres detailed within Directions 2031, including district centres such as Cottesloe Central. The intended functions and typical characteristics of a district centre include:

- Main role and function District centres have a greater focus on servicing the daily and weekly needs
  of residents. Their relatively smaller scale catchment enables them to have a greater local community
  focus and provide services, facilities and job opportunities that reflect the particular needs of their
  catchments.
- Transport connectivity and accessibility focal point for bus and rail network.
- Typical retail types
  - Discount department stores
  - Supermarkets
  - Convenience goods
  - Small scale comparison shopping
  - Personal services
  - Some specialty shops
- Typical Office development district level office development, local professional services.
- Future indicative service population (trade) area 20,000-50,000 persons.
- Walkable catchment for residential density target 400m
  - Residential density target per gross hectare minimum 20, however 30 is desirable.
  - Mix of land uses floor space as a proportion of the centre's total floor space —less than 10,000m2 no minimum mix of land uses is required, above 10,000m2 a mix of 20 per cent, above 20,000m2 a mix of 30 per cent, above 50,000m2 a mix of 40 per cent and above 100,000 m2 a mix of 50%.
  - Centre plan required Yes. WAPC endorsement may be required pursuant to a Structure Plan.
     WAPC endorsement is required where the proposed shop-retail floorspace (nla) of a district centre exceeds 20,000m<sup>2</sup>.

The achievement of appropriate land use diversity, including a residential/mixed-use component, is strongly supported by the Policy. Activity centres should provide for employment, appropriate urban design (especially "main street" principles), the prioritisation of public transport and appropriate access and facilities for all modes of transport.

SPP 4.2 does not provide specific floor space caps. Rather, the Policy provides guidance for the preparation of local planning strategies and centre plans to provide estimated shopping floorspace figures. The calculation of shopping floorspace under the Policy is based upon site specific socio-economic analysis.

As the Cottesloe Central activity centre falls within the Shire of Peppermint Grove and Town of Cottesloe, it will be desirable to adopt a coordinated approach in the preparation of the Local Planning Strategy and any future centre plan.

It will also be prudent to acknowledge the existing context of the centre and to what extent future development and redevelopment at the centre can be facilitated through planning control to achieve the provisions of the Policy. Prior to the preparation of an activity centre plan, it will be necessary to provide an appropriate level of guidance under the Local Planning Strategy as an interim measure to consider development proposals and provide advice. The Strategy may also be used to provide a framework for the preparation of an activity centre plan.

#### 2.3.3.10 STATE PLANNING POLICY 5.2 - TELECOMMUNICATIONS INFRASTRUCTURE

State Planning Policy 5.2 – Telecommunications Infrastructure (SPP 5.2) provides a framework for the preparation, assessment and determination of applications for planning approval of telecommunications facilities within the context of the planning system of Western Australia, excluding those exempt from approval under the Telecommunications Act.

The objectives of this Policy are to:

- Facilitate the provision of telecommunications infrastructure in an efficient, cost-effective and environmentally responsible manner to meet community needs;
- Facilitate the development of an effective state-wide telecommunications network in a manner consistent with the economic, environmental and social objectives of planning in Western Australia;
- Assist community understanding of the issues involved in the design and installation of telecommunications infrastructure and provide opportunities for community input to decision making;
- Promote a consistent approach in the preparation, assessment and determination of applications for planning approval of telecommunications infrastructure;
- Minimise disturbance to the environment and loss of amenity in the provision of telecommunications infrastructure; and
- Ensure compliance with all relevant health and safety standards in the provision of telecommunications infrastructure.

The Policy sets out guiding principles for the location, siting and design of telecommunications infrastructure, matters which should be considered when determining applications and information required to be submitted when lodging an application.

In preparing the new Scheme for the Shire, consideration will need to be given to making specific reference to this Policy or including relevant sections of the Policy into the Scheme. It may also be necessary to include telecommunications infrastructure as a specific land use within the Scheme.

# 2.3.3.11 STATE PLANNING POLICY 5.4 – ROAD AND RAIL TRANSPORT NOISE AND FREIGHT CONSIDERATIONS IN LAND USE PLANNING

State Planning Policy 5.4 (SPP 5.4), aims to promote a system in which sustainable land use and transport are mutually compatible. The objectives of the Policy are to:

 protect people from unreasonable levels of transport noise by establishing a standardised set of criteria to be used in the assessment of proposals;

- protect major transport corridors and freight operations from incompatible urban encroachment;
- encourage best-practice design and construction standards for new development proposals and new or redeveloped transport infrastructure proposals;
- facilitate the development and operation of an efficient freight network; and
- facilitate the strategic co-location of freight handling facilities.

This policy addresses transport noise from within major transport corridors, including primary freight routes, and its impact on nearby noise-sensitive land uses. It also considers the need to strategically locate freight handling facilities.

SPP 5.4 policy aims to promote a system in which sustainable land use and transport are mutually compatible. It seeks to minimise the adverse impact of transport noise, without placing unreasonable restrictions on noise-sensitive residential development, or adding unduly to the cost of transport infrastructure. It aims to provide a standardised and consistent triple bottom line framework for the consideration and management of the impacts of transport noise and freight operations when dealing with—

- new noise-sensitive development in the vicinity of existing or future major transport corridors or freight handling facilities;
- new major road or rail infrastructure projects, including major redevelopments, in the vicinity of existing or future noise-sensitive land uses; and
- the location of freight handling facilities.

The policy does this primarily by-

- identifying the situations in which it would be appropriate to assess proposals for transport noise impacts;
- establishing noise criteria to be used in the assessment of these proposals; and
- identifying measures that can be adopted to reduce road and rail transport noise in these instances.

In the context of this Policy, it should be noted that:

- Stirling Highway runs parallel with the western boundary of the Shire and Curtin Avenue to the southwest boundary which are both identified as Primary Freight Roads (Main Roads jurisdiction);
- A small portion of the Perth to Fremantle railway is located within the southwest portion of the Shire; and
- As such, the most significant source of transport noise within the Shire would be Stirling Highway.

The Policy sets out various methods to deal with noise impacts. Most relevant to the drafting of the new Scheme would be:

- The selection of appropriate zonings;
- The selection of appropriate permissible land uses; and
- The application of development and building design controls.

The identified provisions could be implemented for a specific area affected by noise through the application of a special control area where there are serious noise issues. If deemed necessary, the definition of an affected area would need to be considered in the context of existing development, proposed development, the level of noise and alternative measures to alleviate noise.

#### 2.3.3.12 LIVEABLE NEIGHBOURHOODS

Liveable Neighbourhoods is an operational policy which guides the design and assessment of regional, district and local structure plans, detailed area plans and subdivision applications for new development areas in metropolitan and country areas. The policy generally applies to all greenfield and large urban infill sites.

Liveable Neighbourhoods is intended to replace the specific issues-based Development Control (DC) Policies with a more integrated approach, taking account of various matters relevant to broad-acre planning including:

- Overall community design;
- Movement networks;
- Lot layout;
- Public parkland;
- Urban water management;
- Utilities;
- Activity centres and employment; and
- Schools.

Under the WAPCs DC Policies, these matters are dealt with on an individual basis.

At present, there are no significant redevelopment sites within the Shire. As such, Liveable Neighbourhoods is considered to be less relevant to the Shire. It should however be noted that many of the key principles surrounding Liveable Neighbourhoods are reflected within the existing urban form of the Shire, including:

- A grid street system;
- Activity centre and activity corridor style development fronting Stirling Highway; and
- North-south lot orientation, with appropriate east-west side street surveillance.

These desirable urban design and development outcomes should be retained and expanded upon in preparing the Strategy and new Scheme for the Shire.

### 2.3.4 REGIONAL STRATEGIES

#### 2.3.4.1 DIRECTIONS 2031 AND BEYOND

Directions 2031 provide a high level vision and spatial plan for the growth and development of the Metropolitan Perth and Peel region.

"By 2031, Perth and Peel people will have created a world class liveable city: green, vibrant, more compact and accessible with a unique sense of place."

In terms of general planning and development commentary, Directions 2031, identifies that the central sub-region is characterised by some of the State's oldest urban settlement patterns and has a high level of amenity due to its proximity to the river and the coast. A particular characteristic of the sub-region is the dominance of the traditional grid form of neighbourhood subdivision, which provides important opportunities for targeted infill development and redevelopment to meet changing community needs. Blanket redevelopment or intensification of these traditional suburbs will not be considered unless these initiatives are supported by the local communities.

In addition, challenges associated with heritage, development costs, servicing capacity and the provision of social infrastructure are more likely to influence development in the central sub-region, and must be considered in the planning of new areas to ensure they do not unduly constrain consolidation opportunities. In recent years there has been an increase in the population of many inner and middle suburbs where previously there had been a general decline in growth associated with ageing populations and competition from other land uses. The demand for inner city residential locations is expected to continue for housing forms that can accommodate younger people and those wishing to remain in the neighbourhoods they grew up in. However, there is also a need to introduce greater diversity in the new housing market to accommodate families.

