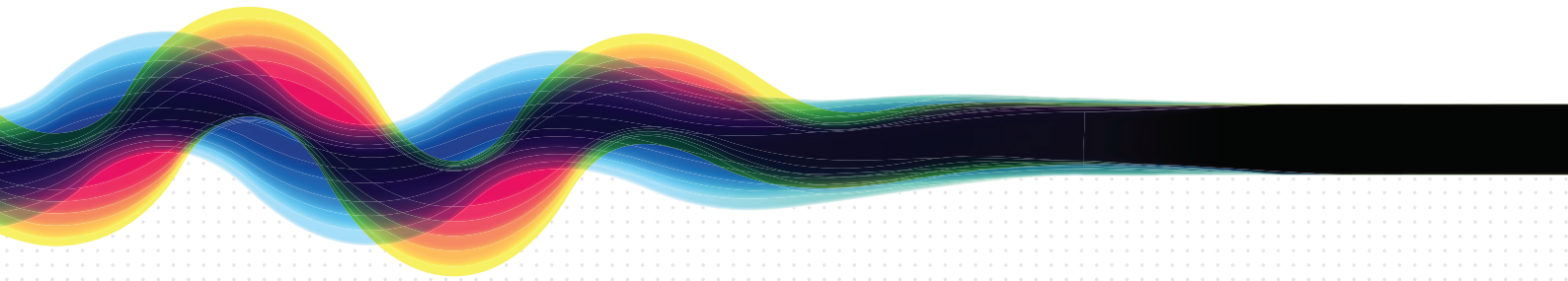


# Bayswater Town Centre

## Structure Plan

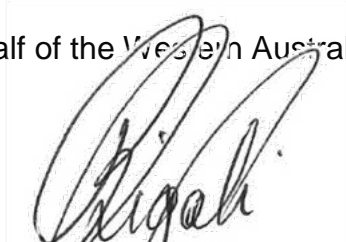
January 2021 | 20-456



This structure plan is prepared under the provisions of the City of Bayswater Town Planning Scheme No. 24

IT IS CERTIFIED THAT THIS STRUCTURE PLAN WAS APPROVED BY RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION ON: **07 JANUARY 2021**

Signed for and on behalf of the Western Australian Planning Commission



an officer of the Commission duly authorised by the Commission pursuant to Section 16 of *the Planning and Development Act 2005* for that purpose, in the presence of:



Witness

07 JANUARY 2021

Date

**07 JANUARY 2031**

Date of Expiry

We acknowledge the custodians of this land, the Whadjuk Noongar and their Elders past, present and emerging. We wish to acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region.

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# Part One: Implementation

# Background

## METRONET East Redevelopment Area - (Bayswater Project area)

Since preparation of the draft Bayswater Town Centre Structure Plan (the Structure Plan) by the City of Bayswater (the City) in May 2018, the State Government has announced and commenced its METRONET project.

METRONET is a major State Government initiative to construct a number of new railway stations and lines throughout the Perth Metropolitan area, to create vibrant places for the future with more transport, housing, leisure and employment opportunities.

The Bayswater Station upgrade is a key project in METRONET Stage One. These works will relocate and replace the existing station infrastructure, realign the surrounding local road network, upgrade the adjacent station precinct and construct a bus interchange facility. Construction of the new Bayswater station and other precinct works are underway, and are due to be completed in late 2021.

In June 2019, the Minister for Planning announced that the Midland Redevelopment Area would be expanded to include the new Bayswater and Forrestfield Project areas.

The boundaries of the Structure Plan area and the Bayswater Project area are identical.

On 3 March 2020, amendments to the *Metropolitan Redevelopment Authority Regulations 2011* were gazetted, which delineated and formally created the Bayswater and Forrestfield Project Areas. The Midland Redevelopment Scheme (Redevelopment Scheme) is currently being modified to incorporate provisions for the Bayswater and Forrestfield Project areas.

## Administration of Structure Plan

Prior to the gazettal of the Redevelopment Scheme, the City will be the responsible authority for administering the Structure Plan in accordance with its Local Planning Scheme 24 (LPS 24).

Upon gazettal of the Redevelopment Scheme, planning authority for the Bayswater Project Area will be transferred from the City and Western Australian Planning Commission (the Commission) to DevelopmentWA, acting through the Metropolitan Redevelopment Authority (the Authority), pursuant to the *Metropolitan Redevelopment Authority Act 2011*. This will mean the Metropolitan Region Scheme and LPS 24 will no longer have effect over the Structure Plan area, and DevelopmentWA will be responsible for administering the Structure Plan under authority of the Redevelopment Scheme.



# Implementation

## 1. Structure Plan Area

The Structure Plan applies to the land contained within the inner edge of the line denoting the Structure Plan Boundary as shown on Figure 1 – Bayswater Town Centre Structure Plan Map (Structure Plan area).

## 2. Operation

The Structure Plan comes into effect on the date it is approved by the Commission.

Where any provision of the Structure Plan conflicts with the provisions of a planning scheme in force at the time, the provisions of the scheme prevail. Where this Structure Plan is inconsistent with the provisions of a specific Policy or Design Guidelines applying to a particular area or site, or an adopted Local Development Plan (LDP), the adopted Policy, Design Guidelines or Local Development Plan shall prevail to the extent of the inconsistency.

## 3. Staging

As all essential infrastructure is readily available to the Structure Plan Area, development of the Structure Plan Area for the various land uses is not dependent on a staged approach.

## 4. Structure Plan Vision and Objectives

The vision for the Structure Plan is set out below:

- a) Redevelopment opportunities within the Structure Plan area will be maximised in order to create a valued destination with a resilient local economy, where people choose to live, work and recreate.
- b) New development, particularly within the Core Precinct, will be of a scale and intensity that is reflective of a highly connected Station Precinct that will form the junction of three train lines in the future.
- c) Development of high quality buildings and public spaces will have particular consideration for neighbouring properties outside the Structure Plan area, the undulating topography of the location, retention of trees and maximisation of views towards the Swan River, Perth hills and the centre of Perth.
- d) Lot amalgamation is encouraged to promote activation of landholdings and high quality development outcomes, with built form to ensure the original character of fine grain shop fronts is maintained.
- e) Development is to compliment and respond sensitively to the existing built form and character, including Bayswater's topography, built features and heritage elements and fabric.
- f) Development will provide active ground floor uses promoting visual and physical interaction and passive surveillance. There is opportunity to increase the intensity of development bordering parks within the Structure Plan Area to provide increased surveillance and safety. Laneway activation and legibility are a priority, with development to address laneways in the same way as primary streets to promote activation, legibility and increase safety.
- g) Development will promote social inclusion, fostering sustainable communities through the delivery of diverse and affordable housing options.
- h) Development will demonstrate environment sustainability principles by encouraging green transport, sustainable design and resource efficiency.
- i) Development will focus on reducing car dependency through delivering high quality walking and cycling environments and access to public transport, with landscaping to improve the comfort of users of the street and promote a strong sense of connection to the Swan River.



## 5. Development Requirements

### 5.1 Land Use and Activity

#### 5.1.1 Core and Frame Precincts

The Structure Plan has been divided into 'Core Precinct' and 'Frame Precinct' areas as shown on Plan 1.

##### **Core Precinct**

Land use objectives within the Core Precinct are to:

- a) Encourage higher intensity development north of the railway line, which is supported by larger lot sizes. Development to the south of the railway line will respond to site context and enhance the existing sense of place, local character and heritage significance.
- b) Provide for a range of active retail, dining and entertainment and commercial land uses at street level supported by residential uses on upper levels that contribute towards a vibrant neighbourhood.
- c) Provide for a range of civic, social, entertainment and community services to support the role of the precinct, ensuring the precinct is complementary rather than competing with surrounding higher order activity centres.
- d) Ensure that public spaces provide the opportunity for community engagement and interaction, supporting increased vibrancy and activity.

The R-ACO density code applies within the Core Precinct. Within R-ACO coded areas, detailed planning through Development Policies, Design Guidelines or similar statutory tools is required to establish site specific primary controls.

Where Development Policies, Design Guidelines or similar statutory tools yet to be prepared and finalised, proponents are to prepare and submit a LDP to the responsible authority for approval prior to its determination of a development application or it recommending approval of a subdivision application.

##### Frame Precinct

Land use objectives within the Frame Precinct are to:

- a) Facilitate predominantly residential development that offers increased housing diversity and contributes to the walkable catchment of the new Station.
- b) Ensure that development transitions appropriately between the intensified development within the Core Precinct and the lower density development in surrounding areas.
- c) Promote connectivity to facilitate quality pedestrian, cycling and transport linkages to improve connections to the new Station.
- d) Allow for the potential expansion of the Centre Core over time.

### 5.2 Restaurant or Retail Development

The Frame Precinct is not intended to accommodate significant Restaurant or Retail development, however, small scale cafés or retail may be considered at the discretion of the responsible authority where it is considered to meet the objectives of the precinct and not adversely impact on the residential amenity of the area.

### 5.3 General Development Standards applicable to the Core and Frame Precincts

- a) Built form controls, including building heights and setback requirements, are to be in accordance with the applicable planning scheme and subsequent detailed planning.
- b) Development is to conserve and protect places of recognised cultural heritage significance and demonstrate the interpretation of the cultural heritage themes surrounding places, people and stories.
- c) Where car parking is provided at ground level, it shall not be contained within the front setback area. Where car parking is provided at upper levels, it shall be sleeved from the public realm with active uses.
- d) Where a basement structure is partially above ground level, the visual impact on the public realm shall be minimised by innovative use of materials and / or landscaping.
- e) Where a side or rear lot boundary abuts a laneway, development is to be sufficiently set back to allow proportional widening of that lane to 6.0m in width.

## 5.4 Design Quality and Built Form

### Objectives

- a) To achieve high quality architectural design and built form outcomes that respond to the character in the town centre, new Bayswater Train Station infrastructure, interpret the local context, and celebrate and respond sensitively to the existing heritage fabric.
- b) To ensure new development within and around the Station Precinct is of a scale and intensity that is commensurate with a Station Precinct in order to optimise future economic and community benefits, and to ensure new station infrastructure is visually screened as much as possible.
- c) To facilitate design outcomes that present an appropriate scale and high level of articulation, define and enhance the public domain and relate to the pedestrian environment.
- d) To provide for building typologies that generate street surveillance and avoid the presence of blank walls to the public domain.
- e) To ensure buildings reflect and respond to the natural local variation in topography.
- f) To encourage innovative design solutions that respond to site and context-specific opportunities and constraints, and contribute towards to the desired precinct character and streetscape typology.
- g) To ensure design outcomes contribute towards the greening of the Bayswater Town Centre and that exemplify sustainable living.

### Standards

- a) The design quality and built form outcomes of proposed development must address any policy or guidelines of the Western Australian Planning Commission relating to architectural design quality. These include, but are not limited to: State Planning Policy 7.0 Design of the Built Environment, State Planning Policy 7.3 Residential Design Codes Volume 2 - Apartments, and the Western Australian Planning Commission's Design Review Guide.
- b) In determining whether Development Standard (a) is satisfied, the responsible authority, including the nominated Design Review Panel (where applicable) must have due regard to any policy or guidelines of the Commission relating to architectural design quality, and is to undertake its assessment in accordance with any policy or guidelines of the Commission relating to design review principles and practices, e.g. Design WA Design Review Guide (as amended).
- c) The responsible authority may require the redesign of any proposed building, or improvements in the building design or exterior materials and finishes to achieve an outcome that is of a quality acceptable to the responsible authority.

