



Minutes

Special Council Meeting

Thursday 8 June 2017

Special Council Meeting – 8 June 2017
Table of Contents

1.	DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS.....	1
2.	ATTENDANCES/APOLOGIES/LEAVE OF ABSENCE	1
3.	PURPOSE OF MEETING.....	1
4.	PUBLIC QUESTION TIME.....	1
5.	ACKNOWLEDGEMENT OF RECEIPT OF DISCLOSURE OF INTERESTS (BY PRESIDING MEMBER).....	1
6.	PETITIONS AND APPROVED DEPUTATIONS.....	1
7.	REPORTS OF CHIEF EXECUTIVE OFFICER AND OFFICERS.....	2
	7.1 Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan - Adoption	2
8.	CLOSURE OF MEETING.....	16



Notice of Meeting

Minutes of the Special Meeting of Council held at the Murray Shire Council, 1915 Pinjarra Road, Pinjarra on Thursday 8 June 2017.

1. DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS

The Presiding Member Cr M Reid declared the meeting open the time being 9.00am.

2. ATTENDANCES/APOLOGIES/LEAVE OF ABSENCE

Cr M Reid	Shire President
Cr S Lee	Deputy Shire President
Cr W Barrett	Councillor
Cr C Thompson	Councillor
Cr A Rogers	Councillor
Cr C Rose	Councillor
Cr A Black	Councillor
Cr P Briggs	Councillor
Cr D Bolt	Councillor
Mr D Unsworth	Chief Executive Officer
Mr R Peake	Director Planning and Sustainability
Mrs J Burton	Director Corporate and Community Development
Mrs F Hide	Coordinator Executive Services

There was one (1) member of the public and three (3) members of staff in attendance at this time.

3. PURPOSE OF MEETING

The purpose of the meeting is to consider the Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan - Adoption.

4. PUBLIC QUESTION TIME

Nil

5. ACKNOWLEDGEMENT OF RECEIPT OF DISCLOSURE OF INTERESTS (BY PRESIDING MEMBER)

Nil

6. PETITIONS AND APPROVED DEPUTATIONS

Request for Deputation from Jon Burgess, Burgess Design Group and Tim McClements Colorado Properties was withdrawn.

7. REPORTS OF CHIEF EXECUTIVE OFFICER AND OFFICERS

7.1 Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan - Adoption

File Ref: 5002-04
 Previous Items: OCM Sept 22 2016 Item 11.1 (OCM16/217)
 OCM Jul 10 2016 Item 10.1.5.6 (OCM16/155)
 OCM May 25 2017-Item 11.3 (OCM17/087)
 Author and Title: Leanne McGuirk, Manager Planning & Environment Services

**Appendix 1 Under Separate Cover
 Appendix 2 and 3**

Purpose

Council is requested to consider submissions received and endorse the *Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan* ('Strategy').

Background

In late 2015 the Western Australian Planning Commission (WAPC) released the draft *Perth and Peel @ 3.5 million* strategy and associated sub-regional plans which project significant population growth within the Peel Region (projected at 444,000) and the Shire (at 164,245) by 2050.

Pinjarra is already identified by Australian Bureau of Statistics (ABS) as being socially and economically disadvantaged, experiencing higher unemployment than the State and national average, lower educational attainment levels and household incomes.

The level of growth anticipated by the draft spatial framework is significant and without intervention and a robust plan in place, the level of growth anticipated by the draft spatial framework is likely to compound the town's existing economic and social challenges.

In July of 2016 Council endorsed the draft *Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan* for the purposes of advertising. Once finalised the Strategy is intended to establish a shared vision for the growth of the town; identify critical projects and actions that require implementation to ensure existing constraints are overcome and opportunities are identified and pursued; and provide a planning framework to guide land use and development within the Town Centre.

Advertising of the draft Strategy was subsequently undertaken over an eight week period, with a range of submissions being received. Comments and recommendations made in submissions have informed the recommended final version of the strategy.

At the ordinary meeting on 25 May 2017 Council deferred consideration of the Strategy in response to a submission and deputation made by Mr Jon Burgess (Burgess Design Group) on behalf of the Colorado Group Pty Ltd & Mt Bross Pty Ltd, regarding parking requirements, finished floor levels of development and public art contributions.

Subsequent to Council's decision to defer consideration of the Strategy, officers has further discussed these issues with Mr Burgess. The outcome of this meeting has resulted in proposed minor modifications to the Strategy which are outlined within the 'Consultation' section of the report.

Council is requested to consider the submissions received and endorse the updated Strategy.

Proposal

The Strategy is intended to provide a strategic planning framework to facilitate the delivery of a progressive, well connected town with a diverse range of business, employment, housing and lifestyle opportunities, along with a broad level of community services and infrastructure required to support a sustainable Town Centre.

