

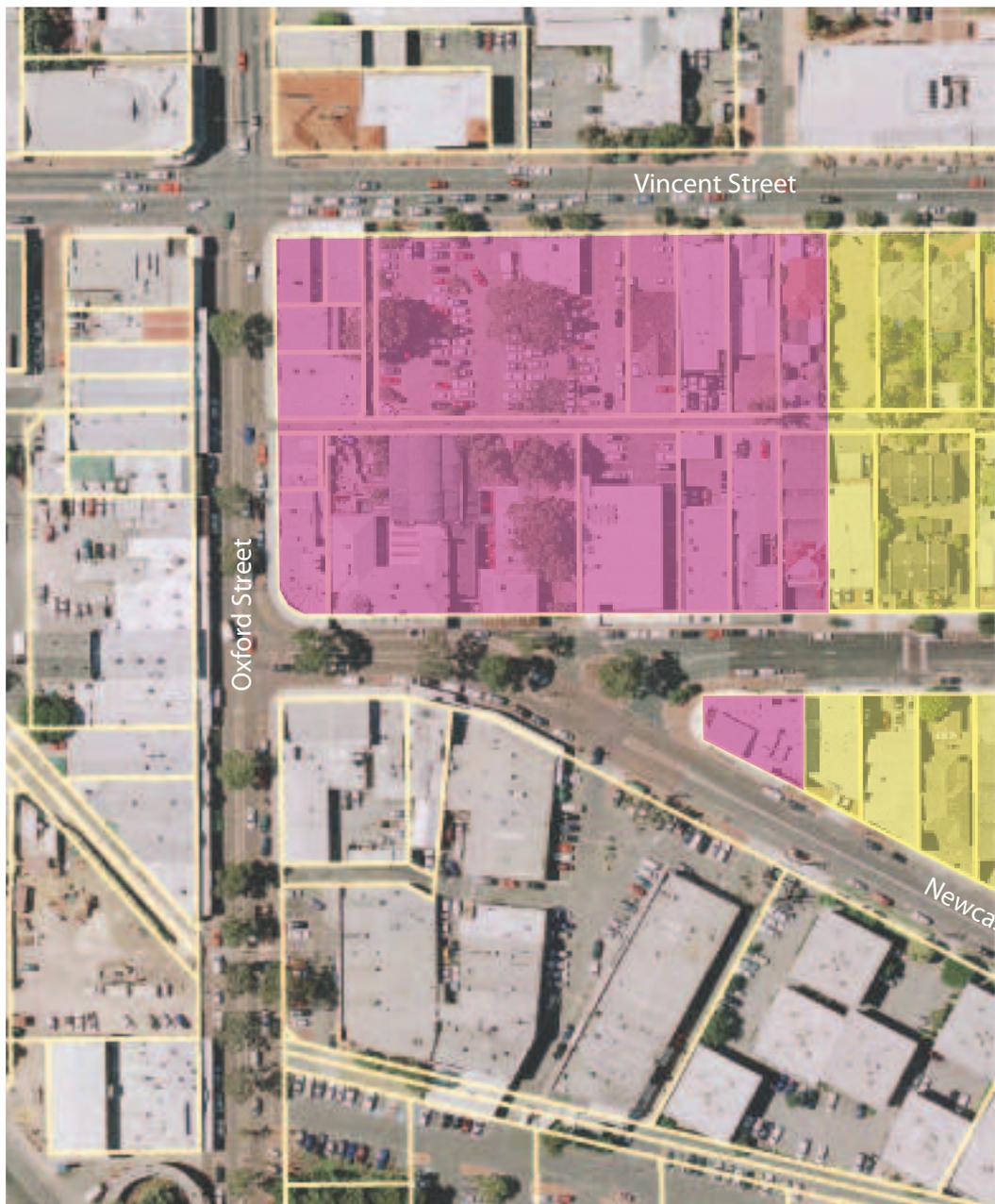
# 3.0 redevelopment scenarios

## 3.1 Preferred Land Uses

It is proposed that the predominant land use in this precinct be high density residential in the form of multiple dwellings. The transition in land use from commercial at the Oxford Street end to residential heading east would be characterised by mixed use development, with commercial uses (shops and offices) at the ground level. Grouped dwellings should not be permitted as this form of redevelopment has resulted in an undesirable homogenous built form with inadequate dwelling yields, types or sizes.