## 5.5 Movement and Connectivity

### Objectives

- a) To ensure the modified local road network and upgrades within the Precinct provide convenient and legible connections to the new METRONET Station and enhance the north-south connectivity and legibility of the Town Centre.
- b) To create a modal hierarchy of movement that prioritises pedestrians, cyclists and public transport over the private car, and provide for development to encourage alternative modes of transport.
- c) To improve connections across the railway, thus improving the safety and legibility of cycling and pedestrian movements.
- d) To ensure that the town centre and particularly south of the railway line is a pedestrian friendly shared place with associated treatments (such as tree planting, streetscaping to improve shared space, use of surfaces to manage traffic).
- e) To allow for reductions in car parking provision, particularly where different land uses allow for shared reciprocal parking arrangements.

### Standards

- a) Ensure efficient integration of development with adjoining areas and transport networks.
- b) Development is to gain vehicular access from a laneway or secondary street where available.
- c) Development is to demonstrate, through the preparation of a Green Travel Plan/ Travel Demand Management Plan or statement, that regard has been given to enhancing the desired modal hierarchy as follows:

- Pedestrians
  - Cyclists / scooters / motorcycles
  - Public transport users
  - Buses
  - Car share / taxi / ride share
  - Deliveries
  - Private car
  - Heavy vehicles
- d) When considering the adequacy and convenience of on-site parking proposed, the responsible authority will have regard to the desired parking hierarchy as follows:
- Short-term and universal access bays
  - Car share / taxi/ ride share drop off/pick up
  - Cycle parking
  - Motorcycles / scooters
  - Bus bays
  - Loading bays
  - Visitor bays
  - Long-term/ commuter parking
- e) Where required, cycle parking may be provided within the public domain adjacent to the development if deemed appropriate.
- f) Where a consolidated, public car parking structure is proposed within the Structure Plan Area, it is to be conveniently located and accessible for visitors to the Centre Core area and short-trip train station users, and is encouraged to provide a mix of time-limited and/or paid parking options.
- g) Long-stay or park 'n' ride car parking is not promoted with the Town Centre.

## 5.6 Heritage

### Objectives

- a) Promote buildings that complement and respond sensitively and intelligently to the existing built form and character, including Bayswater's unique topography, built features and heritage elements and fabric.
- b) Encourage contemporary interpretation of built heritage elements and Bayswater's cultural heritage in new development.
- c) Build upon Bayswater's positive collective memory and what its community values about the Town Centre, and responding to the desired future character of the area.
- d) Encourage adaptive reuse of heritage listed buildings and restorative works.

### Standards

- a) Development applications involving additions or alterations to a recognised heritage place on the City of Bayswater Heritage List, or on a site containing or adjoining a recognised heritage place on the City of Bayswater Heritage List, shall be accompanied by a heritage impact statement.
- b) In the case of development involving additions or alterations to a recognised heritage place on the City of Bayswater Heritage List, the proposed development shall maintain the integrity of the heritage place through retention and reuse of heritage fabric.
- c) The siting and design of any building on a site adjoining a recognized heritage place on the City of Bayswater Heritage List shall respect the visual significance and integrity and not overwhelm or adversely affect the heritage place having regard to the design, size, scale, setbacks and proportion of the proposed building, particularly as viewed from the street.
- d) Through-site connection: development that proposes or facilitates a public accessible impact statement justifying the appropriateness of the built form of the new development, including specific reference to the impact of the proposed podium height and overall building height.

## 5.7 Open Space and Public Realm

### Objectives

- a) To improve the public domain such that streets, parks, plazas and other public spaces and provide a safe, welcoming and comfortable environment for all users.
- b) To consider opportunities to increase the intensity of development bordering local parks within the Structure Plan area.
- c) Create and enhance tree-lined streets, paths and open spaces.
- d) Encourage the retention or replacement of mature trees.
- e) Promote the principles of water sensitive urban design.
- f) Promote robust, sustainable building and living design that recognises and mitigates the effects of climate change, including energy, water and waste efficiency.

### Standards

- a) Development is to address the public realm through major openings to habitable rooms, balconies, raised or defined private open space, or entrances in accordance with the principles of Crime Prevention Through Environmental Design.
- b) Development that is subject to a public art contribution is to provide conceptual ideas of how public art may be integrated with the development or public domain as part of the development application, unless otherwise agreed by the responsible authority.
- c) Any new public open space or alterations to existing open space shall incorporate the principles of Water Sensitive Urban Design.
- d) Where the verge adjacent to a development site is void of street trees, the development shall provide 1 street tree per 10m of street frontage unless a lesser ratio as agreed with the responsible authority due to exceptional circumstances (e.g. for reasons of public safety / vehicle sight lines).



Figure 1. Structure Plan Map

# Part Two: Explanatory Sections



# 1. Introduction

This document forms Part Two of the Bayswater Town Centre Structure Plan and is intended to be explanatory in nature, providing the analysis and rationale behind the provisions for Part One.

The purpose of the Structure Plan is to facilitate and maximise the redevelopment and future growth of the Bayswater Town Centre as a premier destination where people chose to live, work, and recreate. The Structure Plan will ultimately facilitate the vision created by both public and private stakeholders within the local community for the Bayswater Town Centre. Further planning provisions set out by DevelopmentWA will allow for greater certainty of future development design.

## 1.1 Town Centre Structure Plan Area

The Bayswater Town Centre Structure Plan Area incorporates the land surrounding the Baywater Train Station, focusing on land within a modified approximation of a 400m or 5-minute walkable radius around the Bayswater Train Station (refer to Figure 1). The Bayswater Train Station is the predominant focus of the Structure Plan area and aligns with DevelopmentWA's Bayswater Project Area for METRONET. The boundaries of the Structure Plan and the Baywater Redevelopment Project Area are identical.

It is important to note that the Structure Plan Area excludes areas that are subject to other detailed planning controls or strategies, including the Bayswater Character Protection Area and the Mertome Village redevelopment area. The Structure Plan was deliberately limited to this frame, in order to best ensure that urban change could be better concentrated around the Train Station and thereby reinforce the principles of transit-oriented development as well as to help protect the low-scale character of adjacent, established residential areas.

*Refer to Figure 1 – Structure Plan Area*

## 1.2 Structure Plan Vision and Key Development Themes

The Structure Plan visions and objectives set out in Part One describe the intent and delivery of the plan. The basis of this vision was developed in 2017 in collaboration with key stakeholders and the local community ultimately leading to a generalised vision on which to explore key development themes; that being:

***“Bayswater Town Centre seeks to be a vibrant, green, transit-oriented and economically sustainable neighbourhood centre, that exemplifies quality and innovative development solutions to respecting local character and heritage.”***

Furthermore, in order to logically analyse the existing context of the Bayswater Town Centre and to plan for its future, the Structure Plan is divided into four broad areas of investigation.

1. Movement and Connectivity: How pedestrians, cyclists, public transport users, and vehicle move to, from and within the Town Centre.
2. Land Use and Activity (including restaurant or retail development): The range and intensity of uses that can occur within the Town Centre.
3. Design Quality and Built Form (including Heritage): The Building form and how they relate to the street, neighbours and character of the area.
4. Open Space and Public Realm: The spaces other than buildings that punctuate the urban form and are accessible to the public.

These four key themes have been consistently referred to throughout community and stakeholder engagement phases of the Structure Planning process to assist with and direct feedback on issues and opportunities. Additionally, they are reflected and further developed upon in Part One of the Structure Plan to ensure achievement of high quality and innovative development for the Bayswater Town Centre.





## 2. Planning Context

### 2.1 State Planning Framework

A number of State strategic planning and policy directions have influenced the objectives of and resulting provisions of the Bayswater Town Centre Structure Plan, including the documents outlined below. It is noted that while the Metropolitan Redevelopment Act 2011 (MRA Act) and METRONET East Redevelopment Scheme set out that the Metropolitan Region Scheme (MRS) and local planning scheme do not have effect, other state and local strategic and policy documents are given regard to in decision making. The following section provides an overview of these documents.

#### 2.1.1 Perth and Peel @3.5 million

The Perth and Peel @3.5 million and the associated central sub-regional planning framework provide a high level, spatial vision for accommodating a rapidly expanding population within the Perth and Peel region. This suite of documents promotes the benefits of a more consolidated city whilst acknowledging the need to provide both in-fill and greenfield development opportunities.

The Central Sub-Regional Planning Framework expands upon Perth and Peel @ 3.5 Million and advocates for greater use of activity centres, transport corridors and station precincts to support a diversity of higher-density accommodation. These areas are identified as being close to transport, jobs and amenities, while ensuring urban development does not encroach on existing industrial centres and the green network. The Framework applies 10 principles of urban consolidation, which provide the context to planning for infill development, including Bayswater.

Bayswater Town Centre is identified within the framework as a 'Station Precinct' and a 'Major Growth Area'. Station Precincts are defined under the framework as areas surrounding train stations and major bus interchanges with the potential to accommodate transit orientated developments.

To achieve consolidated urban form within the Perth and Peel region the framework provides a projected target for infill housing for the whole of the Bayswater local government area of 15,750 dwellings by 2050. The framework focuses on station precincts, activity centres and transit corridors to allow for more appropriate infill development.

#### 2.1.2 DevelopmentWA and METRONET – METRONET East Perth Redevelopment Scheme

Established in September 2019, DevelopmentWA is the State Government's central land development agency, incorporating the operations of the Western Australian Land Authority (formerly LandCorp) and Metropolitan Redevelopment Authority. DevelopmentWA acting under the powers of the MRA Act, is delivering METRONET the State Government's largest single investments to date of public transport infrastructure in Perth and Western Australia.

DevelopmentWA has a planning framework established under the MRA Act providing it with the powers and responsibilities to perform a number of roles to enable revitalisation of project areas. Its planning framework has three components to guide sustainable redevelopment of its land, those being:

1. **Legislative** – The MRA Act is the legislation that enables the Metropolitan Redevelopment Authority and guides DevelopmentWA's operation inclusive of the Redevelopment Scheme and Redevelopment Regulations.
2. **Statutory** – The Statutory planning tools are documents that are adopted under the powers of the Redevelopment Scheme and proved for detailed planning requirements for land development, which includes documents relating to: Development Policies; Development Guidelines; A Heritage Inventory; Development Contribution Plans; Structure Plans; Activity Centre Plans; and Local Development Plans.

- 3. Strategic** – The Authority’s Strategic planning tools are not adopted under the scheme rather they help prepare the legislative and statutory planning tools, and are generally based around current best urban planning practices, trends, issues and opportunities of the urban environment, for its project areas.

As noted in Part One, since the preparation of the draft Bayswater Town Centre Structure Plan the METRONET project was announced by the State Government, with The Bayswater Train Station redevelopment being a key project of METRONET. This includes works to upgrade and replace the infrastructure of the train station and associated surrounds. In order to deliver the Bayswater Train Station upgrade and create a TOD around the station, the ‘METRONET East Redevelopment Scheme’ has been prepared, which was released for public comment from August to September 2020.

The METRONET East Redevelopment Scheme is to be administered by DevelopmentWA and is designed to guide development around the Bayswater, Midland and High Wycombe Stations to maximise development opportunities and ensure that station upgrades and future development of the surrounding areas are well integrated. The redevelopment scheme includes the ‘Core’ and ‘Frame’ precincts, for the Bayswater town centre as shown in this Structure Plan.