The Strategy contains the following:

- | | |
|---------|--|
| Part 1 | An Activity Centre Plan which contains land use, development provisions and design guidelines that will ultimately form part of the local planning scheme; |
| Part 2A | A Revitalisation Strategy which identifies critical infrastructure and projects required for a revitalised centre and an associated implementation plan |
| Part 2B | Background information and technical reports that have informed preparation of the Strategy. |

The recommended final version of the proposed Strategy is included at **Appendix 1 provided under separate cover**. The following provides a broad summary of the key elements of the Strategy.

Objectives

The Strategy establishes a range of objectives for the ongoing development and growth of Pinjarra, which are directly aligned to the objectives established for activity centres under the Western Australian Planning Commission's (WAPC's) *State Planning Policy 4.2: Activity Centres for Perth and Peel* (SPP4.2). These objectives are:

- To support the development of the Pinjarra Town Centre commensurate with its designation as a Secondary Activity Centre by providing for a comprehensive range of services, facilities, housing options and employment opportunities, structured around a compact town core with sufficient development intensity and distribution of key retail and other attractor land uses to maximise pedestrian flows along streets, encourage walkability and enable efficient high frequency public transit.
- To concentrate activities, particularly those that generate high numbers of trips within the traditional central portion of the town centre to reduce the need for multiple vehicle trips, activate secondary businesses adjacent to major attractors, activate the centre beyond traditional retail hours and create a critical mass which would encourage walkability and contribute to the town's sense of place.
- To strengthen the rural heritage town character and landscape setting of the centre through sensitive urban design, built form and landscaping.
- Support the existing function of George Street and other streets within the town core as the retail and commercial 'main streets' of Pinjarra and discourage uses that have the potential to compromise the level of activity along these streets, particularly within the early stages of development and land use.
- Provide pedestrian friendly streetscapes which maximize pedestrian and cycle access to and through the Town Centre and between key destinations including the Murray River foreshore, the Murray River Square and other key nodes of activity.
- Enhance vehicle connectivity, movement and parking through interconnected street networks, opportunities for freight and through traffic to bypass the town and on-street and reciprocal parking opportunities.

- Provide for a generous network of vibrant, inclusive, accessible and intergenerational public places that reflect high quality landscaping, street art, seating, signage and end of trip facilities that meet the needs of a diverse community.
- Enhance the sense of place and arrival into the Town Centre at Pinjarra Road, South-West Highway / McLarty Street and Pinjarra-Williams Rd.
- Protect and enhance sensitive environmental features and contribute towards reduced water and energy resource use.
- Protect, promote and enhance the health of the community by implementing strategies that protect and improve opportunities for healthy living.

Urban Form Principles

In order to achieve the objectives of the Strategy all subdivision, development and land use within the Strategy area is to be guided by 10 key principles:

- Concentrate activity within a compact and well defined town core;
- Facilitate opportunities for economic growth and employment creation;
- Celebrate Pinjarra’s distinctive character and identity;
- Encourage high quality built form at a scale that encourages walkability and is appropriate for its location;
- Create a network of vibrant, accessible and inclusive public spaces;
- Create attractive and pedestrian friendly streetscapes;
- Support the health and wellbeing of the community;
- Establish an integrated green space network;
- Make Pinjarra highly accessible by a variety of transport modes; and
- Minimize environmental impact.

The above objectives and guiding principles directly informed preparation of the Activity Centre Plan and associated plans contained within Parts 1 and 2 of the Strategy, along with the general and precinct specific provisions contained within Part 1 of the Strategy.

Precinct Areas

The Centre Plan identifies five Precincts which recognize and consolidate established nodes of activity within Pinjarra. Whilst the intended focus of each Precinct differs, collectively all will contribute to the level of activity necessary for a sustainable Town Centre. The Precincts are intended to provide for a transition of intensity in activity and built form from the primary business and employment centre of the ‘Core’ Precinct and the consolidated allied health services and facilities of the ‘Health’ Precinct, to the less intensive ‘Mixed Use’ and ‘Heritage and Arts’ Precincts and the outer-lying ‘Residential’ Precincts.