The Central Metropolitan Perth Sub-Regional Strategy identified that in order to plan for the anticipated growth of 121,000 dwellings in the Central Metropolitan Perth Sub-Region. Specific housing targets were established for each of the 19 local governments in the sub-region through to the year 2031. A draft target of 200 dwellings was identified for the Shire, with a final target of 280 dwellings having been more recently established by the State Government.

With respect to the Cottesloe District Centre, State Planning Policy 4.2 - Activity Centres for Perth and Peel establishes density targets for Density Centres, including a minimum residential density target per gross hectare of 20 dwellings and a desirable density target of 30 hectares. Development Control Policy 1.6 - Planning to Support Transit Use and Transit Oriented Development also establishes a minimum density of 25 dwellings per hectare where sites have the advantage of close proximity to a rail station, major bus interchange or bus route that provides service frequencies equivalent to rail.

In responding to the above-mentioned density targets, the following opportunities have been identified in the Strategy:

- A current theoretical latent infill capacity approximately 148 dwellings.
- Opportunities for increased densities and Mixed Use development in proximity to Stirling Highway, including the above latent infill capacity – approximately 278 dwellings.
- Cottesloe Central Shopping Centre redevelopment approximately 90 to 140 dwellings.

Based upon the current information it is estimated that a total theoretical dwelling yield of 353 – 418 dwellings could be accommodated generally consistent with the 280 target established by the State Government as part of the *Directions 2031* strategy. It is important to note that this represents a theoretical yield only and would not necessarily reflect actual yields which will be dependent upon development uptake and site specific requirements.

Further development would present challenges, with respect to the potential loss of amenity and is therefore not considered appropriate, nor proposed with the strategy.

#### 2.3.4.2 CENTRAL METROPOLITAN PERTH SUBREGIONAL STRATEGY (DRAFT)

The draft Central Metropolitan Sub-regional Strategy (August 2010) is based on the outcomes sought by Directions 2031 and Beyond, the spatial framework for Perth and Peel. Directions 2031 set employment

and housing targets for the Central sub-region and the Strategy investigates opportunities for the delivery of the targets and sets strategic priorities for the long-term development of the sub-region.

The central sub-region of metropolitan Perth encompasses the local governments of Bayswater, Belmont, Canning, Fremantle, Melville, Nedlands, Perth, South Perth, Stirling, Subiaco, Peppermint Grove, Bassendean, Cambridge, Claremont, Cottesloe, East Fremantle, Mosman Park, Victoria Park and Vincent.

According to the Sub-Regional Strategy, the population of the Central Metropolitan sub-region will increase by approximately 205,000 to 910,000 people by 2031 requiring at least 121,000 new dwellings. In order to plan for the anticipated growth of 121,000 dwellings in the central metropolitan sub-region, this strategy specifies housing targets that each of the 19 local governments. Peppermint Grove has a draft target of 200 dwellings, with a final target of 280 dwellings recently established by the State Government.

In addition, the Strategy highlights key challenges as the central region grows to 2031 including balancing the protection of the natural environment to facilitate more intensive development and to cater for a diverse demographic composition (including smaller households), building better connections between activity centres, providing increased densities whilst maintaining the character and heritage of neighbourhoods and promotes the collaboration and coordination between service authorities regarding infrastructure provision.

The Strategy also recognises that key high-frequency public transport corridors can provide improved corridors between activity centres, providing opportunities for new medium density housing in existing urban areas, known as 'urban corridors', and states that urban areas within a five minute walk of high frequency routes are priority locations for new housing.

#### 2.3.5 OTHER RELEVANT DOCUMENTS AND STUDIES

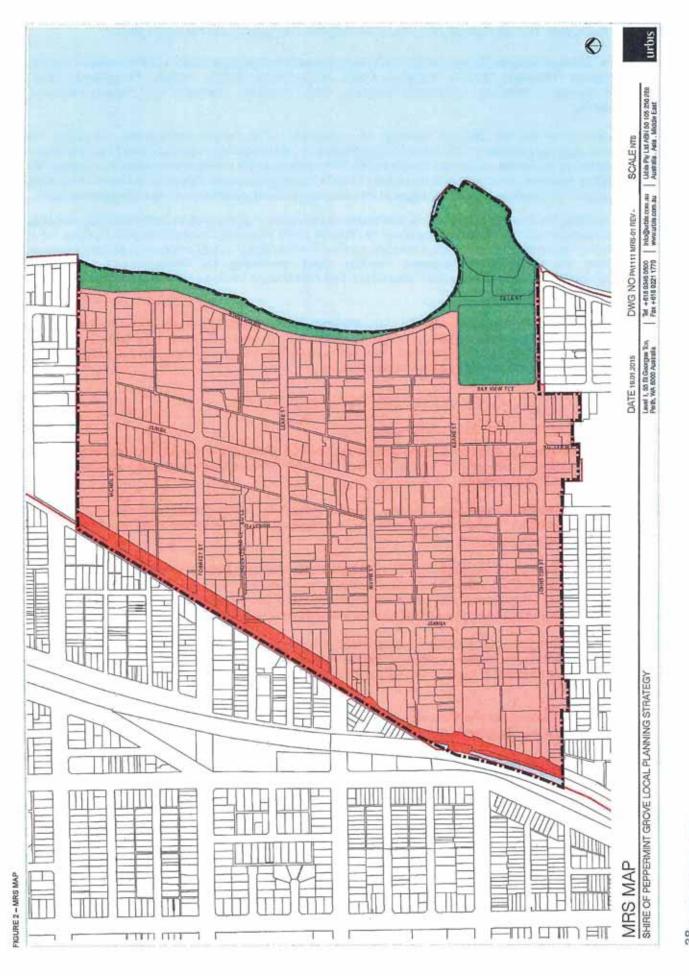
#### 2.3.5.1 METROPOLITAN REGION SCHEME

- The Metropolitan Region Scheme (MRS) is the statutory planning scheme for the Perth Metropolitan Region and is administered by the WAPC. The MRS entails broad zones and identifies regional reserves for various uses.
- Local Planning Schemes provide more specific zonings, and related development control provisions, for land which is broadly zoned by the MRS. The MRS regional reserves must be reflected in all Local Planning Schemes.
- For the most part, land within the Shire is zoned Urban under the MRS. The urban zoning, whilst not specifically defined within the MRS, provides for a variety of land uses, mostly private, such as residential development, commercial development and some forms of industrial development. As identified above, such more specific zonings would be set by the Local Planning Scheme.

Land within the Shire abutting the Swan River is reserved for Park and Recreation and the Stirling Highway land is reserved as Primary Regional Roads. A small portion of land to the southwest of the Local Government area is reserved for Railways, being the Perth to Fremantle passenger rail corridor.

In accordance with the Planning and Development Act (2005), all Local Planning Schemes are
required to be consistent with the MRS.

An extract of the Metropolitan Region Scheme Map is provided in Figure 2 overleaf.



#### 2.3.5.2 STIRLING HIGHWAY ACTIVITY CORRIDOR STUDY

Stirling Highway is located on the western perspective of the Shire of Peppermint Grove. The Stirling Highway Activity Corridor Study (SHACS) was commissioned by the WA Planning Commission and guided by a Project Working Group of key stakeholders.

The aim of the SHACS is to develop a framework to guide sustainable redevelopment adjacent to Stirling Highway between Hampden Road, Subiaco and Queen Victoria Street, North Fremantle. The study is reliant on two inter-related and staged projects, namely;

A staged urban design and form based code study to guide built form and redevelopment opportunities in a sustainably planned manner.

The study is investigating opportunities to improve and guide future planning of Stirling Highway, as an activity corridor. SHACS seeks to plan for providing better amenity for residents, cyclists, pedestrians and public transport patrons.

When the transport planning (Phase 1) of SHACS is finalised, landowners, government and service providers will gain clarity and certainty, on the long term alignment and design of the highway. This will allow for consistent assessment of redevelopment proposals across the seven local councils, with responsibility over Stirling Highway.

The certainty Phase 1 will provide allows for the progress of detailed urban design and land use planning (Phase 2). Phase 2 will focus on preparation of a guidance document for future redevelopment along Stirling Highway. This will be a starting point for community consultation on the opportunities identified within the Stirling Highway activity corridor and future redevelopment potential.

Phase 1 was available for public comment up until Friday 27 July 2012 as Metropolitan Region Scheme Amendment 1210/41 - Rationalisation of Stirling Highway Reservation. The amendment has not yet been finalised. In light of the current status of the study, land along Stirling Highway has been identified in the Strategy as an 'Investigation Area'.

#### 2.3.5.3 WAPC OPERATIONAL POLICIES

Development Control Policies are prepared by the Western Australian Planning Commission, as operational Policies. The Policies are used as a guide for decision making by the Commission and Local Government, and are generally more specific than State Planning Policies.

The following provides a summary of the key Development Control Policies considered most relevant to the preparation of the Strategy and new Scheme for the Shire of Peppermint Grove.

#### 2.3.5.4 DEVELOPMENT CONTROL POLICY 1.6 – PLANNING TO SUPPORT TRANSIT USE AND TRANSIT ORIENTED DEVELOPMENT

Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development (DC 1.6) sets out the Commission's position in relation to development within approximately 800m of existing and future railway stations in the Perth Metropolitan Region. The primary objective of the Policy is to encourage the adaptation and amendment of planning Schemes to facilitate intensive residential and mixed-use development within a reasonable walking distance of railway stations, hence ensuring the best possible integration of land use with the suburban rail system. Achieving this objective will in turn improve the viability, accessibility and patronage of the system.