At the time of writing the redevelopment scheme is undergoing formal gazettal process. The final scheme is expected to be in place by late 2020, at which point the planning authority for the site will transfer from the WAPC (under the Planning Control Area) to DevelopmentWA.

Note: Please refer to ‘METRONET East Redevelopment Scheme’ for further detailed information.

### 2.1.3 Metropolitan Region Scheme

The MRS does not apply within the METRONET East Redevelopment Scheme area. The surrounding land is zoned ‘Urban’.

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

While the Bayswater Town Centre is not formally recognised as an ‘activity centre’ under State strategic planning documents, the principles of SPP4.2 are considered relevant, as are its broad planning requirements for the planning and redevelopment or renewal of existing centres. It provides broad land use and urban design criteria for centres, and facilitates the integration of centres with public transport. This policy also seeks to ensure that centres contain a range of activities to promote community benefits through infrastructure efficiency and economic benefits of business cluster. Neighbourhood centres like Bayswater Town Centre are important local community focal points that help to provide for the main daily to weekly household shopping and community needs. They are also a focus for medium-density housing.

In this regard, it recognised that planning decision making should facilitate:

- employment opportunities in activity centres in higher-order centres by maximising the density and range of activities to improve access to jobs;
- smaller-scale offices and commercial tenancies, to facilitate the transition of home-based businesses and the growth of small business; and
- daily and weekly household shopping needs, community facilities and a small range of other convenience services.

### 2.1.5 State Planning Policy 7.0 – Design of the Built Environment (SPP7)

SPP7 is the State Government’s lead policy that raises the importance of good design quality to be at the centre of all built form development in Western Australia and applies to all levels of the planning hierarchy from Structure Planning through to subdivision design considerations. It contains the 10 Principles of Good Design that development proposals shall have regard to.

Development of multiple dwelling and mixed use proposals should also give due regard to SPP7.3 Volume 2 – Apartments and any precinct- or site-specific design guidelines published by DevelopmentWA. Refer to Design Quality and Built Form.

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

WAPC Development Control Policy 1.6 (DC1.6) seeks to maximise the benefits to the community of an effective and well used public transit system by promoting planning and development outcomes that will support and sustain public transport use. The objectives of DC 1.6 are as follows:

- a) To promote and facilitate the use of public transport as a more sustainable alternative to the private car for personal travel, to enhance community accessibility to services and facilities, including employment opportunities, community services and recreational facilities, and to improve equity in accessibility for those who do not own or have access to a car;
- b) To encourage spatial patterns of development that make it easier to plan and efficiently operate public transport services, and for the existing and potential users of public transport to access those services;
- c) To encourage balanced public transport rider-ship along transit corridors by creating places that are destinations as well as points of departure;
- d) To ensure the optimal use of land within transit oriented precincts by encouraging the development of uses and activities that will benefit from their proximity and accessibility to public transport, and which will in turn generate a demand for the use of transit infrastructure and services;
- e) To ensure that opportunities for transit supportive development are realised, both on public and privately-owned land, and that transit infrastructure is effectively integrated with other development, to maximise safety, security and convenience for transit users; and
- f) To promote and facilitate walking and cycling within transit oriented precincts by establishing and maintaining high levels of amenity, safety and permeability in the urban form, and to promote and facilitate opportunities for integrating transport modes by creating opportunities for convenient, safe and secure mode interchange.

In addition, DCP 1.6 states:

*“Higher residential densities and mixed use development in the walkable catchments of transit facilities have the potential to reduce car dependence; to increase accessibility for those without access to private cars; to reduce congestion on the road network and the demand for new road space; to reduce fuel consumption and air pollution; and to provide quality diverse and affordable forms of housing and development. These benefits combine to produce an attractive and viable alternative to car-based trips.”*

The Structure Plan acknowledges and incorporates the above strategic direction throughout its various themes.

## 2.1.7 Designing Out Crime Planning Guidelines:

These WAPC Guidelines aim at preventing crime through the application of a range of design principles to an area or site to minimise the potential for that site to facilitate and support criminal behaviour. This Structure Plan addresses a number of these guidelines through its encouragement of active streets, passive surveillance of the public realm and the inclusion of mixed land uses.

## 2.1.8 Better Urban Water Management

The WAPC's Better Urban Water Management is designed to facilitate better management and use of our urban water resources by ensuring an appropriate level of consideration is given to the total water cycle at each stage of the planning system. The Structure Plan reinforces the principles of urban water management through its open space and public realm objectives and recommended strategies.

## 2.2 Local Planning Framework

### 2.2.1 City of Bayswater Town Planning - Scheme No. 24

#### Overview

Town Planning Scheme No. 24 (TPS24) was originally Gazetted in November 2004 and provides the statutory planning framework for land use and development within the City of Bayswater.

It is important to acknowledge that the provisions of TPS24 will apply until such time of the formal gazettal of the METRONET East Redevelopment Scheme. Furthermore, as noted in Part One of this document, when the Redevelopment Scheme is gazetted it will become the operative planning instrument over the Bayswater Structure Plan Area, of which DevelopmentWA will ultimately be the designated Planning Authority.

*Refer to Figure 2 – City of Bayswater Town Planning Scheme No. 24.*

#### Bayswater Character Protection Area

The Bayswater Character Protection Area (CPA) bounds the Structure Plan Area to the southwest. The CPA retains a high percentage of places that positively contribute to the streetscapes. The City of Bayswater policy on CPAs aims to ensure that new development in character protection areas is consistent with the character, rhythm, scale and visual amenity of existing residential streetscapes. The CPA is therefore purposefully excluded from the Structure Plan, however key uses within its area are acknowledged for key movement and connectivity, such as recreational and educational uses.

#### King William Street Special Control Area

Amendment 60 to TPS24 introduced Special Control Area 12 (SCA 12), which covered a core commercial area of King William Street and Whatley Crescent. The amendment was initiated ahead of a Structure Plan for the Bayswater town centre (and ahead of the METRONET East Redevelopment project area and scheme) as an interim measure to ensure that the core of the town centre was not underdeveloped. Key aspects of Amendment No. 60 included the following:

- Allowing the development of multiple dwellings within the centre;
- Increasing the height limit from two storeys (9m) to five storeys (20m); and
- Introducing new uses to the town centre such as small bars, markets, convenience stores, exhibition centres and kiosks.

The aim of SCA 12 was to amend the TPS 24 controls which prohibited residential development and restricted height to two storeys in the Bayswater Town Centre, and to encourage mixed use development with higher density residential to facilitate the Bayswater town centre in becoming a more social and economically vibrant and active place. Recent development applications have challenged building scale within SCA12.

Ultimately, DevelopmentWA's METRONET East Redevelopment Scheme replaces the local planning scheme including SCA 12 within the Structure Plan area.

#### Mertome Village Aged Care Facility Special Control Area

Mertome Village is located on the eastern edge of the Bayswater Town Centre Structure Plan Area (refer to Figure 1). In investigating the potential redevelopment of Mertome Village, the City prepared a draft Masterplan for the site, which in turn informed the initiation, adoption and Gazettal of SCA 11 under TPS No.24 (Amendment 59). SCA 11 allows for the redevelopment of the site in general accordance with the Masterplan, allowing for the development of aged care apartments up to seven storeys (24m) in height.

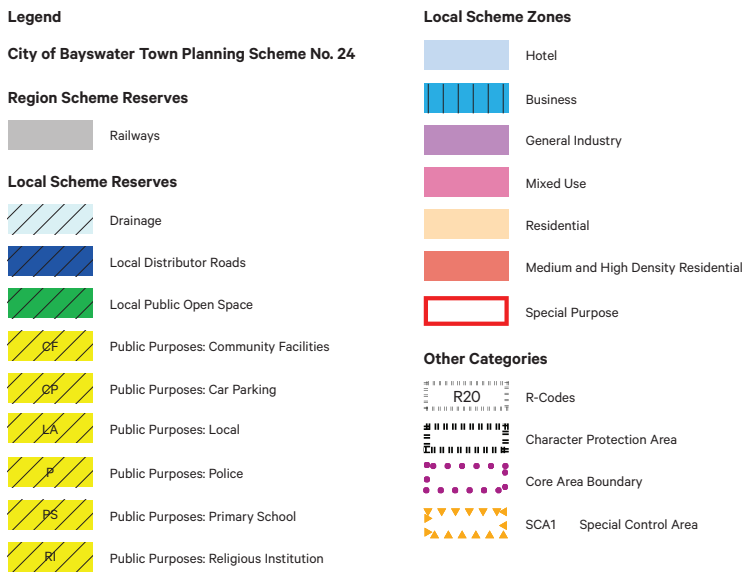
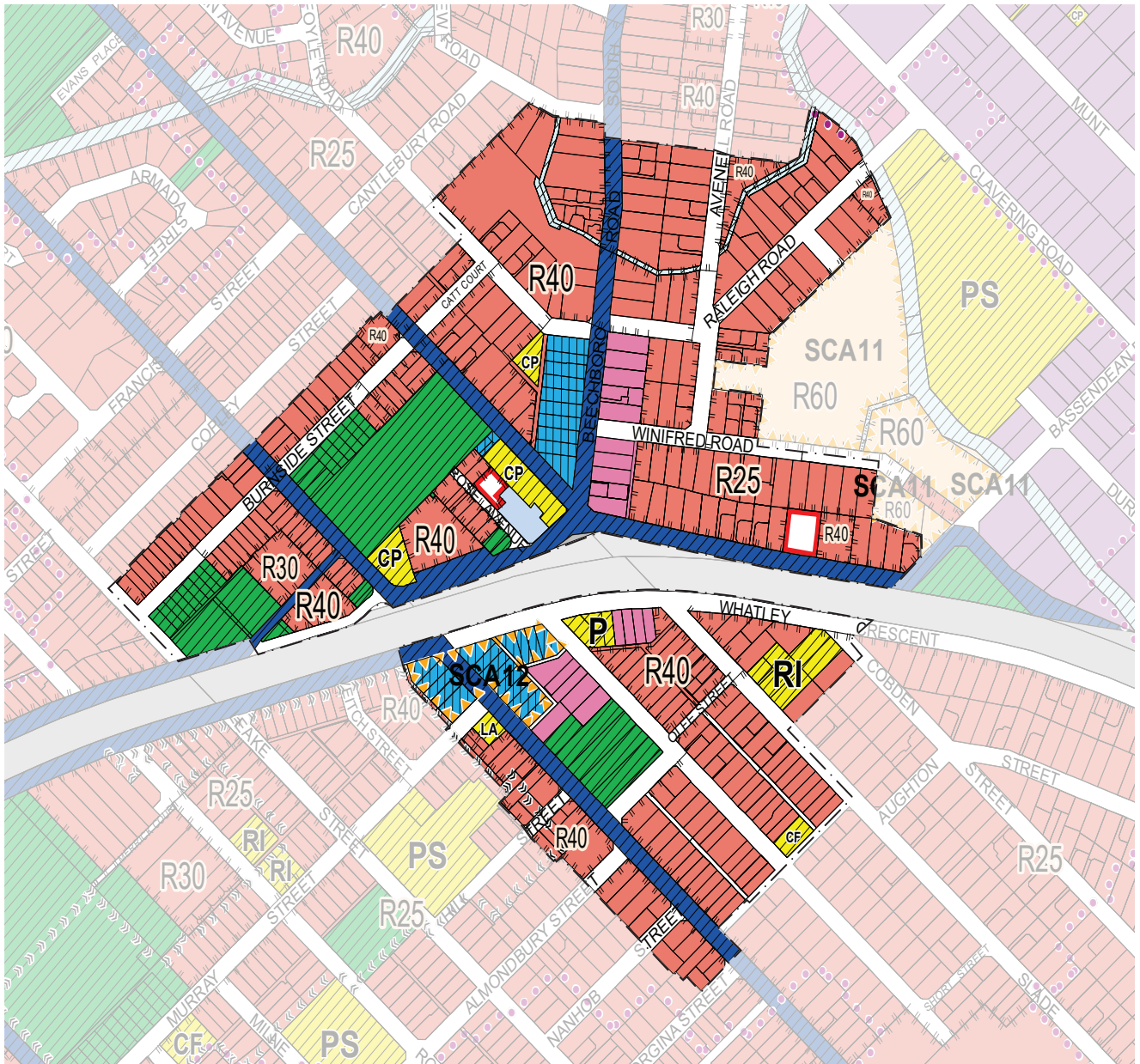


Figure 2. City of Bayswater Town Planning Scheme No. 24.