<p>Core</p> 	<p><i>The Core precinct is the beating heart of Pinjarra and the focal point for business, employment and civic activity. The vision for the Town Centre core is for a network of appealing, tree-lined, lively and walkable streets framed by mixed-use buildings of a scale and character that complements the materials and forms of Pinjarra’s heritage buildings.</i></p>
--	--

<p>Mixed Use</p> 	<p>The mixed-use precinct establishes a frame to the Core Precinct that provides for a transition in activity between the Town Centre and the broader residential areas of Pinjarra. The vision for the mixed-use precinct is for streets with a diverse range of complementary uses that enable people to work and reside in the same location or live affordably within a five to ten minute walk from the primary business and employment centre.</p>
<p>Health</p> 	<p>The Health Precinct is focused around the Murray Districts Hospital. The Vision for the Health Precinct is for medical and related business support and residential buildings within a landscaped setting that promotes physical and mental well-being, with a strong visual relationship to the Murray River and the hills beyond.</p>
<p>Heritage and Arts</p> 	<p>The heritage and arts precinct is the cultural heart of Pinjarra where the town's history and landscape fuse together. The vision for the heritage and arts precinct is for a relaxing and contemplative place on the banks of the Murray River with a strong landscape theme that provides a setting for Pinjarra's heritage assets and sensitively designed cultural facilities.</p>
<p>Residential</p> 	<p>The residential precincts provide for a broad diversity of housing types within a short walk or bike ride of the activity within the town centre core and the adjacent mixed-use areas. The vision for the residential precincts is for appealing and walkable residential streets with footpaths, street trees and convenient on-street parking, lined with houses that range from single family homes to terraced townhouses, small apartment buildings and clusters of other attached housing.</p>

Activity Centre Plan

The Activity Centre Plan and associated plans define the boundary of Precinct areas, the proposed movement network, greenspace (public open space) linkages, residential densities and maximum building heights across the Strategy area.

Key elements of the Centre Plan and associated plans are described below.

- **Land Use**

The Strategy introduces a range of mixed uses that support a developing Town Centre which align with the vision of specific Precincts and encourage co-location of similar uses. The Precinct Guidelines contained within Part 1 outline preferred uses at ground and above street level which is intended to encourage those uses that will contribute to the amenity of the street and encourage pedestrian activity at ground level.

- Movement

The Activity Centre Plan and the Local and Regional Movement Network plans recognize the need for improved vehicle access throughout the Town Centre and between Pinjarra and outer-lying areas. A key feature of the movement network is the expansion of the current grid street network which includes the extension of unconstructed road reserves and the inclusion of new local roads and river crossings at Forrest Street and Camp Road. The network ensures improved east–west and north-south access, encourages dispersal of traffic and proposes greater diversity in travel routes between key destinations.

The movement and residential density plans recognise the importance of developing a critical mass of public transport users by maximising the number of residents and people living and/or working within a 5 minute walk of key activity nodes and a future high frequency public transit route.

- Public Open Space

Trees in urban areas have social, environmental and recreation benefits, including reducing air pollution, minimizing the impact of heat islands, encouraging outdoor activity, providing habitat and enhancing local amenity.

To provide relief to a more urbanized town, public open space linkages are proposed as a key urban form element of the Town Centre. The extensive Greenspace Network Plan proposes over 7 km of environmental linkages which include existing open space and foreshore reserve, together with privately owned land identified for inclusion through future rezoning or as a condition of subdivision approval. Achievement of the network is considered a key outcome that will contribute towards the containment of activity, facilitate access and encourage movement of pedestrian and cyclists throughout the town centre. The open space linkages will also ensure the highly valued natural amenity and character of Pinjarra is protected and enhanced. Achievement of the network as contemplated will require management to mitigate bushfire risk and the ceding of existing privately owned land as part of future subdivision or development.

- Residential Densities

Residential density within the centre plan area requires significant up-coding to ensure the necessary provision and diversity of housing required for an activated and sustainable town centre. As outlined in the table below, densities within the ‘Mixed Use’ and ‘Health’ Precincts are proposed at a minimum of R80 which will enable an appropriate level of density to support a future high frequency public transport network. Within the ‘Core’ Precinct an R-AC0 code applies, with a minimum density of R100, which ensures a density that is commensurate with housing options expected within a vibrant and sustainable Town Centre.

Residential densities within the ‘Residential’ Precincts are defined as a base code, dual code or as a density range.

Precincts	Residential Density Coding
<i>Core</i>	R-AC0(b) / Minimum R100
<i>Health</i>	Minimum R80
<i>Mixed Use</i>	Minimum R80
<i>Heritage & Arts</i>	Minimum R60
<i>Residential</i>	As specified under the Residential Density Plan

- Development Height

The Maximum Development Height Plan supports transitional development height from a maximum of 2 storeys through to 5 storeys (21 m). The future Shire of Murray Civic

Buildings (proposed to encompass the street block on which the Shire offices are currently located) are provided the greatest development height potential within the town centre. This ensures that the future civic and community buildings and the associated public spaces are legible and easily recognized within the context of the broader town skyline. To ensure future development along the Murray River is in keeping with the natural topography and does not detract from the visual amenity of the riverfront, maximum development heights are restricted to 2 storeys / 9 m.