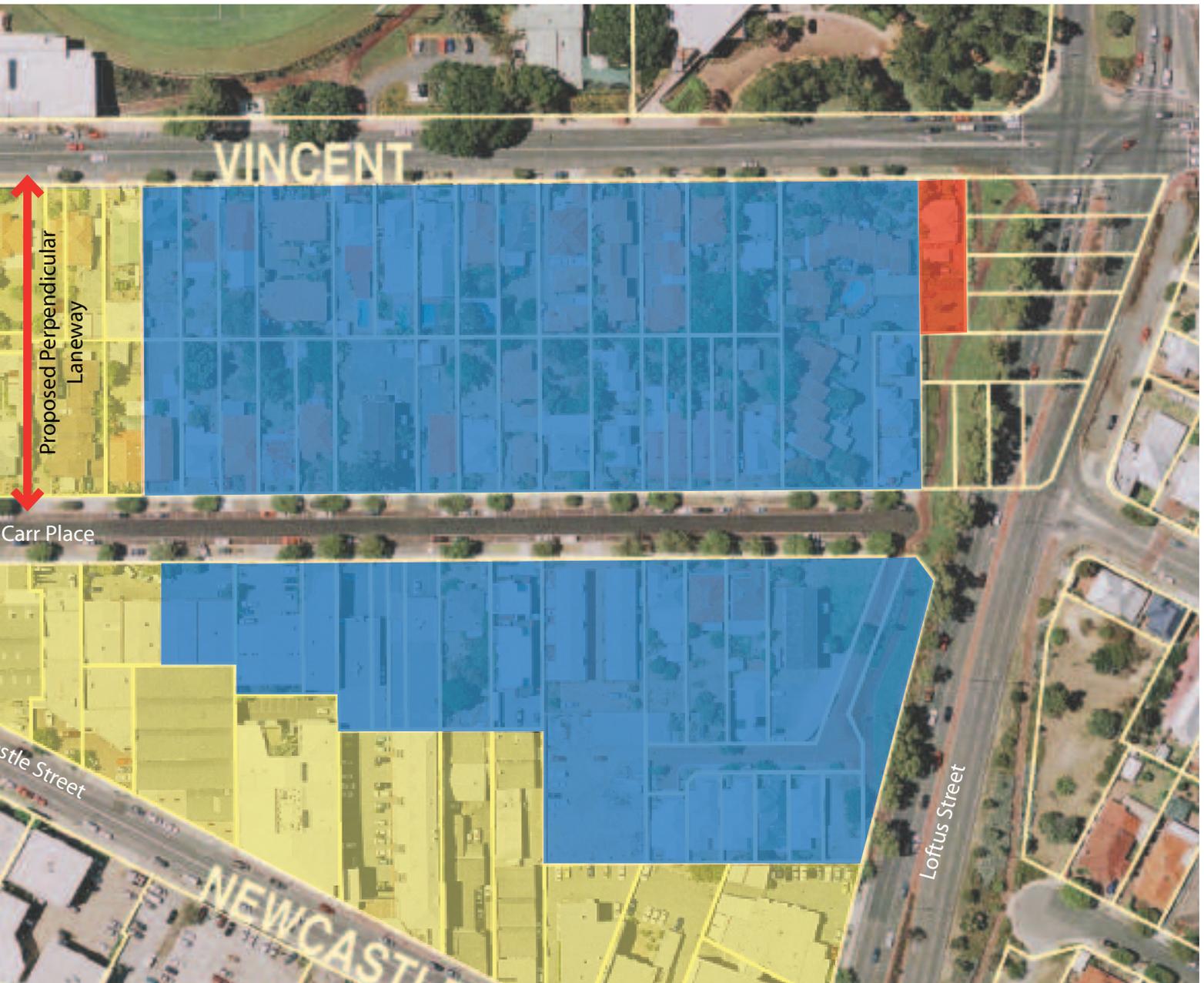
The first perpendicular laneway proposed for the precinct (refer pp10-11) would mark the end of the transition from commercial (or mixed use) to residential, with the remainder of Carr Place retaining its existing predominantly residential character, albeit at an expected higher density. Commercial activity could occur immediately east of the proposed perpendicular laneway to allow commercial activation of the eastern edge of the laneway. Given the status of Carr Place as a local street and the absence of connectivity with adjoining streets, it is considered undesirable to promote the extension of non-residential land uses any further east.

Home office and home business uses should be encouraged on the Vincent Street frontage of lots, although commercial uses should be prevented from 'creeping' into the predominately residential neighbourhood.



- Commercial/Hospitality
- Mixed-Use
- High Density Residential
- Heritage Building (restricted development opportunities)

# 3.0 redevelopment scenarios



## 3.0 redevelopment scenarios

### 3.2 Laneways

The existing laneway is proposed to be widened to 6 metres and extended in order to provide rear access to all lots fronting Vincent Street and Carr Place, with two additional perpendicular North-South laneways providing for restricted vehicular access between Vincent Street and Carr Place.