A significant portion of the Shire is located within an 800m catchment of the Cottesloe railway station. As such, in preparing a Strategy and new Scheme for the Shire, it will be necessary to have regard to the provisions of this Policy. Any form of intensified development will however need to be carefully considered in the local context of the Shire.

#### 2.3.5.5 DEVELOPMENT CONTROL POLICY 4.2 - PLANNING FOR HAZARDS AND SAFETY

The intent of Development Control Policy 4.2 Planning for Hazards and Safety (DC 4.2) is to ensure that the planning process addresses the risk from adverse man-made and natural events. The objectives of the Policy are:

To ensure that developments are reviewed with a view to maintaining appropriate public safety;

- To maintain acceptably low risk exposure through appropriate planning procedures;
- To provide guidelines for the consideration of the influence of existing risk levels in the planning process; and
- To provide for the development of industries and activities which are hazardous but which are desirable for the benefit of the wider community.

As the majority of the Shire and surrounding locality is zoned for residential or commercial purposes, there is considered to be minimal risk in terms of hazardous land uses. The most relevant natural threat would be from the Swan River in the context of flooding or land movements. Most of these events would however be contained within the Parks and Recreation foreshore reserve of the River.

2.3.5.6 DEVELOPMENT CONTROL POLICY 5.1 - REGIONAL ROADS (VEHICULAR ACCESS)

Development Control Policy 5.1- Regional Roads (Vehicular Access) sets out the applicable principles for vehicle access to or from developments abutting regional roads.

The objectives of the Policy are:

- To outline planning principles to be applied in the determination of proposals for vehicle access to regional roads;
- To ensure that vehicle access to regional roads and the type of abutting developments is controlled and conforms with sound town planning principles; and
- To improve traffic flow and safety on all regional roads, either new or existing, by minimising the number of junctions or driveways.

Stirling Highway is the only regional road within the Shire of Peppermint Grove. A key implication of the Policy relevant to land abutting the Highway is that there is a general presumption against the creation of new driveways or the increased use of existing accesses to these roads. Access onto side streets or rear laneways should be utilised where possible.

It is however acknowledged that where alternative access arrangements are not possible, the following options should be considered:

- Establishing reciprocal rights of access with adjoining land to reach side and rear streets;
- Rationalise the number of crossovers; and
- Combine crossovers with neighbouring land.

If is identified that applications proposing access from regional roads should be considered in terms of various safety measures and the volume and type of traffic generated by the development. Where access is permitted, conditions of approval should be applied prescribing location, width, safety features and movement arrangements.

The Policy position of limiting access to Stirling Highway will need to be carefully considered in setting strategic direction for planning, through the Strategy, and through controls imposed through the Scheme. This Policy will play a significant part in determining future development outcomes on land abutting Stirling Highway.

2.3.5.7 DEVELOPMENT CONTROL POLICY 6.3 – PLANNING CONSIDERATIONS IN THE METROPOLITAN REGION FOR SOURCES OF PUBLIC WATER SUPPLY AND SENSITIVE WATER RESOURCE AREAS

DC 6.3 considers the protection and conservation of water resources as important considerations in the planning for future land use. The policy provides a framework for WAPC in the assessment of subdivision and development proposals, and planning Schemes and amendments. A key consideration is whether the change in land-use or development proposed would adversely affect a water supply and/or sensitive water resource area.

The objectives of the Policy are to:

- To heighten awareness amongst planners, developers and public authorities of the need to plan for water conservation;
- To avoid development that will unacceptably diminish the quality and quantity of water resources and unacceptably modify the ecosystem; and
- To ensure that subdivisional designs and servicing arrangements:
  - Make provision for water conservation;
  - Avoid pollution of resources;
  - Minimise adverse alteration to the water balance; and
  - Minimise the destruction by draining or filling of existing wetlands.

The most sensitive water resource area for the Shire is the Swan River. In this regard, a key consideration in any development proposal would be the impact of drainage on the River and its environmental values. This will need to be reflected in the Shire's Local Planning Strategy and provisions or objectives may need to be considered for inclusion into the new Scheme.

#### 2.3.5.8 WAPC PLANNING BULLETINS AND GUIDELINES

The WAPC has also published a series of Planning Bulletins and Practice Notes for local governments and State Government Agencies on a range of planning matters

The Planning Bulletins of particular relevance to the Shire are:

- Planning Bulletin 92 Urban Water Management
- Planning Bulleting 109/2013 Residential Design Codes
- Planning Bulletin 33 Rights-of-Way or Laneways in Established Areas Guidelines

The Planning Guidelines and Manuals of particular relevance to the Shire are:

- Transport Assessment Guidelines for Developments
- Guidelines for the Preparation of Integrated Transport Plans
- Visual Landscape Planning in Western Australia.

#### 2.4 EXISTING LOCAL PLANNING CONTEXT

# 2.4.1 SHIRE OF PEPPERMINT GROVE COMMUNITY STRATEGIC PLAN (JUNE 2013)

This plan serves as the key strategic planning tool for the development of the propriety objectives for the next ten years. The objectives Council has adopted for each key result area are as follows:

- Community Development
  - o Strengthen community cohesiveness and participation.
  - Strengthen the cultural and historical significance of Peppermint Grove.
  - Ensure access to services as needs change within the community.

- Infrastructure
  - Upgrade and maintain Shire infrastructure.
  - Investigate infrastructure improvements which will facilitate sustainable on going management.
- Governance
  - Ensure than all Shire resources are managed effectively.
  - Provide leadership for council activities on behalf of the community.
- Organisational Capacity
  - That the Shire of Peppermint Grove will be an employer by choice.
  - Compliance with the requirements of all statues and legislation relevant to local government.
- Built Environment
  - Increase capacity for the Shire to ensure the built environment reflects the aspirations of the community and retains its unique history, heritage and character.
- Natural Environment
  - Protect and enhance Peppermint Grove's natural environment and biodiversity.

The Shire will measure its performance against a sustainability index based on a balanced outcome and will be reported on an annual basis.

The specific actions addressed in this plan have been identified within the Strategy as appropriate to remain in line with the current Community Strategic Plan for the Shire.

#### 2.4.2 TOWN PLANNING SCHEME NO. 3

The Shire of Peppermint Grove Town Planning Scheme No 3 (Consolidated) as at May 2005 is the current planning scheme governing development and land use within the Shire of Peppermint Grove and has been subject to 14 previous amendments.

TPS 3 currently contains one objective, as follows:

"The objective of the Scheme is to maintain and to encourage a high quality of environment."

The key focus of this objective appears to be on preserving the existing amenity of the Shire. This is generally consistent with the findings of community consultation undertaken to date.

TPS 3 contains four zones, being:

- Residential;
- Commercial;
- Car Parks; and
- Private Clubs and Institutions.

#### **Residential Zone**

Reflecting the Shire as being predominately a residential area, the Residential zone covers a majority of the Scheme area. Residential densities vary between R10 and R40. Generally speaking, the lower

density areas abut the Swan River and the medium density areas abut Stirling Highway. The majority of the Scheme area has a base coding of R12.5.

The use of a Residential zone and R-Codings is consistent with the MST and its associated guidelines. It is, however, likely that the extent of residential zoned land and its associated density coding will need to be reviewed in preparing the new Scheme.

Strategic planning at the State Government level clearly indicates a desire for increased residential densities within inner-City areas, including Peppermint Grove. It is acknowledged that the need to achieve State objectives has to be appropriately balanced with the desires of the local community.

In this regard, it has been initially identified that any form of development intensification should be focussed on the Stirling Highway area, and that the remainder of the Shire should retain its existing low density residential development.

#### **Commercial Zone**

The Commercial zone of TPS 3 provides for a variety of commercial and residential land uses.

Two areas of land abutting Stirling Highway are zoned Commercial. The first area is located between Leake Street and Irvine Street along Stirling Highway and predominately consists of the Cottesloe Central Shopping Centre and associated commercial development. The key land uses in this area include retail shops and offices.

Another portion of Commercial zoned land is located at the intersection of Johnston Street and Stirling Highway. This land mostly consists of residential and office development. Given that the existing TPS 3 Commercial zone provides for a variety of uses, including residential, it may be appropriate to consider the application of a mixed use zone.

State Planning Policies promote the establishment of Stirling Highway as an activity corridor and it is understood that the Shire is open to considering additional commercial and mixed-use development along Stirling Highway. The future extent of commercial development within the Shire and the zoning applied to commercial areas will be subject to further investigation and be tested through the community and stakeholder engagement process.

#### **Car Parks Zone**

TPS 3 also contains a Car Parks zone. The area of land zoned Car Park abuts the Cottesloe Central shopping centre.

Car parking is a land use which can be considered in most zones of a local planning scheme, particularly in commercial zones. As such, there may be no need for a car park zone under the Shire's new Scheme.

#### Private Clubs and Institutions Zone

A significant portion of the Scheme area is zoned for Private Clubs and Institutions. This site contains the Presbyterian Ladies College.