### 2.2.2 Local Housing Strategy (2012)

The City of Bayswater’s Local Housing Strategy (LHS) is a framework to guide and provide for the City’s current and future housing needs. It is a locally relevant response to metropolitan level issues and State Government planning strategies and policy. The LHS identifies the Bayswater Town Centre as a ‘Focus Area for Change’ to accommodate a growing population.

The LHS’s findings and recommendations relevant to the Bayswater Town Centre can be summarised in the following table:

Area	Key Reasons for Selection	Action
<b>Bayswater Town Centre.</b>	<ul style="list-style-type: none"> <li>• Well located with links to central Perth, Perth Airport, the Morley City Centre, the Swan Valley and Midland;</li> <li>• Existing town centre commercial node;</li> <li>• Existing railway station;</li> <li>• Located at the intersection of two important roads;</li> <li>• Serviced by five bus routes;</li> <li>• Close to two primary schools;</li> <li>• Within 400 metres of public open space and recreation facilities; and</li> <li>• Potential to be future ‘District Centre’.</li> </ul>	<ul style="list-style-type: none"> <li>• The City to undertake a Bayswater Town Centre Study to further address the vision for the centre, future zonings and built form guidelines. This study would also need to consider character and/or heritage protection, required; and</li> <li>• Implement appropriate zonings to encourage a mix of land uses.</li> </ul>

Further, the key principles which the City of Bayswater have adopted to develop the LHS, and which have been reflected in the Structure Plan, include:

- Some form of change is required to accommodate a growing population;
- Focus new development on selected areas (or nodes), including city and town centres, ‘Urban villages’, and main roads (Urban Corridors);
- Different standards for different areas may be appropriate;
- Mix of housing choices to suit the City’s changing population;
- Mix of appropriate land uses in certain locations;
- Develop and implement initiatives to promote high quality development;
- Better align land use with transport network; and
- Add life and vibrancy to some areas.

### 2.2.3 Local Planning Policies

The City’s local planning policies do not apply within the Structure Plan area and instead the development policies and design guidelines published by DevelopmentWA under the METRONET East Redevelopment Scheme will have effect.

### 2.2.4 Local Bike Plan (2014)

The City of Bayswater’s Bike Plan aims to improve the existing cycle network at a local level and promote, encourage and facilitate the greater use of cycling as a mode of transport. The Plan sets out a programme through which to develop a comprehensive and interconnected cycling network, providing a comfortable and enjoyable cycling experience for cyclists of all types and confidence levels. The Plan recommends a number of improvements within and surrounding the Structure Plan Area such as:

- Coode Street / King William Street: Convert kerbside lanes into buffered cycle lanes from Haddrill Street to Broun Avenue.
- Beechboro Road: Construct shared path along eastern side of Beechboro Road. Improve the termination of Beechboro Road South into Coode Street.
- Coode Street / King William Street: Install bicycle symbols in the centre of the lane between Whatley Crescent and Hill Street; and install cycle lanes in both directions between Hill Street and Guildford Road, including changes to lane arrangements at Guildford Road.
- Leake Street: Provides basis for Bicycle Boulevard.

## 3. Town Centre Context

### 3.1 Local History and Setting

Aboriginal people have lived in the Bayswater area for thousands of years. The remains of a campsite have been found at nearby Upper Swan and are believed to be between 40,000 and 53,000 years old. When Europeans first arrived in the area, the entire South West region of Western Australia was occupied by the Nyungar people. These people were nomadic hunter-gatherers and they altered and regulated the environment through systematic burnings.

Bayswater, as it is known today, developed in a gradual manner in the late 1880s and early 1890s, largely as an agricultural area with gardens, orchards, and dairying on five or ten-acre lots centered around the old township. Growth was spurred by the opening of the Fremantle to Guildford line of the Eastern Railway in 1881, the Gold Rush and the opening of the Railway Workshops to Midland in 1904.

Early residential buildings are representative of the Federation Bungalow styles with some early timber workers cottages. Early commercial buildings have had their early verandahs removed and façades altered, yet still contribute to the character of the area through their form and decorative parapets treatments. Commercial buildings are largely rendered brick, with McLeish Store now Liquor Land (No. 10-12 King William Street), being unique as an example of a corrugated iron building.

It is important that buildings which display this early character are identified, retained and innovatively incorporated along side new development as part of future planning works to ensure that what gives Bayswater its unique identity is not lost. Heritage and character is further discussed in section 4.4 of this Report.

### 3.2 Regional Context

The Bayswater Town Centre's regional significance has been identified as a major strategic locality for the future development of Perth and its surrounds, linking major transport routes, connecting communities and establishing the centre a valued destination. The Bayswater Town Centre is located approximately 6.5km northeast of the Perth Central Business District and is the seventh train stop along the Perth to Midland passenger railway line.

Under METRONET the Bayswater train station redevelopment will see the Town Centre become a key junction point for the future rail spur to the Perth Airport as part of the Forrestfield Airport Link and the future rail spur for the Morley-Ellenbrook line. This inherently means many more local, inter-state and international visitors to Perth will be passing through Bayswater in the future. This close proximity to Perth City, will ultimately see Bayswater Town centre becoming a popular tourist destination.

The area is also well served by regional road networks, including Guildford Road, Tonkin Highway and Great Eastern Highway within a few minute's drive. Surrounding retail activity is largely small-scale, with intermittent minor retail activity along Guildford Road and nearby local centre. Morley Galleria, located approximately 2km to the northwest of the Town Centre provides large-format consolidated retail needs associated with its Strategic Metropolitan Centre status, while the nearest full-line supermarkets are located on Guildford Road in Maylands. Identifying Bayswater's market position in surrounding retail catchments, allowing 'destination-based' drawcard uses to establish within the centre, and upgrading the public domain to complement its character, will all help Bayswater manage, cater to and capitalise upon these regional influences.

*Refer to Figure 3 – Regional Context*



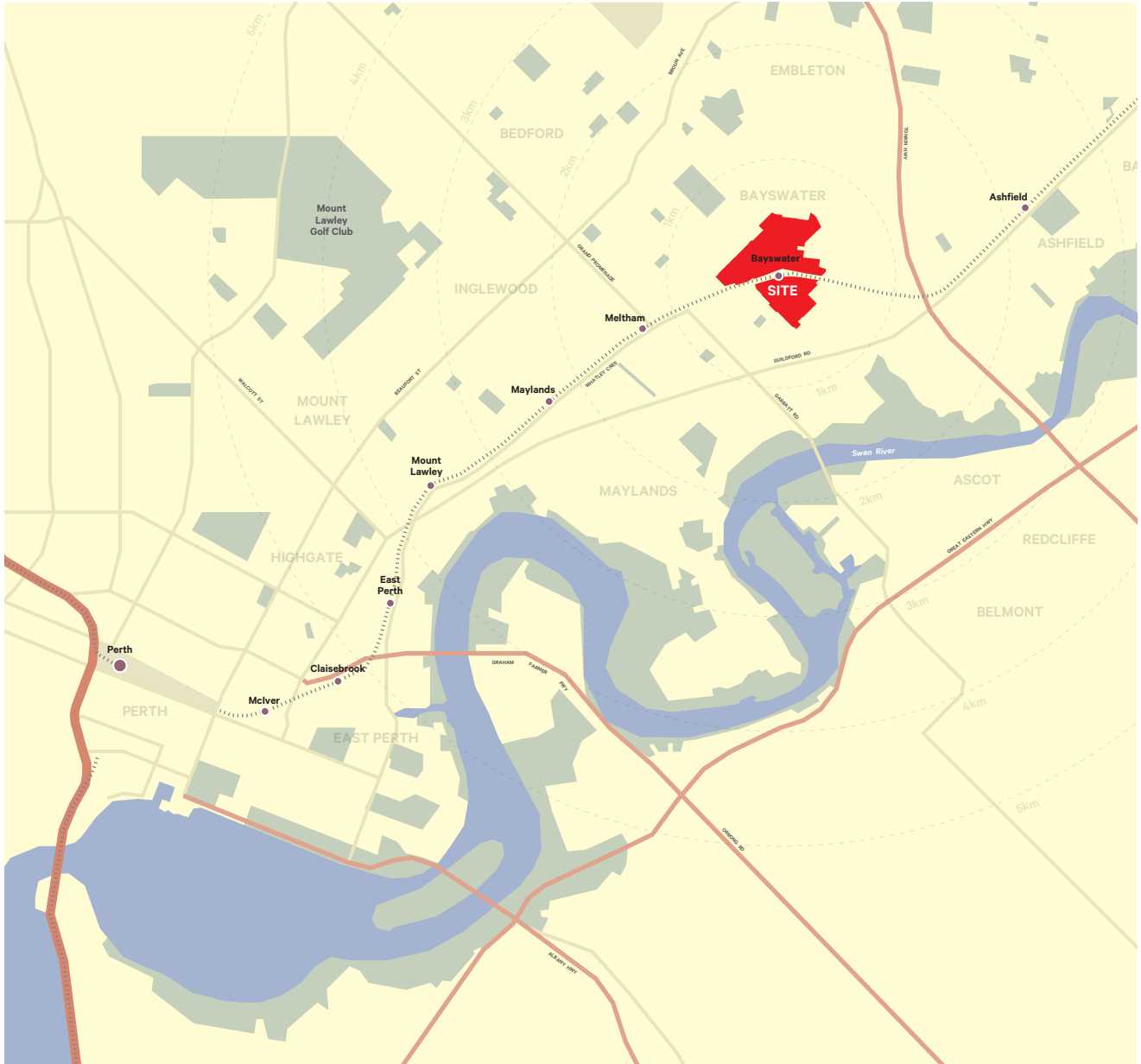


Figure 3. Regional Context

### 3.2.1 Local Context

The major focal point of the Bayswater Town Centre is the train station, the redevelopment of the station as a part of METRONET will be seen as a major accomplishment in the history of development of the Bayswater Town Centre. The current layout of the centre delineates a strong north-south axis within the heart of Bayswater being King William Street and Coode Street. Thus, representing a unique urban character which naturally encourages commercial businesses such as retail, dining and entertainment to locate in the area.

The Town Centre is located approximately 2km from the Swan River and is predominantly surrounded by residential development including the Bayswater Character Protection Area and Mertome Village as previous (Special Control Area 11). Other key destinations/ attraction generators in the local area include the Bayswater/Ashfield industrial area located to the east of the Centre as well as a number of nearby primary and secondary schools and the Bayswater Bowling Club.