The western-most North-South laneway is proposed to be 8 metres wide and should be positioned to coincide with the transition in land use in the street block from predominately commercial (retail and entertainment uses) to predominantly residential uses. Key development sites on each corner would be characterised by commercial uses on the ground floor and residential uses with balconies on the second and subsequent storeys, ensuring active frontages and passive surveillance of the laneways.

The second North-South laneway is proposed to be located further east, and its location would be dependent on the manner in which development unfolds along Carr Place and Vincent Street. The preferred location is shown on the adjacent plan and would provide the opportunity for the existing lots on the eastern side of the proposed laneway to be amalgamated and comprehensively redeveloped to the highest permitted density.

The laneways will improve permeability for both pedestrians and vehicles through the precinct. Once the laneways have been established, vehicle access to properties will eventually be limited to the laneways, with parking facilities located at the rear and existing crossovers incrementally removed, allowing greater opportunities for on-street parking, tree planting and other improvements in the street environment.

There will be a period of transition, whereby redevelopment has commenced and laneway access has not been established. In these cases, temporary vehicular access from Carr Place or Vincent Street should be permitted until such time as access to the laneway can be obtained. In order to ensure temporary access is removed, a condition can be imposed on the subdivision or development approval requiring removal of the crossover within a defined period of time (for example, within 18 months) following construction of the laneway and connection of it to the road system. This could be supported by a legal agreement or notification placed on the title under section 70A of the Transfer of Lands Act 1893 (as amended).

The development should also be designed in such a manner that access to parking areas can be obtained from the laneways in the future, with redundant vehicular access ways incorporated into the development, either as future landscaping or as an extension of the building. This ensures that the redundant area is not rendered vacant and unusable in the future.

Passive surveillance of the laneways and streets will be enabled with the requirement for active frontages and balconies overlooking these spaces, particularly on the North-South laneways.

It is proposed that the land required for the rear East-West laneway be given up free of cost as a condition of subdivision or development approval, with this requirement clearly stated in the Scheme. The land would be given up under section 168 of the Planning and Development Act 2005.

A strip of land 3 metres wide for the length of the rear boundary would be required to be ceded by each lot owner and dedicated as a public right-of-way (ROW), providing for a 6 metre laneway to be constructed by Council or by a developer, depending on circumstances, in lieu of a developer contribution. In the western-most section of the precinct where the East-West laneway already exists (refer pp 4-5), the adjoining owner would be required to cede a strip of land on the rear lot boundary to bring the laneway to 6 metres width from its centre point.

The additional land required for the 8 metre wide North-South laneways should be acquired by the Council and dedicated as a ROW. The Council should show this land as a local reserve for road purposes in its scheme in order to protect its future alignment.

The Council should be reimbursed for the acquisition of this land and construction costs with developer contributions made by all landowners through the subdivision and development approval process. Through the declaration of the Carr Place Precinct as a Special Control Area, a Developer Contribution Plan could be prepared and included as a schedule in the scheme, listing all works and land costs of mutual benefit to all landowners/developers in the precinct and providing for the equitable distribution of costs among all landowners/developers.

Another opportunity for Council to achieve the North-South laneways, without being burdened with the up front cost of acquiring the land, is through the introduction of a provision in the scheme which requires adjacent landowners to cede the land free of cost (4 metres either side). In order to ensure the landowner/developer would not be unreasonably disadvantaged as a result, the scheme provision could allow the landowner/developer to claim their total land area (including the land required for the laneway) for the purpose of calculating the maximum number of units, site coverage and plot ratio.

The introduction of an additional laneway in the Carr Place Precinct connecting Carr Place with Newcastle Street may be desirable in order to maximize north-south pedestrian movements and vehicular connections, but is not considered a necessity, given that it is a relatively short street block. An alternative mechanism to facilitate north-south connections, if considered desirable, is through the use of a public access easement in gross over existing and future vehicle access ways within lots, removing the need to acquire or cede land for this laneway.

# 3.0 redevelopment scenarios



Opportunity for widening of laneway limited by existing buildings. Currently 3.4 metres wide.



PROPOSED PEDESTRIAN MOVEMENT

- █ Existing Pedestrian Movement
- █ New Pedestrian Movement

Opportunity to establish vehicle and/or pedestrian connection between Carr Place and Newcastle Street and the Water Corporation site.