As part of the preparation of the new Scheme, it will be prudent to review other Schemes to identify zones used for private schools and discuss the most appropriate approach with the Department for Planning.

The following Local reserves are included within TPS 3:

- Parks and Recreation; and
- Public Uses.

#### Parks and Recreation Reserve

A Local Planning Scheme Reserve designation of Parks and Recreation (Restricted Use) use is currently shown within the TPS3. This reserve was associated with a bowling club which previously existed on the

site and has since been replaced by the Shire administration building and library. Any residual open space can be consolidated within a broader Civic and Community reserve under the new scheme.

#### Public Uses Reserve

The Scheme area reserves several parcels of land for a variety of Public Uses.

Public Uses is not listed as a suggested reserve in the MST guidelines. Instead, the terminology of Public Purposes or Public Utilities is provided. It will be necessary to consider the use of these suggested reserves when preparing the new Local Planning Scheme for the Shire

#### 2.4.3 TOWN PLANNING SCHEME AND MODEL PROVISIONS

A review of the overall format and structure of TPS 3 against the Model provisions contained within the Planning and Development (Local Planning Schemes) Regulations 2015 (the Regulations) has been undertaken to determine whether there will be any overarching issues in terms of bringing the format and structure of the Scheme into the Model provisions format and structure. No issues are envisaged in terms of preparing the new Scheme based upon the Regulations.

The Model provisions contain predetermined purposes of the Scheme, but requires the preparation of general aims as well as specific objectives for the zones contained within the Scheme. The general aims and zone objectives will be identified in consideration of this background research and community and stakeholder consultation.

Part of the statutory process involved in preparing the new Scheme has required Council to identify preliminary objectives and intentions of the Scheme, as follows:

- To maintain and encourage a high quality of environment and preserve the amenity of the Shire;
- To identify land for residential and commercial uses;
- To identify local and regional reserves for recreation and conservation;
- To provide for orderly and proper planning;
- To provide the statutory basis for land use and development control within the Shire; and
- To set out administrational and operational requirements and procedures for planning.

These preliminary objectives and intents will be used as a basis for the new Scheme but can be changed as the project progresses.

NB In October 2015 the State Government gazetted the Planning and Development Regulations 2015. Schedule 2 of these new regulations included Deemed Provisions, which automatically amend sections of Local Planning Schemes. Draft Local Planning Scheme No.4 has been updated to reflect this change.

#### 2.4.4 EXISTING LOCAL PLANNING POLICIES

#### **Rights of Way**

The current Shire Policy position stipulates the ceding of additional land through the subdivision process to allow for the widening of rights-of-way, facilitating the creation of under width roads.

As the Shire's Policy on rights-of-way is attached to the Scheme, any changes to the Policy will necessitate a Scheme Amendment.

In preparing the new Scheme, consideration will need to be given to ensuring that all Local Planning Policies sit outside of the Scheme. This approach is consistent with that of the Regulations.

#### Advising Adjoining Owners on Development Proposals

The Policy stipulates that all applications for approval shall be referred to surrounding landowners for comment, prior to determination. When read in conjunction with the TPS 3 zoning table and referral provisions, it would appear that all applications for approval are advertised for public comment.

This Policy will require review to reflect planning approval requirements that are now in place under the Deemed provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015.* 

#### Streetscape

The Streetscape Policy sets out provisions to encourage a high quality of streetscape in the Shire. Matters addressed include visibility, setbacks, bulk and scale, relationship to adjoining development, overlooking and overshadowing, street trees, vehicular and pedestrian safety, fencing and design and construction.

The existence of the Policy provides a clear indication of the value placed upon streetscape within the Shire. This will be a clear consideration when drafting the Shire's Local Planning Strategy and new Scheme.

#### T.V. Satellite Dishes Installation

This Policy sets out to minimise the impact of T.V. Satellite Dish installation by ensuring that their location on a building or ground will not detrimentally affect the streetscape and the amenity of the adjoining owners. To do this, the Policy sets out factors to be considered in assessing a proposal.

This Policy further highlights the value placed upon retaining the streetscape within the Shire.

#### **Carports and Garages**

The Shire has prepared a Policy to ensure that the design and construction of garages does not detrimentally affect the streetscape and the general amenity of the Shire. In this regard, a significant front setback is required along with the selection of materials that are in harmony with the building and the streetscape.

As inappropriately designed and sited carports and garages can have a detrimental effect on streetscape, the need for this Policy for the Shire is evident.

#### Outbuildings

The Shire's Policy on outbuildings sets out requirements for construction materials, height, siting and floorspace. It is stated that outbuildings shall not be used for additional habitable accommodation.

#### Development Guidelines for R25 Superblock Subdivision, Bay View Terrace

A set of design guidelines and Detailed Area Plans have been adopted by the Shire as a Policy to guide and facilitate the development of a particular site within the Shire. The Policy was prepared to ensure high quality development which compliments the existing character and amenity of the surrounding locality.

## 2.5 LOCAL PROFILE

### 2.5.1 GENERAL

The Shire of Peppermint Grove is the municipal authority for the suburb of Peppermint Grove (with the Shire and suburb boundaries matching exactly). Recognised as one of Australia's premier residential suburbs, Peppermint Grove's picturesque riverside setting, lush tree lined streets and stately homes play a significant role in creating a unique and distinguished sense of place and character. Municipal councillors and staff are conscious of protecting and enhancing local streetscapes and amenity, as reflected in the Shire's existing planning controls (Town Planning Scheme No. 3).

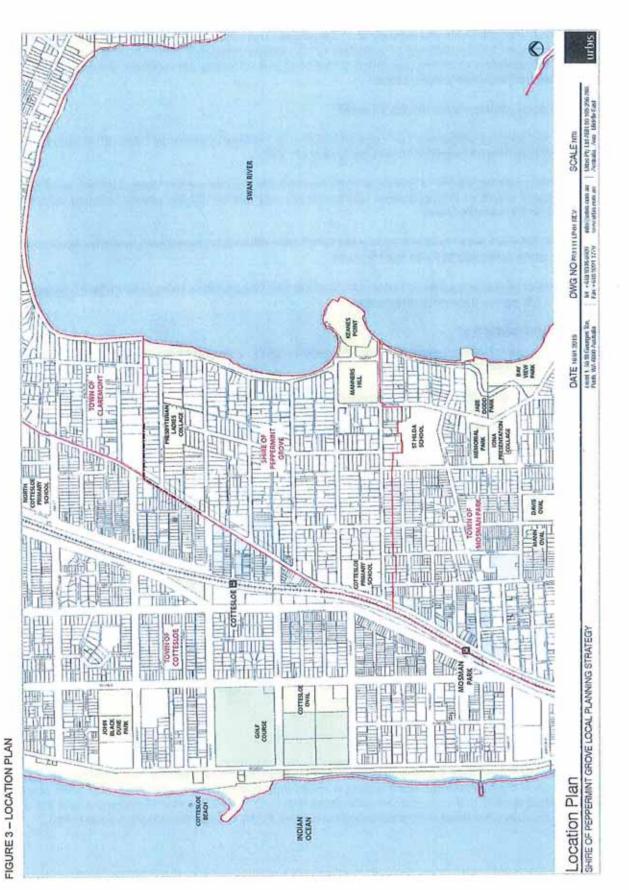
Originally subdivided in 1891, Peppermint Grove is nestled between Stirling Highway and the Swan River, approximately 11 kilometres south-west from Perth's Central Business District. Covering an area of less than 1.5 square kilometres, the Shire holds the unique title of smallest municipality in Western Australia. Predominantly a residential suburb, Peppermint Grove also comprises a sizeable provision of open space at the Foreshore Reserve, Manners Hill Park and Keane's Point Reserve (adjacent to Royal Freshwater Bay Yacht Club). Other land uses include a diverse mix of commercial along Stirling Highway, education (Presbyterian Ladies' College, Cottesloe Primary School) and places of worship (St Columba's Presbyterian Church, St Mary Star of the Sea).

A Location Plan is provided at Figure 3 (overleaf) illustrating the general context for the Shire in its surrounds.

#### 2.5.2 PHYSICAL FEATURES

Freshwater Bay forms part of the Pleistocene Tamala Limestone geological unit, which is made up of cemented quartz due sand and calcerous shell material. A surface expression of the Tamala foundations occurs near Pindari Place - here the cliff face exposes the shell rock and is estimated as having formed 30,000 BC. Around Freshwater bay more generally, overlying the geological unit are the Cottesloe and Karrakatta soil formations, which are shallow and infertile. The boundary between these formations is approximately north of Cliff Way and the Richardson Avenue intersection.

The physical form of the land generally does not present significant constraints on subdivision/development activity and on-going land uses. The undulating nature of the landscape does, however, require careful consideration to be given to matters such as building heights and the use of retaining walls – to ensure that appropriate standards of amenity and protection of streetscapes is achieved.



BACKGROUND INFORMATION AND ANALYSIS 47

PEPPERMINT GROVE LOCAL PLANNING STRATEGY JANUARY 2017

### 2.5.3 POPULATION AND HOUSING

#### 2.5.3.1 POPULATION AND GENDER

Between recent censuses, Peppermint Grove's population figures remained relatively constant. As at August 2011, the Shire had a population of 1,528 people. This reflected a decrease of 53 persons from the 2006 census (1,581 residents) or a decline of 12 persons compared with the Shire's population in 2001 (1,540 residents). A stable population is due to factors including few available development sites and a tightly held local real estate market.