Topography plays an important role in generating Bayswater's unique character within its local context. The interplay of ridges and valleys, steep and flat land has influenced the alignment of streets and lanes, as well as the location of particular land uses and built form outcomes.

To the north of the railway line, land is generally flat around Halliday Park with Beechboro Road South rising as it heads north away from the train station. To the south of the railway line, King William Street sits in a localised valley, with land rising approximately 6-10m up to local ridgelines on each side.

There are significant district views available from the public domain and existing development. Future development can benefit from capturing these district views, particularly as these often overlook existing parks located in lower areas. A significant characteristic of the Town Centre is the street vista south along King William to the hills beyond the Swan River Reserve.

*Refer to Figure 4 – Local Context*

*Refer to Figure 5 – Topography*










Figure 4. Local Context



Figure 5. Topography

**Legend**

-  Bayswater Town Centre Structure Plan Boundary
-  Area of High / Low ground
-  Local High Point
-  Broad ridge plateau
-  Major ridgeline
-  Minor ridgeline
-  Open drainage line



## 4. Town Centre Analysis

### 4.1 Background

While redevelopment and change over time is part of the natural evolution of a centre, this Structure Plan seeks to focus and encourage this change to targeted areas where the flow-on benefits of redevelopment to the wider public can be most effectively and strategically deployed, without compromising the historic character of the area or diluting the effects of change.

Outcomes from the analysis of the Town Centre in 2016/17 identified three broad areas of potential change, located north, central and south of the centre, acknowledging the following:

- **North:** Subdivision patterns in this area generally comprise lots of deeper and wider dimensions than the small-grained subdivision pattern that characterizes the remaining Town Centre, and is largely devoid of historic housing stock. This area acknowledges the context of the Mertome Village as previous, and how its redevelopment potential interrelates with the future development of the Town Centre.
- **Central:** The area directly surrounding and north of the Bayswater Train Station presents significant redevelopment potential due the largely State and local government owned lots as well as consolidated parcels of land in close proximity to urban amenities including the Train Station, retail and public open space.
- **South:** This area is the traditional focus of the Town Centre in which investment and change through new development could assist its revitalization as desired by the community. The area also contains a high proportion of local heritage listed places, which requires more sensitive consideration of built form outcomes moving forward to ensure the successful integration of new and old.

These areas were considered appropriate for the careful allocation of additional development potential to facilitate change. In addition to considering site specific sensitivities, the amount of development potential will need to be carefully considered so as to be sufficiently attractive to developers and also not so great as to create artificial land value increases that are out of step with what the market is ready to absorb both now and in the envisaged future.

The balance of the study area is considered a lower priority for change by virtue of their narrow lot parcels, historic and heritage characteristics, topographic challenges or proximity to consistent and established single dwelling residential areas, which has been reflected through the designation of lower residential densities and detached streetscape typologies that help transition density appropriately. This has largely been reflected in the 'Core' and 'Frame' precincts of the Structure Plan as discussed further below.

### 4.2 Land Use and Activity

#### 4.2.1 Existing Context

The Bayswater Town Centre is a long-standing neighbourhood-scaled centre with a focus on convenience shopping. The predominant land use in the Structure Plan Area is single residential dwellings and while there are a number of grouped dwelling sites, particularly in the north of the Structure Plan Area, the density and diversification of residential product is low. There are two separate clusters of retail shopfront buildings on each side of the railway line; each containing a small supermarket and operating largely independently of each other.

*Refer to Figure 6 - Activity and Land Use*

When considering the area as a whole, the Town Centre appears to cater adequately for the daily, social, civic and specialised needs of the community at a neighbourhood scale well. Special buildings, which often cater for civic and cultural purposes, are spread throughout the Structure Plan Area. The train station generates a significant amount of daily pedestrian and commuter vehicle movements each day.



Figure 6. City of Bayswater Town Planning Scheme No. 24.

Many businesses in the Town Centre are owner-occupier and there is generally low turnover of business and modest leasing activity. Shops in the town centre are typically small in overall size and fine-grained (narrow). This is a by-product of the area's significant topography and relative proximity to the larger format offer of Morley.

In 2013, the existing and future potential of centres within the City of Bayswater were modelled as part of the City of Bayswater Commercial, Retail and Industrial Analysis (Pracsys, July 2013). That analysis estimated the existing retail floor space within the Bayswater Town Centre being 5,000sqm. The results of the City's Analysis highlighted, among other things, the potential for TOD centres (i.e. Bayswater) to increase in importance. Using two future scenarios (centralised and TOD focused), the likely range of future retail, floor space requirements were modelled. In the 'centralised' scenario, Bayswater was modelled to likely support up to 5,750sqm of retail floor space by 2022, and up to 14,592sqm in the TOD scenario. Neither of these scenarios contemplated a METRONET redevelopment project or COVID-19 systematic effects.

The impact of COVID-19 on centres such as Bayswater has been profound, with some businesses closing and others adapting the way they trade to continue operating. The Structure Plan acknowledges the need for flexibility in land use and activities within the centre.

Note: The Analysis was based on the strategic planning framework in place at the time and appears to underestimate the total number of households within the Bayswater Centre by 2022.

### City of Bayswater Draft Economic and Business Framework

The City's Draft Economic and Business Framework (May 2017) sets out the findings and recommendations resulting from a three-month investigation into the role of the City of Bayswater can play in supporting, enhancing and revitalising its existing local businesses and the incentives for new businesses to emerge and existing businesses to relocate to the district.

With regard to the Bayswater Town Centre, respondents ask for improved carparking management including adding more customer bays, reviewing car bay time limits, better ranger attendance, management of private/public bay conflicts and the provision of all day staff parking. They also ask for a better retail / 'shopping centre' vision that includes great customer attraction, precinct marketing and increasing foot traffic. Respondents also requested that traffic management is improved, particularly to decrease through traffic, traffic congestion and noise.

## 4.2.2 Structure Plan Response

### Land Use Intent

The Structure Plan has been divided into two precincts relating to the Town Centre; 'Core Precinct' and 'Frame Precinct'.

The Core Precinct is identified as the land immediately surrounding the Bayswater Station, the intention of the precinct is to enable successful redevelopment and to maximise its prominence due to having greater accessibility of public spaces and interaction to increase vibrancy and activity. Higher intensity development is envisaged north of the railway line, whereas south of the railway line development is to specifically respond to the site context, enhancing the local character, heritage significance and sense of place.

The Frame Precinct is identified as the land surrounding the Core Precinct and it is intended to predominantly increase residential development at higher densities than currently provided, capturing the strategic location of the train station. Housing diversity will be promoted within this precinct and it will be a priority to include a wide range of housing types.

The METRONET East Redevelopment Scheme, and associated documentation, coupled with the Bayswater Town Centre Structure Plan Part One will guide and approve land use development within the town centre. Proponents will be required to fulfill the objectives and design requirements of both documents and respond accordingly should they wish to vary any provisions. The Scheme guides type of 'land use' and provides detailed information accordingly.



## 4.3 Movement and Connectivity

### 4.3.1 Existing Context

#### Vehicular Movement

The town centre is divided into two halves by the railway line; physically and psychologically. One vehicle connection across the railway line is provided in the form of an underpass at \ Coode/ King William Streets, where there is also an intermittent issue of collisions with the railway bridge associated with the heavy vehicles using the King William/ Coode Street corridor. The vehicle underpass is also trafficable by pedestrians, but is not a particularly inviting environment. The METRONET Bayswater project will see the Bayswater train station and associated underpass redeveloped, with improved vehicle connections.

There are existing laneways, particularly at the rear of properties fronting King William Street and Beechboro Road South, however some are under-width for efficient two-way vehicular access and under private ownership. There are occasional areas of incidental landscaping of laneways but generally, few dwellings or commercial properties address or front the laneways. The existing street types or hierarchies are shown in Figure 7a.

Laneways play an important role in the Town Centre, particularly as alternative vehicular access, pedestrian access and as activated spaces. They provide an opportunity to enhance low speed and low volume traffic environments that improve pedestrian connectivity throughout the centre, as well as providing service access and reducing the need for crossovers onto higher-order streets.

*Refer to Figure 7a – Existing Street Types*

#### Parking

Parking demand within the Bayswater Town Centre includes the competing interests of long-stay train commuters and short to medium-stay visitors to the retail, commercial and civic land uses within the Town Centre. The Public Transport Authority (PTA) operates three off street car parks for train commuters, which regularly reach capacity on weekdays. The demand for commuter parking spills onto surrounding streets and off-street parking areas, including the Bayswater Village Shopping Precinct car park. The majority of the PTA parking is being removed as a part of the redevelopment of the station. New parking facilities have been developed at the Meltham and Ashfield stations to accommodate commuters.

The City of Bayswater manages the demand for on-street long stay commuter parking through time restricted parking. No parking fees are currently charged for on-street bays. Most roads surrounding the Train Station are subject to length of stay or time of day restrictions. Streets close to the rail line with no parking restrictions, such as the southern side of Railway Parade (starting at 120m east of the Beechboro Road South), the verge on the northern side of Whatley Crescent, Drake Street and Beechboro Road South are regularly used by train commuters arriving by car. The existing parking areas within the Town Centre are shown in Figure 7b.

*Refer to Figure 7b - Existing Parking*

#### Pedestrians

While there is a good network of pedestrian paths within the Bayswater Town Centre, the quality of the paths is sometimes low, with paths narrowed for on-street parking and a lack of shade from street trees. A main pedestrian railway underpass is located to the east of the vehicle underpass and provides connection between Whatley Crescent and Railway Parade and includes a ramp up to the platform itself. This connection appears uninviting and presents a perceived safety issue for its users and local community, with the current land use mix on either side of the railway line not overly incentivising crosstown centre movement. There is a controlled at-grade pedestrian crossing point at the eastern end of the train station which connects between commuter parking areas. The area around the Train Station is largely occupied by parking, landscaping and other PTA related infrastructure.