Within 'Residential' Precincts on the periphery of the town centre, development heights default to the provisions of the Residential Design Codes.

Projected Outcomes

Based on the planning framework provided within the Strategy, it is anticipated that by 2050 the following outcomes will be achieved.

Estimated Employment	2,026 (by 2036) / 6,422 (by 2051) <i>*does not include employment generated by schools, hospital and allied health services</i>
Estimated Dwellings	11,700
Estimated Population	26,910 @2.3 persons per dwelling 24,570 @2.1 persons per dwelling

Revitalisation Strategy

Other than a robust planning framework, the Strategy also recognises that people and actions transform towns and places and that 'liveable' towns are not just about good urban design but are created when people have a strong emotional connection, feel a sense of belonging, want to participate and are compelled to live, work, stay or return.

Therefore, in addition to the more statutory related planning framework, a Revitalisation Strategy has been prepared which outlines a range of infrastructure, projects and actions that are considered imperative to Pinjarra becoming a sustainable and vibrant Town Centre. An implementation plan also outlines projected timeframes along with the stakeholders needed to deliver and/or fund the range of infrastructure, projects and actions identified.

Murray 2025 Strategic Community Plan

Objective 4	Well planned, integrated and active places that embrace and respect our rural lifestyle, built and natural environment and heritage
Outcome 4.1	Growth is managed in a sustainable and responsible way that protects our lifestyle and the natural environment
Outcome 4.2	Town centres are welcoming, well presented and developed to enhance their character and value
Outcome 4.3	Public open space, recreation areas and facilities are accessible and well utilised
Outcome 4.4	Our heritage is embraced, protected and promoted
Outcome 4.5	Facilities and infrastructure are planned and built to meet the needs of a growing community

Murray 2016-2020 Corporate Business Plan

Action 4.2.5	Develop and implement the Pinjarra Town Centre Revitalisation Plan
---------------------	--

Other Strategic Links

- Directions 2031 and Beyond
- Perth and Peel @3.5 Million (draft)
- State Planning Policy 4.2 – Activity Centres for Perth and Peel
- State Planning Policy 3.7 – Planning in Bushfire Prone Areas

The above strategic framework has been addressed in the 'Conclusion/Justification of Officer Recommendation' section of the report.

Statutory Environment

Pursuant to Schedule 2, Part 5, cl.31 & 32 of the *Planning and Development (Local Planning Schemes) Regulations*, an Activity Centre Plan may be prepared by a local government if a State planning policy requires a plan to be prepared for the area or if the Western Australian Planning Commission (WAPC) considers that an Activity Centre Plan for the area is required for the purposes of orderly and proper planning.

Pinjarra is identified as a 'Secondary Centre' to the Peel Region under State Planning Policy 4.2 (SPP4.2). The preparation of an Activity Centre Plan for 'Secondary' centres is a requirement of SPP4.2.

The Strategy is to be adopted as an Activity Centre Plan pursuant to the deemed provisions of the Regulations. An approved Activity Centre Plan is not part of the Scheme and does not bind Council or the WAPC in respect of any application for planning or subdivision approval. Should the Plan be approved, Council and the WAPC will however be required to have due regard to the objectives, intent and the guiding principles of the Plan when making decisions on the subdivision and development of land within the Plan area.

Policy Implications

It is intended that upon approval of the Activity Centre Plan component of the Strategy by the Western Australian Planning Commission, the interim *Pinjarra Town Centre Precincts Local Planning Policy* will be revoked.

Sustainability & Risk Considerations

Economic - (Financial impact to the community)

The Strategy seeks to consolidate retail, commercial, civic and residential uses which will encourage increased intensity of activity within the Town Centre. Implementation of the plan will support greater diversity in business and employment opportunities and encourage a critical mass of activity and movement of pedestrians between key destinations which will enhance economic development opportunities for local business. The consolidation of activity will also assist in activating secondary businesses adjacent to major attractors.

Social - (Quality of life to community and/or affected landowners)

The revitalised Town Centre will result in a range of positive social outcomes for the community. Other than key transport and community infrastructure planned within the centre, increased opportunities to live, work, shop, undertake day to day leisure and recreational activity without the need for private vehicle use will result in significantly more pedestrian activity and a more interesting and vibrant town centre. The establishment of the greenspace network, upgraded streetscapes and creation of both new and upgraded public spaces will also contribute to an improved quality of life for the community and local residents.