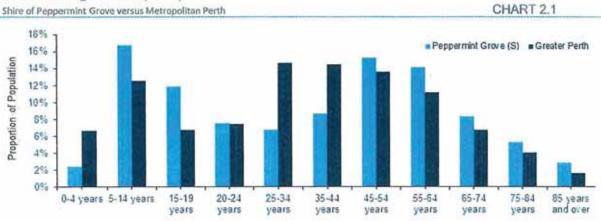
Other key demographic characteristics included:

- Shire residents of indigenous or Torres Strait Islander heritage represented 0.5% of the population: notably less than metropolitan Perth's equivalent of 1.6%;
- Regarding gender, 55.0% of Shire residents were female. Across greater Perth, females accounted for a lower 50.4% of the population. However it is noted that an all-girls private boarding school is located in Peppermint Grove;
- Shire residents born in Australia accounted for 67.5% of the local population: a notably higher result than that for metropolitan Perth (59.6%); and
- In terms of language spoken at home, 83.6% of the Shire's population only spoke English, compared with 77.8% across the metropolitan area.

#### 2.5.3.2 AGE PROFILE

The median age of Shire residents was 40 years in 2011, compared with the Perth metropolitan equivalent of a lower 36 years.

As illustrated in chart 2.1, the Shire was home to a significantly lower proportion of persons aged between 25 and 44 years (15.4%) compared with metropolitan Perth (29.2%). The Shire also comprised higher proportions of residents aged a) in excess of 45 years (45.9%) compared with greater Perth (37.3%) and b) between 5 and 19 years: 28.7% in the Shire versus 19.4% across the metropolitan area.

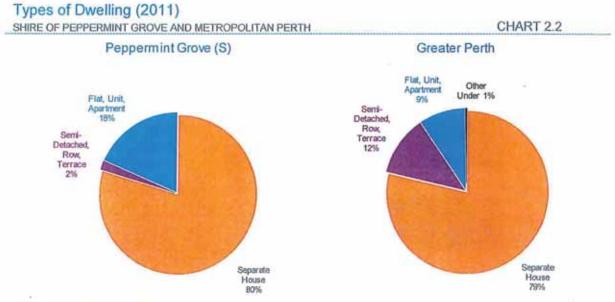


## Residents' Age Profile (2011)

Source: ABS Community Profile, Urbis

#### 2.5.3.3 DWELLING TYPE

In 2011, Peppermint Grove and metropolitan Perth shared similar compositions of dwelling stock (see chart 2.2). The main differences were among medium density dwellings. Around 18.4% of Shire stock was classified as flat, unit or apartment (compared with 9.1% of metropolitan dwellings) and 1.8% of Peppermint Grove's dwellings were semi-detached (versus 11.9% of stock throughout greater Perth).



Source: ABS QuickStats, Urbis

While the proportion of separate houses within the Shire is commensurate with that of metropolitan Perth, it should be noted that the density of single residences in the Shire is generally much lower than elsewhere in Perth. In addition, dwelling footprints in Peppermint Grove are generally much larger.

#### 2.5.3.4 HOUSEHOLD SIZE AND TYPE

The Shire's average household size in 2011 was 2.8 persons, compared with the metropolitan equivalent of 2.6 persons. The Shire's result was partly reflective of the high proportion of young residents aged between 5 and 19 years (28.7% of the population).

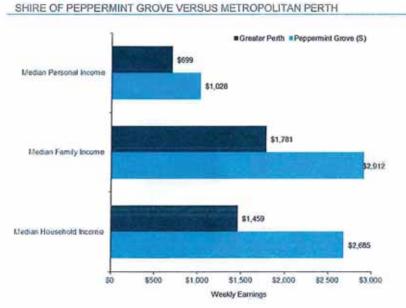
Family composition breakdowns in the Shire were similar to those seen across the metropolitan area. There were slightly more couples a) without children in Peppermint Grove (40.2%) than in greater Perth (37.9%) and b) with children in the Shire (49.3%) than across the metropolitan area (45.5%). Single parent families were proportionally more common in greater Perth (14.6%) than in Peppermint Grove (9.4%).

#### 2.5.3.5 INCOME

As illustrated in chart 2.3, Shire residents earned considerably higher wages in 2011 than the Perth metropolitan medians. The median weekly household income in Peppermint Grove (\$2,685) was close to two times that of the metropolitan equivalent (\$1,459).

In line with Peppermint Grove's high property values, Shire residents typically spent more on their mortgages and rent. The 2011 median monthly mortgage repayment for metropolitan Perth was \$2,000 while the figure for Peppermint Grove was \$2,167. Similarly, the Shire's median weekly rent of \$370 was 15.6% higher than metropolitan Perth's equivalent (\$320). It is worth noting that the majority of dwellings in Peppermint Grove were owned outright (50.4%) compared with under a third (29.3%) of occupied private dwellings throughout Perth (see chart 2.4 overleaf).

### Weekly Earnings (2011)



## 2.5.3.6 HOME OWNERSHIP AND TENURE

Home ownership and tenure in Peppermint Grove differed markedly from the Perth metropolitan region in 2011 (see chart 2.4). Dwellings in the Shire were significantly more likely to be fully owned (50.4% versus 29.3%), likely reflecting the suburb's established nature, residents' high average incomes and tightly held residential market. Similarly, only 24.7% of homes in Peppermint Grove were mortgaged, in contrast with 39.8% of dwellings across Perth. The proportion rented homes, however, was similar in both geographies (22.2% in Peppermint Grove versus 27.6% across Perth).

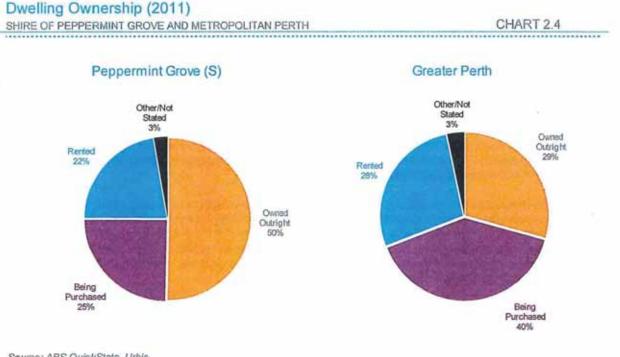


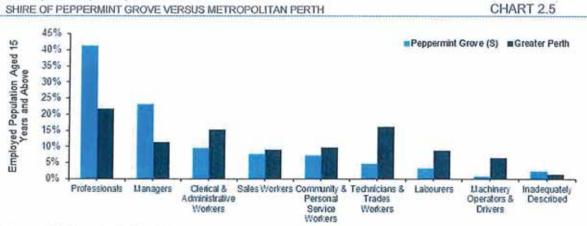
CHART 2.3

#### 2.5.4 ECONOMY AND EMPLOYMENT

#### 2.5.4.1 OCCUPATION

As illustrated in chart 2.5, and generally correlating with the Shire's higher average incomes and levels of education, a significantly greater proportion of Peppermint Grove residents had professional or managerial occupations (64.3%) in 2011 compared with the population of the metropolitan area (33.1%). In contrast, a lower proportion of Shire residents were employed as tradespeople, labourers and machinery operators (8.6%) than residents of greater Perth (31.5%).

#### Occupation (2011)



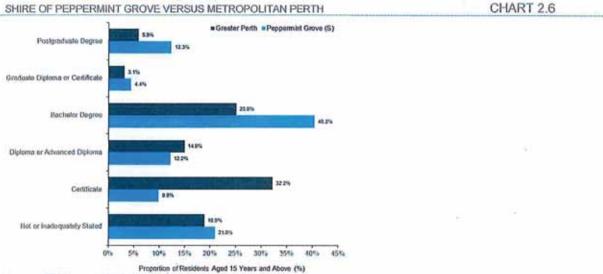
Source: ABS Community Profile, Urbis

#### 2.5.4.2 EDUCATION

In 2011, residents of Peppermint Grove had attained higher average levels of education than their metropolitan counterparts. A greater proportion of Shire residents (58.2%) had completed year 12, compared with approximately 42.0% of Perth's population.

Regarding tertiary education, 79.0% of Peppermint Grove residents possessed a qualification compared with 81.1% throughout the metropolitan area. However university qualifications in the Shire (57.0%) were proportionally higher than those in greater Perth (34.0%), while greater Perth was home to proportionally more technically qualified persons (47.1%) than Peppermint Grove (22.0%).

#### Non-School Qualification (2011)\*



Source: ABS Community Profile, Urbis

\* Excludes schooling up to year 12 and persons with a qualification outside the scope of the Australian Standard Classification of Education (ASCED)

#### 2.5.5 RETAIL /COMMERCIAL

Cottesloe Central, at 460 Stirling Highway in Peppermint Grove, is classified as a sub-regional shopping centre by the Property Council of Australia (PCA). Opened in 1977 and initially known as The Grove Shopping Centre, the property is currently owned by Western Australian-based property syndicate Primewest. Anchor tenants include Woolworths and Bunnings, along with a variety of specialty retailers. The two-storey property has a gross lettable retail area of 10,579 sqm and comprises a further 1,349 sqm of office space. Enclosed parking for 318 vehicles is provided, in addition to 160 open car bays.