*Refer to Figure 7c – Existing Pedestrian Network*

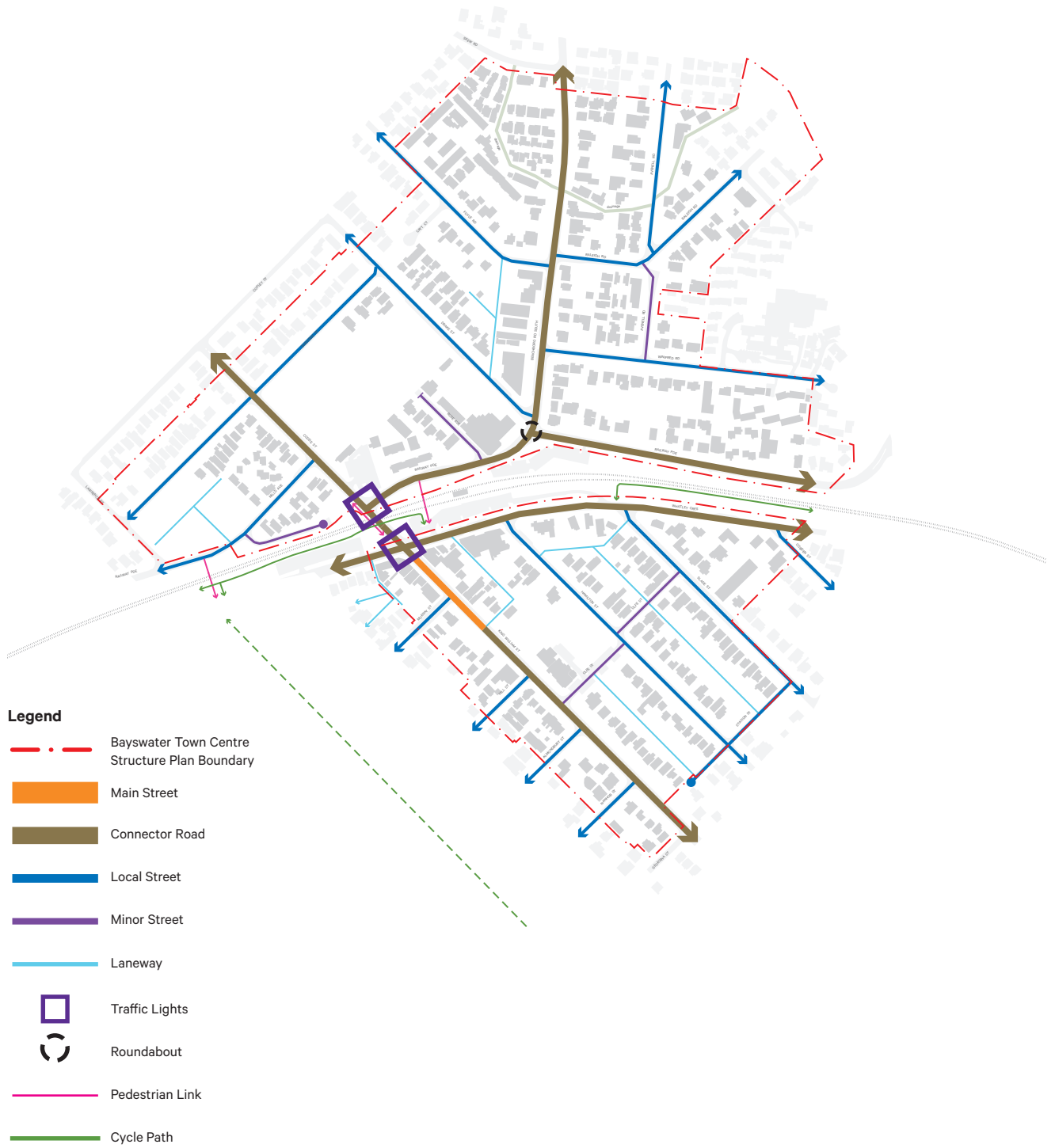


Figure 7a. Existing Street Types



Figure 7b. Existing Parking



- Legend**
- Bayswater Town Centre Structure Plan Boundary
  - Existing Pedestrian Path
  - ➔ Existing Pedestrian Connection

Figure 7c. Existing Pedestrian Network

## Cyclists

The existing bicycle network surrounding the Town Centre provides a high degree of connectivity particularly to the north, however minimal provision is made for cycle infrastructure within the Town Centre itself. The district network includes a principle shared path (PSP) along the railway reserve (with a currently incomplete section adjacent to the Bayswater Train Station), shared paths along Coode and King William Streets and Beechboro Road South, on-road cycle lanes along Coode Street and Beechboro Road South and on-road mixing with general traffic on the lower-order roads.

*Refer to section 2.2.4 of this Report for information on the City's Local Bike Plan 2014.*

While there are existing shared paths along King William Street and Whatley Crescent, the sections of shared path through the Town Centre main streets are unsuitable for anything but very low speed cycling. The requirement for the section of on-road cycle lane proposed for Railway Parade between Coode Street and Beechboro Road South under the Local Bike Plan is supported by the higher than expected incidence of bicycle crashes at the intersections of Beechboro Road South with Railway Parade and Drake Street. Cyclists do not currently have safe opportunities to jump traffic queues at the intersection of King William Street and Whatley Crescent.

*Refer to Figure 7d – Existing Cycling Network*

## Public Transport

The Town Centre is served by high frequency train and bus services bus routes 998/999 (Circle Route) and 48 travel through the Town Centre along Coode Street/ King William Street. Even though Bayswater Station does have train and bus transfer (albeit not a dedicated bus interchange facility), observations indicate the majority of people arriving to catch the train do so by car.

The Forrestfield-Airport link, utilising the existing Midland line between Perth and Bayswater before a spur line continues underground to Forrestfield. Additionally, the Morley-Ellenbrook line will be developed alongside the existing Midland line, before a spur line continues up the middle of Tonkin Highway. The new lines are expected to at least double the number of train services through Bayswater Station when services commence in the future.

Metropolitan traffic congestion is set to ease with the METRONET rail system and better connected suburbs. METRONET envisages additional rail services connecting the north east suburbs including the Morley-Ellenbrook line secured in 2020 and an upgrade to the Bayswater station in the process.

### 4.3.2 Structure Plan Response

#### General Intent

The Structure Plan aims to reinforce a hierarchy of street networks; upgrades to facilitate better pedestrian and cycle movements will be prioritised and less space will be devoted to the private vehicle. The hierarchy also refers to streets of varying connectivity, capacity and resulting streetscapes that contribute to the Centre's legibility and safety. It does this by requiring new development to gain vehicular access from the lowest order street. Over time, the number of vehicular crossovers (driveways) to main streets will diminish, improving the pedestrian amenity and footpath safety of these higher order streets. It can also allow traffic to disperse and to improve traffic safety.

A key outcome of community consultation was the strong desire for a shift toward active transport and prioritising pedestrians and cyclists over cars. The Structure Plan aims to encourage alternative modes of transport through the principles of Travel Demand Management:

- Increasing density and mixed use development close to the Train Station and encouraging more non-vehicle travel to and within the Bayswater Town Centre by promoting streetscape and laneway improvements that encourage more walking and cycling, and highlighting an indicative area for a future bus interchange (adjacent to the Train Station with access for existing circle, and future, bus routes).
- Improving the public realm and accessibility for pedestrians and cyclists (e.g. shade, shelter, pavement treatments, bicycle queue jumps at traffic lights, and recognising key bicycle links).
- Reducing vehicle traffic and the need for additional parking by allowing for a reduction in car parking requirements and reciprocal use of parking (and having regard to the desired hierarchy of parking users).
- Investigating traffic calming measures, both locally and at a district level.

Other non-infrastructure improvements could also meet the above objectives at relatively low cost. These improvements may include real time travel information; travel behaviour programs that encourage more active travel in households, schools and workplaces; parking management strategies such as pricing, caps and prioritising short-term users over all-day commuters; travel plans for new residential and commercial developments, way-finding signage; bike share, car share and ride share schemes.



Figure 7d. Existing Cycling Network

### 4.3.3 Indicative Concepts of Key Initiatives

The following concept was prepared in 2017 in response to community feedback and interest in creating a more pedestrian friendly King William Street. This concept and its principles and intent can be given regard by DevelopmentWA in its future plans.

Imaginary Concept	Design Principle and Intent	Potential Community Benefit
King William Street	Investigate localized traffic calming measures for pedestrian-priority areas such as speed limit decreases, strategic carriageway narrowing, on-street parking embayed with street trees, alternate carriageway surface treatments and pedestrian crossings.	Slower vehicular speeds through the Town Centre, improved pedestrian amenity and safety and improved functionality and presentation of parking.

Refer to Figure 8 – King William Street Upgrade Indicative Concept

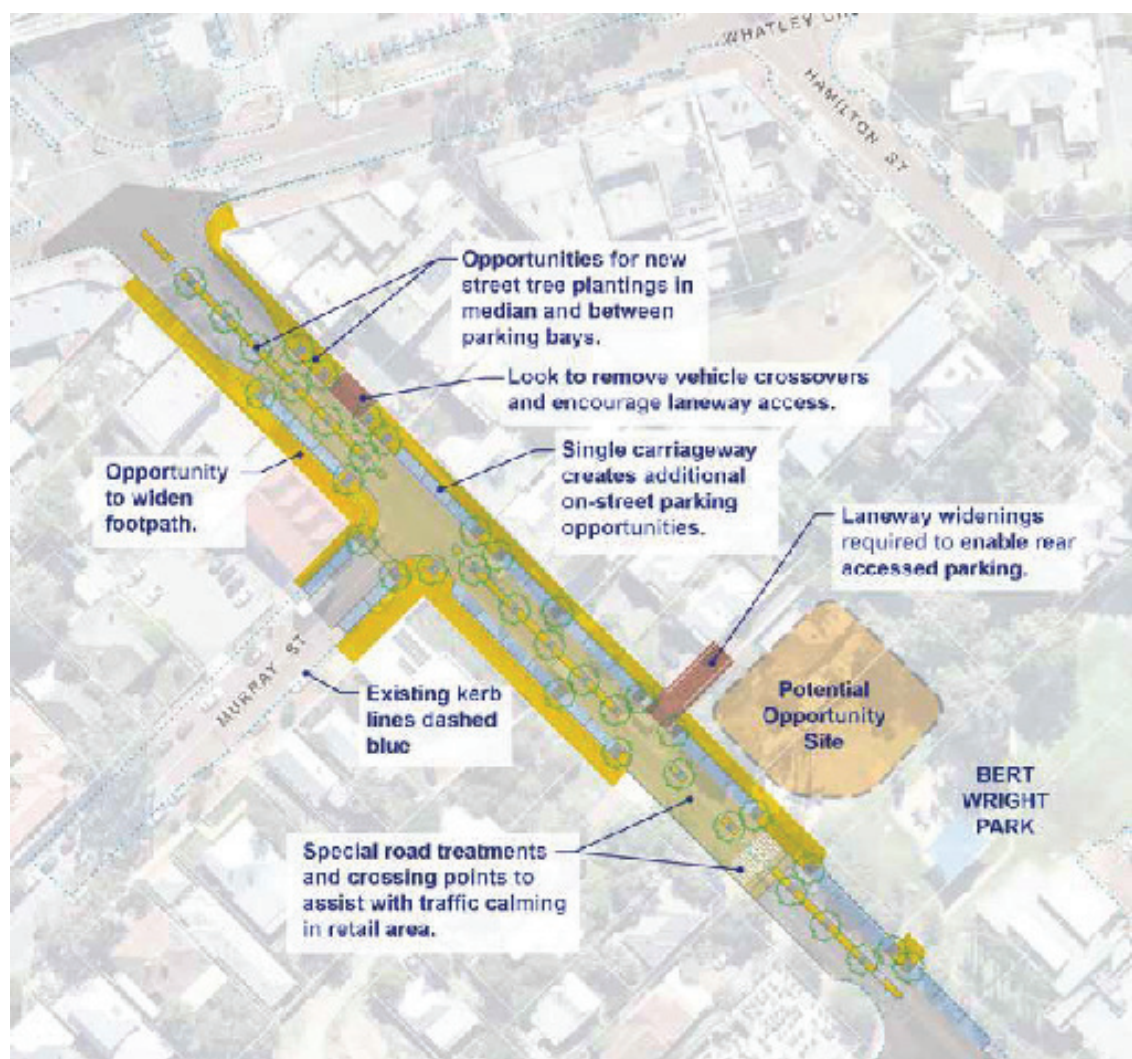


Figure 8. King William Street Upgrade Indicative Concept

## 4.4 Design Quality and Built Form (Including Heritage)

### 4.4.1 Existing Context

#### Building Typologies

The predominant building typology in the study areas is detached single dwelling houses. There are a number of grouped dwelling sites to the north of the study area, which are less likely to change over time. There are currently very few apartment buildings in the study area, although several are proposed.