Environment – (Impact on environment's sustainability)

Implementation of the objectives, guiding principles and design guidelines defined under the Strategy will facilitate a critical mass of activity and a level of amenity, facilities and services that encourage walkability and enable users to more easily perform a variety of multiple purpose trips with reduced reliance on private vehicle use. Implementation of the green space network, enhancement of streetscapes and the application of Water Sensitive Urban Design principles throughout the centre will further enhance and protect key environmental features of the Town Centre.

Governance – (Policy implications)

There are no significant governance implications. It is anticipated however that the revitalisation of the Town Centre as contemplated will necessitate modifications to the local laws to accommodate greater street activity and opportunities for alfresco dining.

Overall Risk Management Consideration

The key risk associated with the proposal is if Council does not proceed to initiate the planning framework necessary for the delivery of a sustainable and vibrant Town Centre. Ensuring the necessary strategic and statutory framework is in place will mitigate the risks of development that may dilute the level of economic activity, particularly in the town core, for a substantial period. Dispersed activity significantly weakens the critical mass of people required for the delivery of high frequency public transport and other infrastructure and services, has a detrimental impact on business investment and subsequent employment opportunities and prejudices the key outcomes sought by the community as identified as part of the preliminary engagement process.

Based on the significant consequences of high intensity land uses being established in an ad-hoc manner within the Town Centre, the level of risk of not proceeding with the proposal is considered to be high.

Consultation

In the two years prior to preparation of the draft Strategy an extensive range of community engagement and consultation was undertaken. The feedback received through this engagement directly informed preparation of the draft Strategy and included workshops, information sessions and formal consultation processes as part of the *Murray River Foreshore and Exchange Hotel Masterplan*, the *Civic Precinct Masterplan*, the *Local Community Planning Workshops*, the *Murray Business Strategic Planning Workshop* and more recently, the *Pinjarra Town Centre Revitalisation Strategy* and *Activity Centre Plan*. Consultation also included an on-line survey covering a range of questions intended to identify the existing issues, constraints and opportunities for a revitalised Pinjarra Town Centre.

Formal advertising of the draft Strategy was undertaken between 21 November 2016 and 27 January 2017. Consultation was undertaken in accordance with the *Planning and Development (Local Planning Schemes) Regulations* and involved advertising in the local paper, feature newspaper articles, electronic communication tools (ie. Shire's website, Facebook page and e-newsletters) and direct mail-outs to all landowners within the Strategy area. Engagement also involved targeted engagement sessions with key stakeholder groups. It is estimated that Shire officers either presented to, or met individually with, close to 400 people during the formal advertising period.

Feedback received during the extensive consultation process was resoundingly positive and supportive of the draft Strategy and the key outcomes the document seeks to achieve.

19 formal submissions were received as a result of the formal advertising process. Nine were from government agencies and service providers, all of which supported the Strategy. Of the ten submissions received from a stakeholder group and various landowners (or

prepared on behalf of landowners), 6 submissions were in favour and 4 objected to the Strategy. Of the 4 submissions that objected, 3 were from landowners outside of the Strategy area. These objections were primarily based on the Strategy being prepared to support Pinjarra in its role as the ‘Secondary’ Activity Centre to the Peel Region. The subject submitters were of the view that the Strategy should recognise the proposed downgrading of the town to a ‘District’ centre under the draft sub-regional planning framework.

As reflected within the Schedule of Submissions (refer **Appendix 2**), it is recommended that these submissions be dismissed as Pinjarra is currently identified as the ‘Secondary Centre’ within the Peel Region under both the gazetted State Planning Policy 4.2 and the WAPC endorsed *Directions 2031 and beyond*. Importantly, the draft sub-regional framework is yet to be endorsed and has been the subject of submissions which identify fundamental issues as to the framework’s inconsistency with the key principles for growth outlined under Directions 2031 and the activity centre hierarchy identified under the endorsed strategic document and SPP4.2.

As acknowledged within the ‘Background Context’ section of the report, issues raised in the submission by the Burgess Design Group on behalf of Colorado Properties Pty Ltd and Mt Bross Pty Ltd, and subsequently highlighted within the deputation to Council, have been the subject of further discussion post the 25 May Ordinary Meeting of Council. Burgess Design Group has submitted a document which sets out the issues, concerns and recommendations from their perspective on each of the issues. This document is included at **Appendix 3**. The issues relate to parking requirements, building and flood levels, parking and the extent of public art contribution.

Further comments on each point is set out below.

Building Floor Levels

The submitter has indicated that the draft Strategy is seeking developers to build at street level, potentially below the accepted free-board above the 1:100 Annual Recurrent Interval flood level and raises concerns over the ability to achieve building certification and/or insurance for development below the free board.