Additional stand-alone retail is offered in Peppermint Grove, namely along Stirling Highway (between Leake Street and Irvine Street and on the southern corner of Johnston Street) and adjacent to Royal Freshwater Bay Yacht Club ("Cappuccino by the River"). Tenancies on Stirling Highway, within the suburb's boundary, include Red Rooster, Vintage Cellars, Liquorland, PoolSpa, Acton Real Estate and Hair Lounge. Retail on Stirling Highway complements Cottesloe's offer on Napoleon and Jarrad Streets (including the Boatshed Market and numerous food and beverage shops).

Within Perth's wider western suburbs' region, Claremont Quarter, approximately three kilometres northeast from Peppermint Grove at 9 Bayview Terrace in Claremont, provides the greatest competition to the Shire's retail offering. Owned by the private Western Australian property group Hawaiian (50%) and the state-government created Queensland Investment Corporation (QIC) (50%), the centre is classified as a regional shopping centre by the PCA. Claremont Quarter features a gross lettable retail area of 27,676 sqm, a further 464 sqm of office space and parking space for 1,267 vehicles (with the majority of bays being undercover). As anchor tenants, the centre boasts David Jones and Coles, in addition to many high-end specialty retailers.

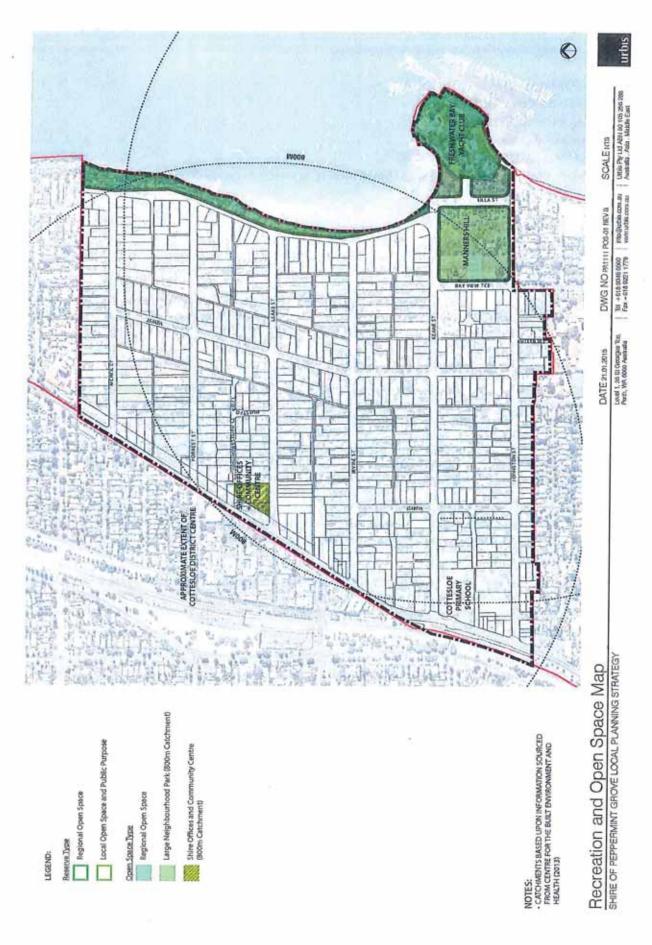
#### 2.5.6 OPEN SPACE/RECREATION OPPORTUNITIES

The Swan River foreshore and Manners Hill Park provide recreation opportunities for local residents, visitors and tourists alike. A total area of 6.167 hectares has been identified as parkland within the Shire, compromising both 'regional open space' and 'local open space' (excluding land used for the Council offices and library)

Based on an analysis of the open space currently available, 91.1 % of the population is within 800 meters of parkland. Further recreational opportunities may be available through the use of school grounds and similar.

Any application for subdivision would need to be considered on its merits, in the context of the WA Planning Commission policy requirements for open space to be set aside. Figure 4 – Recreation and Open Space Map overleaf, illustrates the location of open space areas.

# FIGURE 4 - RECREATION AND OPEN SPACE MAP



PEPPERMINT OROVE LOCAL PLANDING STRATEGY JANUARY 2017

#### 2.5.7 COMMUNITY FACILITIES

The Shire has a number of community facilities that service the local community and wider population. For the smallest municipality in WA, the Shire provides a range of community facilities to meet the needs of the population. The facilities include the following:

- The Grove Library
- The Grove Community Centre
- Royal Freshwater Bay Yacht Club
- Peppermint Grove Tennis Club
- First Mosman Bay Sea Scouts Hall
- Keane's Point parkland including children's play equipment, grassed open space and barbeque facilities
- Star of the Sea Church
- St Columba's Church
- Peppermint Grove Child Health Centre
- Presbyterian Ladies College
- Cottesloe Primary School

The Shire's community facilities such as The Grove Library and the SHINE Community Care (Aged Care - located within Cottesloe) are funded, operated and managed in association with the adjacent local authorities in order to provide enhanced services for the residents of each of the municipalities.

#### 2.5.8 URBAN DESIGN AND HERITAGE

The suburb of Peppermint Grove evolved from a number of blocks surveyed and subdivided in late 1891 becoming available for purchase. The subdivision was a surveyor's grid over a trapezoidal piece of land, with an irregular edge along The Esplanade, following the gentle curve of Freshwater Bay.

The place took its name from the endemic peppermint trees (Agonis flexuosa) that were soon to become the characteristic street and shoreline trees for the suburb. The tree-lined streets, single residences and other buildings, create a significant West Australian streetscape or precinct.

Peppermint Grove is valued by the local and wider community for its aesthetic characteristics, including the Freshwater Bay setting, vistas, peppermint tree lined streets and many fine examples of Western Australian domestic and ecclesiastical architecture with traditionally large street and neighbouring boundary setbacks.

The place is widely valued for its many well design individual homes, including many very fine homes from the first phase of the Shire's settlement. The Shire is valued for its setting created by the natural assets of the shoreline and bay, topography, vistas, and tree-lined streets, together with its collection of individual houses.

There are numerous rights-of-way (ROW's) (ie. laneways) within the Shire which generally pass to the rear and side of properties. These ROW's would have been historically utilised for access and sewerage collection prior to the provision of septic systems and reticulated sewer.

Each laneway differs in terms of width, function (vehicle access, pedestrian access etc.), construction standard (sealed, unsealed etc.) and condition (poor, good quality etc.). The Shire receives various requests regarding laneways, such as to maintain as is, upgrade or close. The existing laneways provide opportunities for alternative access to properties. They also offer access opportunities for sites that have redevelopment potential such as those located within the District Centre area. The future form and function of ROW's in the Shire will need to be considered on a holistic basis, determined and appropriately planned for into the future.

According to the WA State Register for Heritage Places, there are 169 heritage places (equal to 30% of dwellings) listed on the Municipal Inventory. In addition, there are a number of these places also listed in the National Trust (refer to list provided at Appendix A).







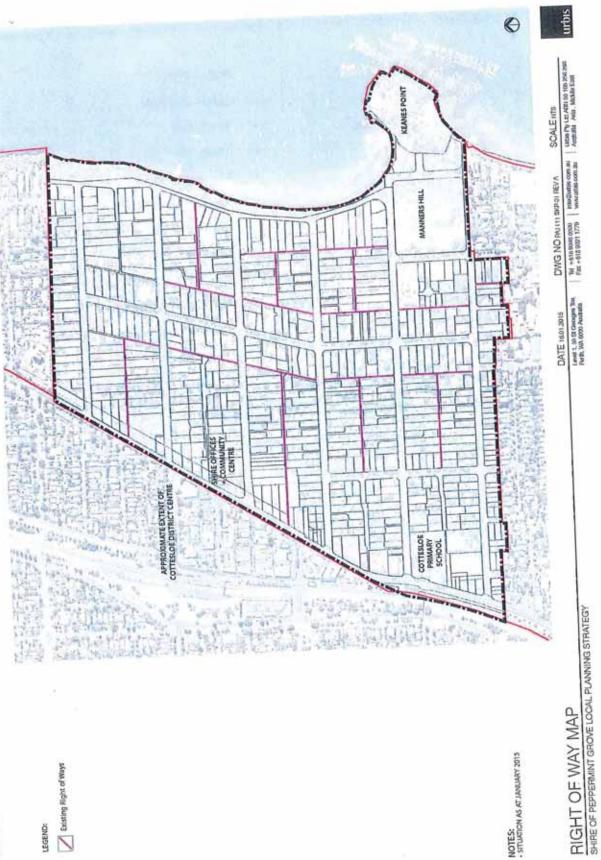


FIGURE 5 - RIGHT OF WAY MAP

#### 2.5.9 TOURISM AND VISITORS

Despite the Shire only being one square kilometre, the area is widely recognised for its character, attractive streetscapes and proximity to the Swan River foreshore. Iconic locations that are often showcased in Peppermint Grove and surrounding areas include a number of existing and former places of community significance. A list of the Shire's iconic features and community attractions is provided below.