Shop buildings are typically street fronting, and incorporate awnings. Most original fabric (especially along King William Street) is set to the property boundary. Newer development forms are typically set back to allow for customer parking in front of the building. Factory and shed typologies are more common along Beechboro Road South in the north of the study area. Special buildings (civic, religious etc.) are typically located in prominent places such as high points, corners, within open space or other curtilage areas.

Single houses in the study area are predominantly single storey, with newer residential developments tending towards 2 storeys. Some single storey homes located on the high side of the street, especially along King William Street, have significant retaining and battering which increases their perceived height from the street below. Recent development applications have been approved by the Development Assessment Panel (DAP) up to 7 storeys in height and challenge building scale under the local planning scheme.

#### Heritage and Character

##### Heritage Overview

The study area contains a number of locally Heritage Listed places and is adjacent to the Bayswater Character Protection Area (refer to section 2.2.1 of this Report). These places and buildings play an important role in helping to form the character of Bayswater Town Centre. They are valued by the community as a window into Bayswater's past and their common traditional elements helps to create a unique sense of place. Historic shopfront buildings are largely concentrated south of the rail line and form a traditional 'main street' precinct. Whilst there is some variation, these historic retail buildings typically feature:

- Built form to the street edge;
- Generous awnings (which in most instances have replaced original verandahs);
- Large display windows above stall risers;
- Decorative parapets and associated returns;
- Pilasters providing rhythm to the façade; and
- Recessed entrances.

Despite some change, the Structure Plan Area contains a wealth of early building stock. It is important that these valued buildings are identified, retained and innovatively incorporated alongside new development as part of future planning works to ensure what gives Bayswater its unique identity is not lost.

##### B. Heritage Protection

The Heritage of Western Australia Act 1990 requires each local government to identify buildings of cultural heritage significance in its district through a Local Heritage Survey (LHS) also known as a Local Government Inventory. A LHS is an information source (a list) of places of local heritage value, grouped into management category classifications 1-5 (refer to LHS for classification descriptions), however inclusion on the LHS has no statutory implications/protection requirements.

For a local government to have statutory authority and the ability to influence or manage the development of a heritage place, the LHS needs to be adopted under a Local Planning Scheme. The City has adopted LHS classifications 1 through to 3 as its 'Heritage List' under TPS24. Consequently, those places identified as LHS classifications 1 through to 3 are afforded statutory protection; which means any work to these places requires the submission and approval of a Development Application under the statutory planning framework, where the management of the heritage place can then be assessed.

Under the METRONET East Redevelopment Scheme the provisions for heritage protection allow for the identification of Heritage Places and Heritage Precincts, under which the Authority is to prepare and maintain a Heritage Inventory. When the new scheme area for the Bayswater Town Centre is formally gazetted, places included on the City of Bayswater 'Heritage List' under TPS 24 shall apply to the new scheme areas if adopted under the scheme as a Heritage Inventory.

*Refer to Figure 9 – Local Heritage Survey*





**LHS Place No.**

- |  |  |  |   |
|--|--|--|---|
| <p><b>3</b> 17-19 Beechboro Road South<br/>Commercial Premises - Cat. 3</p> <p><b>15</b> 7 Coode Street<br/>Residence - Cat. 3</p> <p><b>39</b> 6 Hamilton Street<br/>Residence - Cat. 3</p> <p><b>44</b> 20 Beechboro Road<br/>Commercial Premises - Cat. 4</p> <p><b>48</b> 1-3 King William St<br/>Commercial Premises - Cat. 3</p> <p><b>49</b> 9 King William Street<br/>Commercial Premises - Cat. 3</p> | <p><b>50</b> 10 King William Street<br/>McLeish's Store (fmr) - Cat. 2</p> <p><b>51</b> 11 King William Street<br/>McLeish's Grain Store (fmr) - Cat. 3</p> <p><b>52</b> 13 King William Street<br/>Marshall Buildings (fmr) - Cat. 2</p> <p><b>53</b> 14 King William Street<br/>Bayswater Post Office (fmr) - Cat. 2</p> <p><b>54</b> 15 King William Street<br/>Emerson's Butcher Shop (fmr) - Cat. 2</p> <p><b>55</b> 25 King William Street<br/>Bert Wright Park - Cat. 3</p> | <p><b>61</b> 1 and 1A Murray Street<br/>Pair of Residences- Cat. 2</p> <p><b>73</b> 78 Railway Parade<br/>Bayswater Hotel - Cat. 2</p> <p><b>74</b> 91 Railway Parade<br/>Magnolia Tree - Cat. 2</p> <p><b>75</b> 102 Railway Parade<br/>Residence - Cat. 3</p> <p><b>78</b> 5-5A Rose Avenue<br/>Duplex - Cat. 3</p> <p><b>79</b> 16-18 Rose Avenue<br/>Duplex - Cat. 3</p> | <p><b>91</b> 67 Whatley Crescent<br/>Commercial Premises and Residence - Cat. 3</p> <p><b>92</b> 79 Whatley Crescent<br/>Commercial Premises - Cat. 2</p> <p><b>93</b> 81 Whatley Crescent<br/>Commercial Premises - Cat. 3</p> <p><b>94</b> 89-91 Whatley Crescent<br/>Commercial Premises - Cat. 2</p> <p><b>Heritage Areas</b></p> <p><b>47</b> Bayswater Town Centre<br/>Heritage Area (see Legend)</p> |
|--|--|--|---|

Figure 9. Municipal Heritage Inventory Places and Classifications

### C. Heritage Management

When considering development to a Heritage Listed Place the principles of State Planning Policy 3.5 relating to Historic Heritage Conservation (SPP 3.5); and those of the Burra Charter and DevelopmentWA's Policy 2, should be applied. Based on these documents the following parameters should be used in the management of heritage within the Bayswater Town Centre Structure Plan Area:

- Places on the Heritage List should be retained, conserved, adaptively reused and where possible enhanced as part of any development.
- Development should protect the cultural significance of a heritage place based on a respect for the existing building, specifically elements/ fabric which have been identified as contributing to the place's cultural significance.
- A Heritage Impact Statement is a useful tool, which should be prepared and submitted as part of any Development Application to demonstrate how the proposal responds to the cultural heritage values of a particular place; and to demonstrate that a positive heritage outcome has been considered from the formative stages of the design process.
- Development to, or adjacent to, Heritage Listed places, should embrace the following broad principles:
  - New work should respect the context, strength, scale and character of the original, and should not overpower it. The considered sitting/location of additional height, provision of appropriate setbacks and place responsive materiality, proportion of openings etc. are all integral to a respectful heritage response.
  - New work should respect and support the significance of the place. As per the Burra Charter, imitative solutions should generally be avoided as they can mislead the onlooker and may diminish the strength and visual integrity of the original.
  - New construction that is imaginative, well designed and harmonious should not be discouraged as it can have a positive role in the future interpretation of a place.
  - Where possible developments should seek to reconstruct missing/removed façade elements from heritage buildings.

#### 4.4.2 Structure Plan Response

The Structure Plan seeks to manage change through employing descriptive vision statements for the centre, and objectives and standards for design quality and built form. The objectives are aimed at giving decision makers, developers, planners and the community guidance about the development outcomes envisaged for an area in ways that quantitative standards cannot. They can enhance the strategic intentions of built form as well as public realm improvements to assist in the achievement of the overall desired vision.

The objectives for design quality and built form are in part derived from the feedback received on opportunity and principles as part of the community Scenarios Workshops held in 2016/17.

SPP7.0 and the 10 Principles of Good Design will play an important role in ensuring proposals achieve an appropriate level of design excellence, taking into account (among other things) character and context (including impact on heritage buildings), sustainability, amenity and aesthetics.

## 4.5 Open Space and Public Realm

### 4.5.1 Existing Context

The study area is well serviced by local parks that typically sit in low lying land as shown in Figure 11a, namely:

- a) Bert Wright Park contains the library building, has large shade trees to its perimeter and a steep batter to its Hamilton Street edge. A new adventure play area has been incorporated into the battered slope, with plans for a new youth area and bbq area. There is little overlooking or positive address from the properties with direct frontage onto the park. Bert Wright Park - A new mural has been painted on the side of the Senior Citizens Centre.
- b) Halliday Park is largely a flat, turfed surface area with a sloping northern boundary which contains heritage listed memorial area. The park is used for both active and passive purposes, with several sports clubs operating and competing there. The park is floodlit, has club rooms and ball-restricting fencing along Coode St.
- c) Mills Avenue Park is a flat, largely turfed surface with large shade trees and kid's play equipment.
- d) Hamilton Reserve functions as a small pocket park - largely mulched surface, with substantial shade trees and kid's play equipment. The public domain extends beyond the parks and open spaces mentioned previously and incorporates streets, laneways, forecourts, parking areas and other public spaces.
- e) Open drainage lines run through and to the north of the Structure Plan Area and connect through to the Swan River. Lots typically do not address these drainage areas.

Other areas of open space and the public realm as shown in Figure 18b include:

- a) Beechboro Road Retail Area contains some tree plantings, including large trees in median at either end of retail strip. Shops are typically set back behind parking forecourts.
- b) King William Street Retail Area comprises narrow footpaths, with existing street bins take up much of the footpath space. There are several embayed, flush kerb short term parking spaces on the south side of the street which function well, but potentially erode the pedestrian experience. There are some shop buildings which are set back from the property boundary, which has enabled alfresco opportunities to take hold despite the narrow footpaths. King William Street Retail Area - A new mural has been painted on the retaining wall outside the Bendigo Bank Building.
- c) Whatley Crescent Retail Area functions as a single-sided streetscape with parking areas and some established tree plantings opposite shops. No street trees to the shop-side of the street. Whatley Crescent footpaths are steep, and south of King William Street is elevated from carriageway and fenced for safety.
- d) Left-Over Spaces. There are a number of smaller landscaped areas associated with the intersections of streets around the railway line and its associated commuter parking areas. These spaces are given turf, shrub or rose garden treatments are typically not intended to be destinations or places to pause and linger, as demonstrated by the lack of street furniture and shade tree plantings.

There exists an opportunity to significantly increase tree canopy across the Town Centre, especially in the retail areas and there is a potential to connect Halliday and Bert Wright Parks with avenues of shade. The value of trees and landscaping generally within the Town Centre was widely recognised and considered highly important in community consultation activities during the preparation of the Structure Plan. The 'Garden City' moniker could be enhanced to provide shaded and shelters public realm environment and encourage year-round, multipurpose trips to the Town Centre.

There are also no real urban plazas or hardscaped public gathering spaces, which could also provide occasional community event space. Passive surveillance of, and interaction with, the public realm could be improved, particularly as part of the train station redevelopment.

*Refer to Figure 10 – Existing Public Open Space*

*Refer to Figure 11 – Existing Public Realm*

On 23 May 2017 Council adopted the Bayswater Town Centre Interim Place Activation Plan (PAP). The PAP will allocate funding to the implementation of community led initiatives, such as a new Parklet, mobile speaker's corner and a heritage walk of former retail premises.

The PAP is 'interim' as it is intended that in time, as the community place activation network for the Town Centre becomes more established, it will develop a detailed activation plan which will supersede this.