The submitter recommends that the Strategy include a base case that allows for buildings that meet the ‘deemed to satisfy’ provisions of the Building Code of Australia (BCA) for all development considerations and then include comment that developers/proponents are encouraged to consider the overall objectives of the Shire (with regard to streetscape etc) in their planning to achieve intended outcomes where possible and for negotiated mutual benefit.

The draft Strategy states:

6.4.6 Development within the Flood Fringe

6.4.6.1 All development for sites located within the Murray River Flood Fringe are to be constructed at a finished floor level of at least 150mm above the 1:100 ARI flood level.

6.4.6.2 To the extent necessary to improve pedestrian interaction between the building and street footpaths, the finished floor level of non-residential buildings may be reduced to the 1:100 ARI flood level.

Under the guideline section an acceptable guideline for meeting the principle ‘Buildings shall present a welcoming entrance from the street’ goes on to state ‘Entrances at-grade with adjacent footpath, unless flood protection measures require otherwise’

The wording as already included in the draft Strategy therefore requires development to meet the normal 150mm freeboard for established areas as set out in the both the Murray River Flood Strategy and the Shire's Town Planning Scheme.

Recognising the critical street activation principles within the Strategy which essentially require development to be oriented toward and built up to the street with key pedestrian entrances from the street, there will be some instances where this will be difficult to achieve and also meet the standard freeboard given the established street levels in some areas of the town.

Whilst not a mandatory requirement, the Strategy therefore provides additional flexibility under section 6.4.6.2 to develop at a level down to the 1:100 ARI flood level for non-residential development where necessary to achieve the activation objectives. This is an approach that has previously been agreed with the Department of Water.

The acceptable guideline as set out above recognizes that it will not always be possible to construct building entrances at street level due to the town flood levels and there is flexibility built into the Strategy to enable discretion provided the Strategy objectives are met.

The BCA also includes a performance based requirement that states:

Surface water, resulting from a storm having an average recurrence interval of 100 years must not enter the building.

Whilst one way to preclude storm water from entering a building is by sufficiently raising the floor level, the BCA performance solution provides for other innovative means of precluding water to be designed to meet the requirement.

On the basis of the above no further changes are considered necessary to the draft Strategy.

Car Parking

The submitter has raised the fact that concessions on parking have been granted within the town in the past and raises concerns that a relaxation of parking standards may impact upon the function and amenity of other land uses to their detriment.

The submitter recommends that normal parking standards apply across the Town Centre so that each land use is responsible for their own car parking requirements as the most equitable scenario. The submitter supports the Strategy recommendation for a Car Parking Strategy to be prepared and suggests that this also consider arrangements to service any future light rail/public transport facility, that Council should build a specific car parking area on their own land (or State owned land) to cater for the public, recreational and public transport components of the town and should also review the strategic Shire and government owned land within the Town Centre for the purpose of finding suitable sites for car parking.

Large expanses of parking represent the single most disruptive element to urban form and walkability within town centres and therefore an insistence on excessive, single use parking facilities in the town is considered an undesirable outcome.

Parking rates in the Strategy aim to reflect an adequate supply of parking in the town to satisfy normal demand but not oversupply parking to the detriment of urban form and walkability objectives of the Strategy. The provisions propose 3 bays per 100 m² for non-residential uses (which is the focus of the submission). This is a minimum rate and does not preclude uses such as shopping centres who normally dictate their own higher rate from doing this.

The existing town planning scheme parking standards are based on separate isolated uses in a suburban context and are therefore inappropriate for application in a mixed use town

centre context. They are also quite dated and do not adequately reflect a range of factors including extended commercial trading hours and emerging technologies.

The parking rates proposed in the Strategy reflect a range of factors including:

1. The mixed use nature of the town where multiple purpose trips and differing peak periods across different uses provide the opportunity for an overall lower rate of parking compared to single use developments where shared parking opportunities are unavailable;
2. an average rate across various town centre uses in order to facilitate changing land uses within a developing town centre over time;
3. The street based nature of the town centre which provides the opportunity for use of street based parking;
4. The desire to encourage other forms of transportation including public transit, walking and cycling;
5. An acknowledgement of emerging technologies such as driverless vehicles and e-purchasing.

In preparing the broader parking requirements under the Strategy a range of developing centres were investigated and a similar approach was taken to other developing Secondary Centres, including for example the Joondalup City Centre which has experienced significant growth over the previous 15 years.

The preparation of a parking strategy is also proposed as a Strategy action which aims at providing well distributed consolidated parking areas across within the town centre. This will identify key locations for parking areas and put in place arrangements for the acquisition, construction and ongoing management of parking areas. Funding for such parking areas would normally come from cash in lieu of onsite provision. It is anticipated that a review of the Shire and Crown landholdings will be undertaken as part of the car parking strategy however it will also be necessary to investigate private landholdings to ensure a good distribution of parking. It will also address parking to service any future light rail/public transport facility.