- 143 Forrest Street
- 3A View Street
- Presbyterian Ladies College
- Peppermint trees
- Summers House
- The Cliffe
- Devil's Elbow
- Scotch College Boat Sheds
- Foreshore Cafe
- Freshwater Bay

- Keane's Point
- Manner's Hill Park
- Bleak House
- St Just
- St Columba's Church
- Miss Annie's School
- · Laneways through residential areas
- Cottesloe Central
- The Grove Library and Community Centre
- Peppermint Grove Tennis Club

Source: Grove Community History Library, 2015

As part of planning for the future, it will be important to recognise the importance of the built form character of the area, attractive streetscapes, open space areas and places of heritage significance as important attractions for not only residents but also visitors/tourists alike.

#### 2.5.10 TRAFFIC AND TRANSPORT

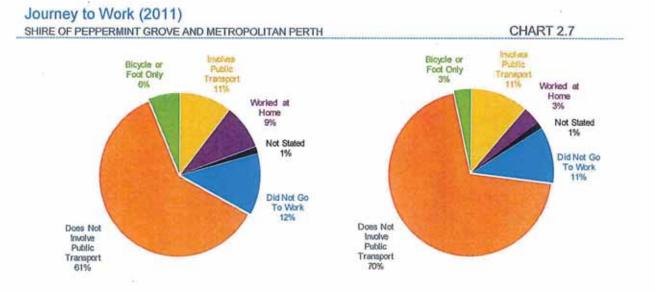
Stirling Highway forms the western boundary of the Shire, providing a direct link between the Perth Central Area and Fremantle and a high frequency bus route. The Highway, and land in proximity to the Highway, is currently subject to investigation by the Department of Planning as part of the Stirling Highway Activity Corridor Study (SHACS). This study is investigating the future of Stirling Highway in terms of the form and function of the Highway itself, and the land use and development surrounding it. The study has not yet been finalised.

Other than Stirling Highway, the road network can generally be characterised as residential in nature, generally tree-lined and with on-street parking opportunities. In terms of transport opportunities that provide an alternative to private cars, there are existing bus routes and environments considered appropriate for on-street cycling as illustrated in *Figure 6 – Transport Map* overleaf.

As highlighted in chart 2.7, journeys to work on census day 2011 were fairly similar among residents of Peppermint Grove and those residing in the wider metropolitan area. Travel which excluded public transport (but included private car, taxi, truck or motorbike) was predominant in both geographies (60.8% of journeys in Peppermint Grove and 69.7% of commutes throughout Perth), while 11.2% of journeys in greater Perth and 10.4% of commutes in Peppermint Grove involved public transport. Larger proportions of Shire residents –

(a) Worked from home (8.9%) than metropolitan residents (3.4%); and

(b) Travelled to work by bicycle or foot (6.3%) than Perth workers generally (3.4%).



Source: ABS Community Profile, Urbis

Any significant change in land use/intensification of intensity would need to be supported by a traffic impact statement/assessment, in accordance with the WA Planning commission Guidelines to determine the level of impact and the nature of any infrastructure upgrades required.

BACKGROUND INFORMATION AND ANALYSIS 57

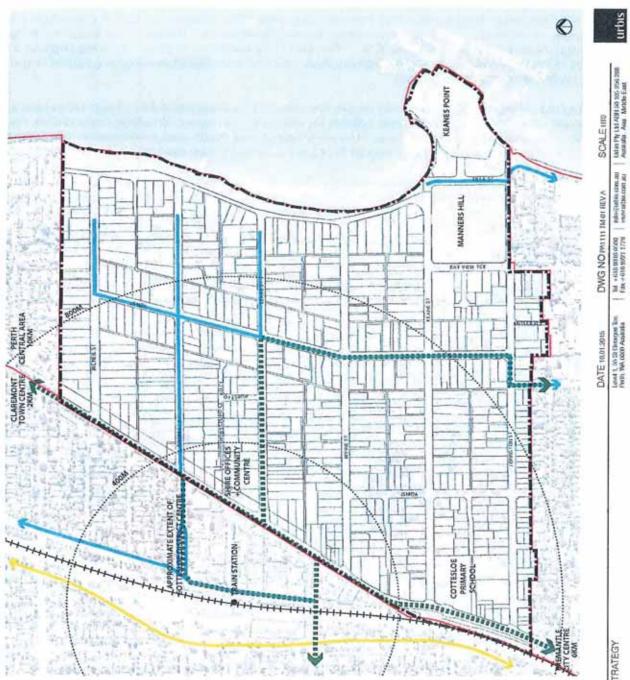






Separate Bicycle Lane or Sealed Shoulder

V Good On-Road Cycling Environments



NOTES: - Situanda Af January 2015 - DATA SOUACED FROM TRANSFERTH AND FERTH BICHCLE NETWORK

TRANSPORT MAP SHIRE OF PEPPERMINT GROVE LOCAL PLANNING STRATEGY

urbis

# 3 Implementation

The local planning strategy is intended to provide a broad framework for land use planning within the Shire of Peppermint Grove over the next 10 years.

A number of the recommendations contained within the strategy have been incorporated into the Shire's Local Planning Scheme No. 4 – accordingly these two documents should be read in conjunction with each other.

Other recommendations contained within strategy refer to specific actions, such as the preparation of local planning policies to provide guidance on particular matters. The prioritisation of such actions, including the associated allocation of required resources, will need to be given consideration as part of normal annual municipal budget processes.

Neither the Strategy nor Local Planning Scheme No. 4 establish an obligation for a landowner to subdivide nor develop their land further – rather the Strategy and Scheme seek to provide an overarching framework and guidance should a landowner wish to pursue an available opportunity.

It will be necessary to review both the Strategy and Local Planning Scheme No. 4 from time to time and in order to ensure that the planning framework remains effective in achieving established objectives for the local community into the future.



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# Appendix A

List of Places Identified in Municipal Heritage Inventory and Registered with National Trust

## Appendix A - Place list on the Municipal Heritage Inventory and Registered with the National Trust.

Places listed on the Municipal Heritage Inventory	
Data Source: State Heritage Office, as at January 2015	
Description	Location
Septimus Burt Boatshed (Burt Boatshed, Boatshed No.41)	Freshwater Bay
Doy Forrest Boatshed (Forrest Boatshed,	Freshwater Bay
Boatshed No.40)	Bay View Tce Pepper
Peppermint Grove Tennis Club Pavilion & Gazebo Freshwater Bay Boatsheds, Peppermint Grove	bay view reepper
(Roe & Hobbs, Burt and Forrest Boatsheds) Johnson's Boat Deck & Jetty (fmr) (McFarlane's Boat Shed and Tea Rooms (fmr), Old Englebrecht	Freshwater Bay Pepp
Jetty)	Freshwater Bay Pepp
Augustus Roe and Talbot Hobbs Boatshed (Hobbs	Freshwater Bay, n
& Roe Boatshed, Boatshed No. 42)	Grove
	Keane & Johnson
Manner's Hill Park Pavilion Royal Freshwater Bay Yacht Club (Cappoquin;	Peppermint Grove
Keane's Residence (fmr), Keane's Irish Village;	
ANZAC Hostel)	Lilla St Peppermint G
Cave opposite Scotch College Boatshed	Lover's Walk Pepper
Lover's Walk	River foreshore Pepp
Scotch College Boatsheds	The Foreshore Pepp
House	1 McNeil St Pepperm
House	1 View St Peppermin
House	10 Keane St Pepperm
House	10 Venn St Peppermi
House- 11 Irvine St	11 Irvine St Pepperm
House	11 Johnston St Peppe
House	11 Keane St Pepperm
House	11 Leake St Pepperm
House- 119 Forrest St	119 Forrest St Peppe
House	12 Johnston St Peppe
House	12 The Esplanade Pe
Presbyterian Church Manse	12 Venn St Peppermi
House- 121 Forrest St	121 Forrest St Peppe
House	12-14 Keane St Pepp
House- 123 Forrest St	123 Forrest St Peppe
House- 125 Forrest St	125 Forrest St Peppe
House- 127 Forrest St	127 Forrest St Peppe
House	13 Keane St Peppern
House- 130 Forrest St	130 Forrest St Peppe
House- 132 Forrest St (Homebush)	132 Forrest St Peppe
House- 133 Forrest St	133 Forrest St Peppe
Guntawang (Emanuel's Residence (fmr), Bellevue)	134 Forrest St Peppe

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permint Grove nr Yacht Club Peppermint on Sts & Bayview Tce

Grove rmint Grove permint Grove permint Grove nint Grove nt Grove mint Grove nint Grove nint Grove ermint Grove mint Grove nint Grove ermint Grove ermint Grove eppermint Grove nint Grove ermint Grove permint Grove ermint Grove ermint Grove ermint Grove mint Grove ermint Grove ermint Grove ermint Grove ermint Grove