Figure 10. Existing Public Open Space



Figure 11. Existing Public Realm

## 4.5.2 Structure Plan Response

As open space and public realm improvements are largely influenced by public investment through upgrades the Structure Plan focusses on how new development can contribute to creating safe, welcoming and comfortable streets and public spaces. Provisions are included in Part One to ensure development provides appropriate improvement to the public domain, with the intention of creating a safe, welcoming and comfortable environment for all users.

The principles of Crime Prevention through Environmental Design and the importance of the contribution that Public Art places on creating an interactive public realm, have been included in the provisions of Part One of the Structure Plan. Development is to address the public realm so as to provide passive surveillance of streetscapes, parks and other public spaces, inclusive of interaction with the public realm.

Whilst not always located in the public realm themselves, it is acknowledged that trees and their collective canopy cover play a significant role in providing shade, habitat for fauna, reducing the urban heat island effect, and providing general amenity within the Town Centre. In this regard, the Structure Plan promotes the enhancement, retention, and/or replacement of trees within the structure plan area. Furthermore, the principles of Water Sensitive urban designs required to be addressed with any new public open space or alteration within the structure plan area.

## 4.5.3 Resource Conservation

The Structure Plan allows increased opportunities for higher density residential infill and mixed-use developments within close proximity to a train station, exemplifying the benefits of transit oriented development. Accordingly, it will implement best practice sustainable development through efficient use of urban land and by intensifying and consolidating land uses, including housing, which are located adjacent to and well serviced by public transport.

The Structure Plan further seeks to encourage local and neighbouring residents to utilise the train station as a part of their primary mode of transport which will assist in reducing dependence on private vehicles and in turn see a reduction in associated emissions and energy consumption.

It is further intended to ensure that the design and development of buildings within the Structure Plan area deliver leading sustainable design principles to minimise both non-renewable resource use and ongoing costs to occupants, and achieve an overall reduced carbon footprint.



## 5. Delivery

### 5.1 Governance, Collaboration and Delivery Process

#### 5.1.1 Encouraging Centre Revitalisation

The capacity of urban land to accommodate new development and catalyse revitalisation can be thought of as two-fold: planning capacity and market capacity:

1. Planning capacity (or theoretical capacity) refers to the physical ability of land to be developed, taking into account permissibility under planning framework, environmental and infrastructure constraints, etc.
2. Market capacity refers to issues of commercial viability - whether pricing levels, development costs, etc. make development a commercial proposition, i.e. if development is financially feasible. In some instances, constraints to new development could be as a result of market capacity, relating to market and economic factors, in which case those impediments are beyond the control of planning authorities.

Market cycles and other factors (e.g. valuable uses, lot fragmentation, non-alignment of ownership objectives or confidence, community division etc.) can be the reason for a lack of development activity, and this is beyond the control of planning authorities. Taking a longer-term, united view (and as the market rebounds during the usual course of market cycles and DevelopmentWA takes carriage of redevelopment opportunities and infrastructure investment), there is nothing to suggest the Bayswater Town Centre will not continue to benefit from the fundamental drivers of demand, subject to the availability of financially feasible development opportunities.

#### 5.1.2 Partnerships and Collaboration

Ongoing implementation will require strong communication and cooperation between the City, the local community, and other State government stakeholders. To facilitate ongoing revitalisation, the City and/or the State may seek to:

- Identify potential public and private partners, which aim to deliver and potentially manage key initiatives/ strategic development and public infrastructure identified within this Structure Plan.
- Collaborate with Government delivering agencies to ensure mutual needs of all stakeholder (inclusive of the community) are addressed appropriately, efficiently and fairly.

The need for a Developer Contribution Plan should also be evaluated should the above investigation determine that contributions, above and beyond an increase in the rates base, are required to assist with delivery.

#### 5.1.3 Land Assembly

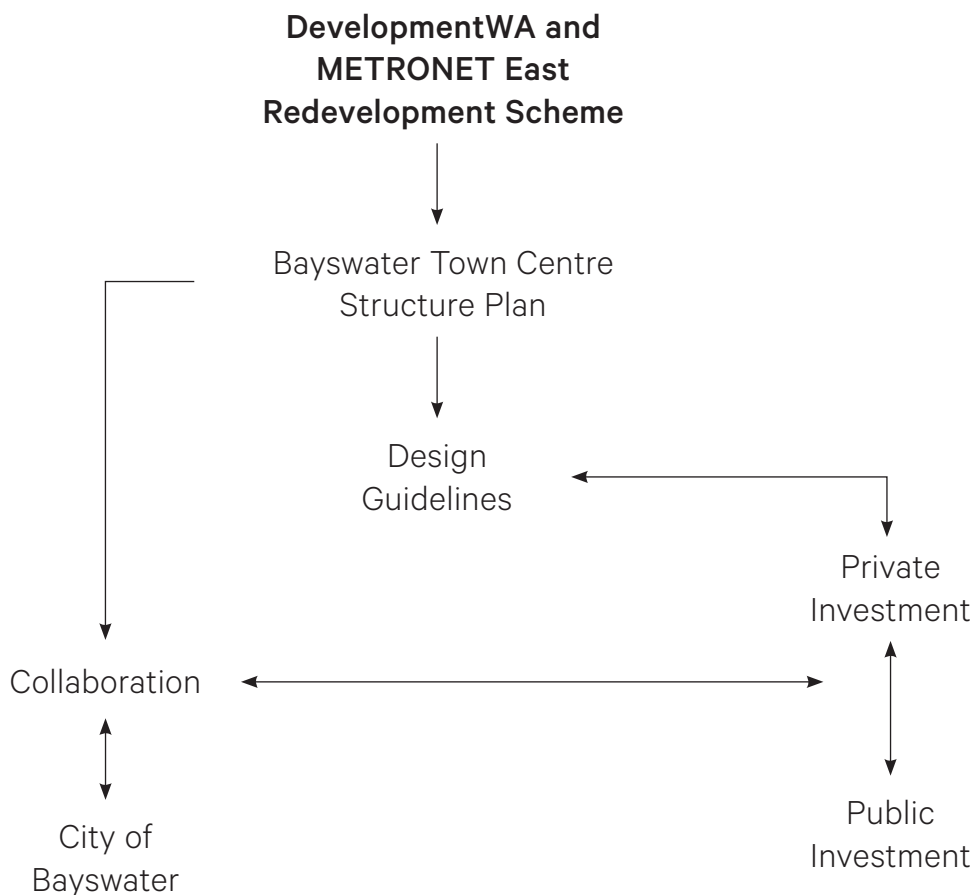
Overcoming fragmented land tenure issues is essential to achieving the coordinated development outcomes envisaged within the Structure Plan. Whilst development will generally rely on consolidation of land parcels to be market driven (and as incentivised under the provisions of the Structure Plan), there may be certain opportunities for City or DevelopmentWA to acquire strategic land parcels to either accommodate essential services or infrastructure, or undertake a demonstration project/ architectural competition to exemplify quality development (whether public or privately funded).

Identification of specific land parcels will need to occur in line with the following considerations:

- Undertake investigations to determine the quantum of need for strategic infrastructure and liaise with potential partners (e.g. PTA/METRONET).
- Site identification studies and analyses that determine impacts and benefits of particular locations on adjoining sites notwithstanding the Town Centre as a whole.
- Further consultation with key stakeholders, landowners within the Centre and the local community.



### 5.1.4 Delivery Model



## 5.2 Recommended Further Studies and Investigations

This section summarises key initiatives and recommends further strategies, negotiations and action plans to help the Bayswater Town Centre realise the Structure Plan vision. They generally target desired outcomes that cannot always be addressed or achieved through individual private developments. Differing timeframes for implementation are proposed, being short-term (within 5 years of the Structure Plan approval); medium-term (5-10 years); and long-term (10 years +). The actions are not listed in any order of priority.

It should be noted that the Structure Plan has an approval ‘lifetime’ of 10 years, before which it should be reviewed and amended accordingly. It remains open however to the WAPC to extend this timeframe on a case by case basis, should the situation warrant it.

### 5.2.1 Land Use and Activity

ID	Description	Timeframe for Implementation	Responsibility/ Collaboration
A	Implement the measures contained within the adopted Bayswater Town Centre Interim Place Activation Plan.	Short-term	City of Bayswater/ Community
B	Upgrade the physical appearance of the retail strip and shop frontages within the Centre Core. This could conceivably provide an incentive for shop owners to reinvest in their properties and improve the area’s overall amenity.	Medium-term	City of Bayswater/ Landowners
C	Encourage alfresco dining opportunities where possible and investigate opportunities for the temporary use of parking bays for public open space or alfresco dining.	Short-term	City of Bayswater

## 5.2.2 Movement and Connectivity

ID	Description	Timeframe for Implementation	Responsibility/ Collaboration
A	A Investigate localised traffic calming measures for pedestrian-priority areas on King William Street and Whatley Crescent such as speed limit decreases, strategic carriageway narrowing, on-street parking embayed with street trees, alternate carriageway surface treatments, and pedestrian crossings.	Short-term	City of Bayswater
B	Investigate ways to improve the cyclist experience through public domain enhancements such as cycle parking and storage close to active uses, which could be take the form of contemporary, interpretive or artistic cycle infrastructure. Consider the local artist community for the preparation of concepts for pedestrian/public domain upgrades.  Investigate the provision of bicycle queue jumps at traffic lights, protected bicycle lanes along Coode Street. Railway Parade and Beechboro Road South, and other streets identified as necessary, with reference to the City's Bike Plan 2014.	Short to Medium-term	City of Bayswater/ Department of Transport
C	Liaise with Main Roads Western Australia to explore district level traffic strategies that could help address through-traffic in the town centre, including the potential to upgrade the intersection of Guildford Road and Garratt Road into a full movement intersection.	Medium-term	City of Bayswater/ MRWA
D	Collaborate with the Department of Transport to develop and implement a whole-of centre Travel Demand Management Strategy.	Medium-term	City of Bayswater/ Department of Transport

## 5.2.3 Built Form and Character

ID	Description	Timeframe for Implementation	Responsibility/ Collaboration
A	Progress the public art initiatives contained within the Adopted Bayswater Town Centre Interim Place Activation Plan or similar strategy.	Short-term and High Priority	City of Bayswater/ Community

## 5.2.4 Open Space and Public Realm

ID	Description	Timeframe for Implementation	Responsibility/ Collaboration
A	Investigate ways to improve the pedestrian experience through public domain enhancements such as increased street tree planting, and themed street furniture, signage, shelter and lighting.	Short-term and High Priority	City of Bayswater
B	Develop a public art strategy and focus on the scoping and delivery of public art that is interactive, engaging and interprets the historic values of the Town Centre. Consider the local artist and wider community for the preparation of the strategy and preliminary concepts.	Medium-term	City of Bayswater/
C	Look for opportunities to increase urban tree canopy quantity and quality within the Town Centre to provide (among other things) shade, amenity, and habitat for fauna, and implement an ongoing maintenance program.	Short-term, High Priority and Ongoing	City of Bayswater

ID	Description	Timeframe for Implementation	Responsibility/ Collaboration
D	Integrate water themes into civic spaces and public open space with water sensitive urban design for drainage and water quality management, including the development of living streets to link green spaces.	Medium-term and Ongoing	City of Bayswater
E	Enhance the Town Centre’s connection to the Swan River through interpretive public art, wayfinding signage and/ or tree canopy focused along the King William Street core precinct.	Long-term	City of Bayswater
F	Prepare and implement a laneway acquisition and widening strategy.	Medium-term and Ongoing	City of Bayswater



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