Based on the above, no changes are recommended to the parking requirements outlined within the Strategy guidelines, however to help address the submission the text under the parking strategy action could be expanded to further clarify the scope of the parking strategy as follows:

- 18 Prepare a Pinjarra Town Centre Car Parking Strategy aimed at providing well distributed consolidated public parking facilities within the town centre core. The strategy will identify the location and size of parking areas and put in place arrangements for the acquisition, construction and ongoing management of parking areas, including arrangements for cash in lieu of onsite parking and monitoring arrangements. It will also address parking locations to service public uses including recreation, civic and any future light rail/public transport facility and will need to consider evolving technology and the associated impacts on vehicle use/requirements over time.

Public Art Contributions

The submitter has indicated that the proposed 1% contribution towards public art is excessive and overly onerous. As an example they indicate that this would equate to approximately \$200,000 on the Colorado Properties Pty Ltd Pinjarra Junction Shopping Centre Stage 2 project and that given other street works associated with that development which equate to \$230,000 plus other studies and reports, the overall contribution from this proponent would be in the order of \$500,000.

The submitter recommends that developers should be encouraged to provide public art within their proposals through objectives and negotiated outcomes and that the Shire should prepare a Public Art Strategy to review with the community, outline its strategy on overall funding sources and provide some guidance for negotiation of contributions.

The draft Strategy sets out a principle which states:

Buildings shall integrate public art or other decorative detail to provide visual richness' and an acceptable guideline stating that '1% of the construction cost invested in public art or other architectural detail integrated into the development to the satisfaction of the decision maker.

The street work contributions associated with the stage 2 of the shopping centre mentioned by the submitter relate to normal traffic management and street upgrades associated with a development of this nature and therefore have no relevance to this public art contributions and to put the \$200,000 public art figure stated by the submitter into context this would relate to a \$20,000 000 development.

The desire for the Strategy to reinforce a distinctive character and identity for Pinjarra was a clearly and frequently stated outcome the community sought through the consultation processes as part of the development of the Strategy.

Public art is one way in which the character and identity of the town can be reinforced. Public art contributes to understanding and appreciation of cultural and natural heritage, enhances the built environment and creates more meaningful public spaces. Among its many social, economic and cultural benefits, public art can help to define a place and create a sense of cultural and community identity; improve the public experience of buildings and spaces; and encourage creative collaborations between artists and other professionals such as architects, designers, landscape architects and engineers.

The guideline in the draft Strategy provides for a contribution of 1% of the estimated construction cost. This translates to only \$1,000 for every \$100,000 of construction cost.

A 'percent for art' scheme is an initiative which is supported and has been implemented with government owned development since 1989. Public art initiatives in various forms have subsequently become common practise in Local Government planning frameworks (including other Peel local governments such as Mandurah and Serpentine Jarradale) and in Subiaco (Metropolitan Redevelopment Authority), which supports either a cash in lieu or the integration of public art through key architectural features of the building or ground level design works.

Importantly as outlined under the respective design principle the public art contribution may be undertaken by the developer integrated into the built form (ie. mural, design, lighting or paving or landscape features) or as a cash contribution towards public art within the town centre, which does provide some scope for savings in other components of the construction.

Given the significant contribution public art is likely to contribute to enhancing Pinjarra's sense of place, it is recommended that the public art contribution guideline be retained within the Strategy. The 1% is consistent with many other similar programs and is therefore also recommended that it be retained.

It is however also recommended that an additional provision be included in the document to clarify the ways in which the contribution can be made (which may partially address the submission) and also introduce a minimum development cost threshold to ensure that minor development works (eg. patio, minor addition/extension) will not trigger a public art contribution. The following new clause is recommended:

- 6.4.2.11 *With the exclusion of development with a construction cost of less than \$100,000, a 1 % contribution of the cost of development proposed within the Core, Mixed Use, Health and Heritage & Arts Precincts is to be provided as cash in lieu for investment in public art or provided through art related architectural detail integrated into the development to the satisfaction of the decision maker. Such detail may include but not be limited to feature artwork and/or architectural, lighting or landscape features that contribute to the visual richness and interest of the streetscape and public realm.*

Resource Implications

Financial

There are direct costs associated with the preparation of the document and the associated advertising. These costs have been accommodated under the Planning and Sustainability operational budget.

Workforce

The document has been progressed within the scope of the Planning and Sustainability operational workforce requirements.