Data Source: State Heritage Office, as at January 2015 Description House- 136 Forrest St House- 138 Forrest St House- 140 Forrest St House- 143 Forrest St (Lee Steere Residence) House- 146 Forrest St Chanonry (Barker Residence (fmr) House- 148 Forrest St House- 15 Irvine St House House House- 152 Forrest St House- 154 Forrest St House (Speiron's Cottage) House House- 17 Irvine St House House House House (House, 1B Venn Street) House House House House House Presbytery, Roman Catholic Church Presbyterian Ladies College Administration (William Lefroy's House (fmr), Scorgie House; Mileura) House House House House House House, 22 The Esplanade House House ('Summers House', Kindergarten House Presbyterian Ladies College) House (Doctor's Residence (fmr) The Cliffe (Brisbane House (fmr) House House Carmichael Hall (Heather Barr Memorial Chapel, Presbyterian Ladies College) House

#### Location

136 Forrest St Peppermint Grove **138 Forrest St Peppermint Grove** 140 Forrest St Peppermint Grove 143 Forrest St Peppermint Grove 146 Forrest St Peppermint Grove 147 Forrest St Peppermint Grove 148 Forrest St Peppermint Grove 15 Irvine St Peppermint Grove 15 Leake St Peppermint Grove 15 View St Peppermint Grove 152 Forrest St Peppermint Grove 154 Forrest St Peppermint Grove 16 Johnston St Peppermint Grove 16A Keane St Peppermint Grove 17 Irvine St Peppermint Grove 17 Johnston St Peppermint Grove 17 Keane St Peppermint Grove 17 McNeil St Peppermint Grove **18 Irvine St Peppermint Grove** 18 Keane St Peppermint Grove **18 View St Peppermint Grove 19 Irvine St Peppermint Grove** 19 Leake St Peppermint Grove 2 Bay View Tce Peppermint Grove 2 McNeil St Peppermint Grove

2 View St Peppermint Grove
20 Johnston St Peppermint Grove
20 Keane St Peppermint Grove
21 Irvine St Peppermint Grove
21 McNeil St Peppermint Grove
22 Irvine St Peppermint Grove
23 Johnston St Peppermint Grove
23 Keane St Peppermint Grove

24 McNeil St Peppermint Grove
24 View St Peppermint Grove
25 Bindaring Pde Peppermint Grove
25 McNeil St Peppermint Grove
26 Keane St Peppermint Grove

2-6 View St Peppermint Grove 27 Johnston St Peppermint Grove

Data Source: State Heritage Office, as at January 2015 Description House House House House House House House (Miss Annie's Girls High School (fmr) House (Tallarook) Braemar House House House House House House House House House (Ularring, Greenway Residence (fmr) House Entrance Gates (The Bungalow, Talbot Hobbs Residence (fmr) House House (St Agnes) House Old Stables & Well House House House House House House House House (Repton) House (Tynedale) House

#### Location

27 Leake St Peppermint Grove 27 View St Peppermint Grove 28 Irvine St Peppermint Grove 28 Keane St Peppermint Grove 28 Leake St Peppermint Grove 28 View St Peppermint Grove 29 Irvine St Peppermint Grove 29 Leake St Peppermint Grove 29 View St Peppermint Grove 3 Keane St Peppermint Grove 3 McNeil St Peppermint Grove **30 Irvine St Peppermint Grove** 30 View St Peppermint Grove 31 Leake St Peppermint Grove 31 View St Peppermint Grove 32 Irvine St Peppermint Grove 32 Leake St Peppermint Grove 32 View St Peppermint Grove 33 McNeil St Peppermint Grove 34 Keane St Peppermint Grove 34 Leake St Peppermint Grove 34 View St Peppermint Grove 35 Johnston St Peppermint Grove 36 Johnston St Peppermint Grove 36 Leake St Peppermint Grove 36 McNeil St Peppermint Grove 36 View St Peppermint Grove 37 Leake St Peppermint Grove

38 Keane St Peppermint Grove
38 Leake St Peppermint Grove
39 Irvine St Peppermint Grove
39 Keane St Peppermint Grove
30 View St Peppermint Grove
40 The Esplanade Peppermint Grove
40 View St Peppermint Grove
41 Irvine St Peppermint Grove
42 Irvine St Peppermint Grove
42 Leake St Peppermint Grove
42 Leake St Peppermint Grove
43 Irvine St Peppermint Grove
43 Irvine St Peppermint Grove
43 Johnston St Peppermint Grove

Places listed on the Municipal Hentage inventory
Data Source: State Heritage Office, as at January 2015
Description
House
House
House (St Just)
St Mary's Star of the Sea Catholic Church
Church Hall
Altidore
House
Fermain (Andrews' Residence (fmr), Wongaburra)
House
Rostrevor
McMillan Residence (fmr)
Bleak House (Sayer Residence (fmr)
Shops (Highway Dry Cleaners)
English Manor House
Como (House)
Shop
Bants (Bants, Bants & Babel, Electricity
Substation)
House (Unalla, Rischbieth Residence)
Hawthornden (Drummond Residence)
House
Coppin's Store (John Coppins Wine Merchants)
House
House
House
House
House (Grandchester)
House
Cottesloe Police Station (fmr) (Cottesloe Police
Sation)
House
House
Chirritta (Augustus Roe's Residence (fmr)
Minawarra (Minnawarra, Sir Walter James'
Residence (fmr)
House
House
House
House- 6 Irvine St
House
Tarrington (Mason's Residence (fmr)
House
Church Residence (fmr)
House
Weerianna (Sholl Residence (fmr), 32 The
transmis farmer transmiss from the

Location 43 View St Peppermint Grove 44 Irvine St Peppermint Grove 44 View St Peppermint Grove 440 Stirling Hwy 2 McNeil St Peppermint Grove 440 Stirling Hwy Peppermint Grove 45 Irvine St Peppermint Grove 45 Keane St Peppermint Grove 46 Irvine St Peppermint Grove 46 Johnston St Peppermint Grove 47 View St Peppermint Grove 48 View St Peppermint Grove 48 Stirling Hwy Peppermint Grove

49 Irvine St Peppermint Grove 490-494 Stirling Hwy Peppermint Grove 5 View St Peppermint Grove 50 Irvine St Peppermint Grove 50 Leake St Peppermint Grove 502 Stirling Hwy Peppermint Grove 51 Irvine St Peppermint Grove 51 Keane St Peppermint Grove 52 Leake St Peppermint Grove 52 The Esplanade Peppermint Grove 53 Johnston St Peppermint Grove 54 Leake St Peppermint Grove

48a View St Peppermint Grove

548-550 Stirling Hwy Peppermint Grove 56 Irvine St Peppermint Grove 56 Leake St Peppermint Grove 56 The Esplanade Peppermint Grove

57 Leake St Peppermint Grove 58 Leake St Peppermint Grove 58 The Esplanade Peppermint Grove 59 Keane St Peppermint Grove 6 Irvine St Peppermint Grove 60 Irvine St Peppermint Grove 60 Johnston St Peppermint Grove 62 Leake St Peppermint Grove 7 McNeil St Peppermint Grove 72 Leake St Peppermint Grove

Data Source: State Heritage Office, as at January 2015	
Description Esplanade)	Location
House	8 Keane St Peppermint Grove
House (Fairbairn's Residence (fmr)	8 The Esplanade Peppermint Grove
House	8 View St Peppermint Grove
House	9 Keane St Peppermint Grove
House	9 Leake St Peppermint Grove
House	9 View St Peppermint Grove
Quarry Site Cottesloe Primary School & Cottesloe School for the Deaf & Hearing Impaired (Government School Cottesloe: Cottesloe Senior, Cottesloe	below Devil's Elbow Peppermint Grove
State School; and Cottesloe Infants) St Columba's Church and Hall (St Columba's Presbyterian Church)	Cnr Keane & Johnston Sts Peppermint Grove Cnr Keane & Venn Sts Peppermint Grove

Places registered with the National Trust	동생 것은 집에 있는 것을 만큼 것을
Data Source: State Heritage Office, as at January 2015	
Description	Location
Peppermint Grove Pleistocene Site	
Cottesloe Police Station (fmr) (Cottesloe Police	
Station)	548-550 Stirling Hwy Peppermint Grove
The Cliffe (Brisbane House (fmr)	25 Bindaring Pde Peppermint Grove
Cottesloe Primary School & Cottesloe School for	
the Deaf & Hearing Impaired (Government School	
Cottesloe; Cottesloe Senior, Cottesloe	
State School; and Cottesloe Infants)	Cnr Keane & Johnston Sts Peppermint Grove
Coppin's Store (John Coppins Wine Merchants)	502 Stirling Hwy Peppermint Grove
<ul> <li>Second structure in the second structure of the second structure</li></ul>	Keane & Johnson Sts & BayviewTce Peppermin
Manner's Hill Park Pavilion	Grove

Sydney Level 21, Sydney, t +02 f+02 8233 9966 321 Kent NSW 8233

Melbourne Level 12, 120 Collins VIC Melbourne, t +03 f +03 8663 4999 8663

Brisbane StreetLevel 12, 1 2000Brisbane, 9900t +07 f +07 3007 3811

120 Edward Street QLD 4000 3007 3800

Perth StreetLevel 1, 55 St Georges Terrace 3000Perth, WA 6000 4888t +08 9346 0500Australia • Asia • Middle f+08 9321 7790 w urbis.com.au e info@urbis.com.au East