Options

Council has the following options:

1. Endorse the prepared Strategy with or without modifications.
2. Not endorse the Strategy.

Conclusion/Justification of Officer Recommendation

Directions 2031 and Beyond

Directions 2031 is a high level spatial framework and strategic plan that establishes a vision for future growth of the metropolitan Perth and Peel region. The document provides a framework to guide the detailed planning and delivery of housing, infrastructure and services necessary to accommodate a compact and environmentally sustainable city with a population of 3.5 million. This growth is to be achieved through an increased focus on integrated activity centres, movement and green networks. The 'connected city' model relies heavily on consolidation of activity and growth and significantly greater rates of infill development within established areas.

A fundamental outcome underpins the strategy which is the delivery of a liveable, prosperous, accessible, sustainable and responsible city. The objectives and key principles established within the Activity Centre Plan are consistent with the key objectives and outcomes sought under Directions 2031.

Perth and Peel @3.5 Million (draft)

Whilst the broad sustainable planning outcomes cited in the draft framework are consistent with the aspirations and intentions of *Direction 2031*, the Shire's submission on the draft spatial plan highlighted fundamental concerns that the draft sub-regional plan does not reflect a compact growth plan scenario that will enable the delivery of a liveable, prosperous, accessible, sustainable and responsible town centre. The submission also encompassed a preferred, alternate urban form. The Strategy has been prepared consistent with the recommendations, alternate plan and outcomes sought as part of the Shire's submission.

It also relevant to note that the draft framework downgrades the role of Pinjarra from a 'Secondary' level activity centre to a 'District' Centre. Importantly, whilst the downgrading of the centre is not supported by the Shire, irrespective of the status of Pinjarra as either a 'Secondary' or 'District' centre under the finalized sub-regional framework, the town will need to accommodate a significant portion of the projected Shire growth.

The prepared Activity Centre Plan will ensure an appropriate framework is in place to achieve this outcome.

State Planning Policy 4.2 – Activity Centres for Perth and Peel (SPP4.2)

The primary purpose of the policy is to specify broad planning requirements for the planning and development of new activity centres and the redevelopment and renewal of existing centres in Perth and Peel. The Policy is primarily concerned with the distribution, function, broad land use and urban design criteria of activity centres and with the co-ordination of land use and infrastructure planning.

The Strategy has been prepared consistent with the objectives and intent of SPP4.2.

State Planning Policy 3.7 – Planning in Bushfire Prone Areas (SPP3.7)

Portions of the strategy area are located within a Bushfire Prone Area. Bushfire prone areas contain regionally significant vegetation that contributes to the environmental value and natural amenity of the town. The need to consider bushfire risk management measures alongside environmental, biodiversity and conservation values is therefore a key consideration for planning and development on affected sites within the centre plan area.

To understand the bushfire risk implications on the developing town centre, a Bushfire Management Plan (Hazard Level Assessment) has been undertaken, which confirmed there is no fatal flaw with the planning framework prepared under the Strategy and that it complies with the objectives of SPP3.7.

Conclusion

The Pinjarra Town Centre has significant potential. It has a unique setting adjacent to the banks of the Murray River, a distinctive rural character, recognized environmental, cultural and heritage values and serves as the main activity centre to the Shire's population, which includes an extensive rural hinterland.

Anticipated population growth and increased development pressure is expected to create significant challenges for the Shire in balancing these attributes with competing residential, employment, business, public transport, infrastructure and service needs of an evolving Town Centre.

The *Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan* establishes a vision, a range of objectives, design principles, development guidelines and an implementation plan that collectively contribute to a robust planning framework and strategic plan that ensures the heritage character and environmental features of Pinjarra are celebrated and the significant services and infrastructure required for a sustainable and efficient Town Centre can be accommodated.

It is therefore recommended that Council endorse the Strategy as generally provided in **Appendix 1**.

Voting Requirements

Simple Majority

OFFICER RECOMMENDATION:**SCM 17/105****Moved: Cr S Lee****Seconded: Cr C Thompson****That Council:**

1. in accordance with Schedule 2, Part 5, clauses 35 and 36 of the *Planning and Development (Local Planning Schemes) Regulations 2015*:
 - a) has considered the submissions received in relation to the *Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan* ('the Strategy'), as located within Appendix 2;
 - b) supports the *Pinjarra Town Centre Activity Centre Plan* (as generally provided under Parts 1 and 2B of Appendix 1); and endorses the centre plan and associated documentation being forwarded to the Western Australian Planning Commission for consideration and approval; and
- 2) endorses the *Pinjarra Town Centre Revitalisation Strategy* (as generally provided under Part 2A of Appendix 1).

CARRIED UNANIMOUSLY 9:0**8. CLOSURE OF MEETING**

There being no further business, the Presiding Member declared the meeting closed the time being 9.02am.