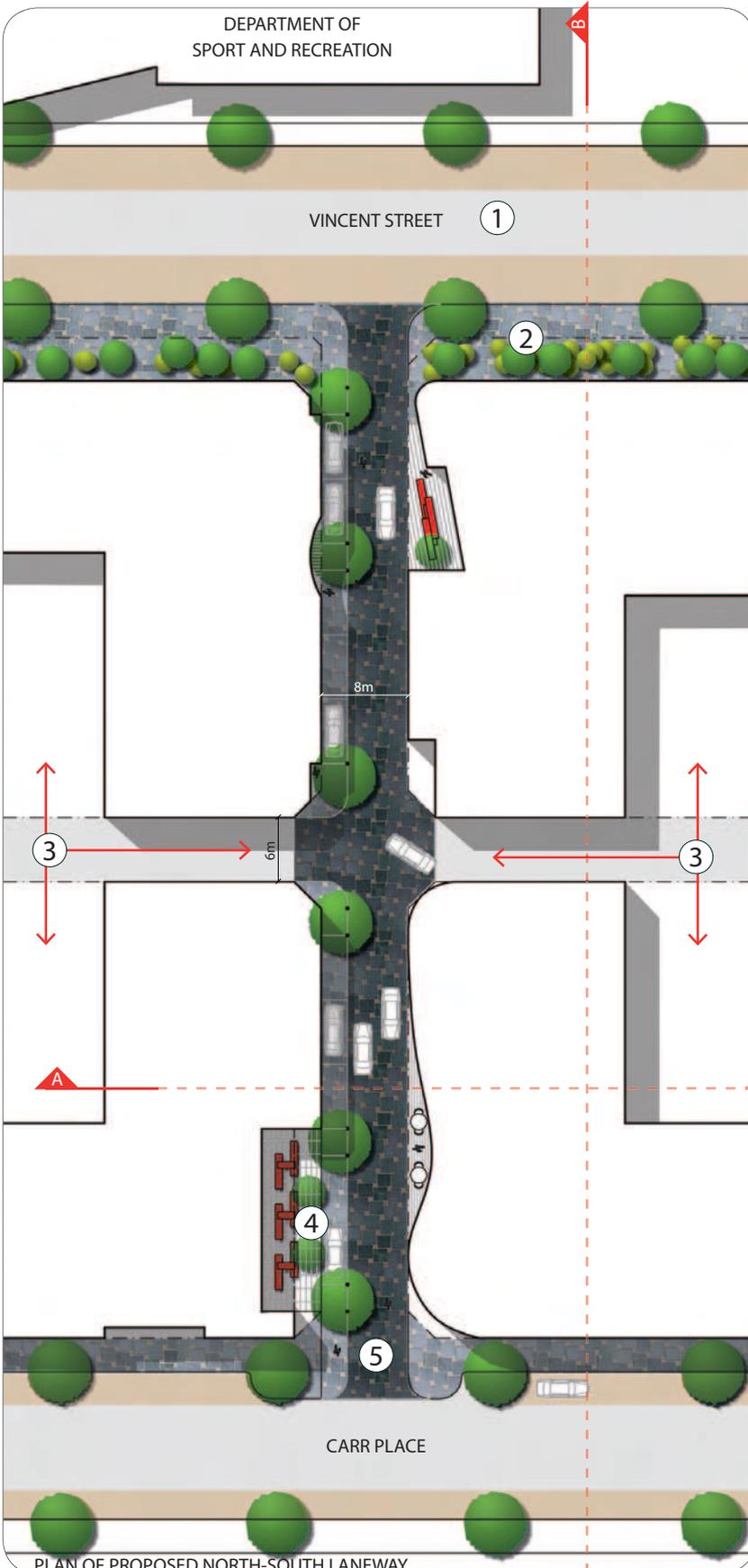
PROPOSED VEHICLE MOVEMENT

- █ Existing Vehicle Movement
- █ New Vehicle Movement

Opportunity to establish vehicle and/or pedestrian connection between Carr Place and Newcastle Street and the Water Corporation site and for development to front onto it.

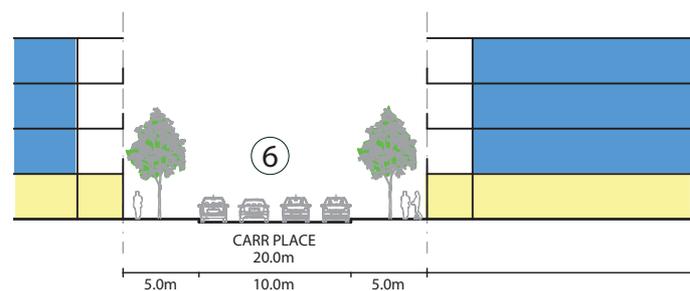
# 3.0 redevelopment scenarios

## 3.2 Laneways



- ① Upgraded streetscape on Vincent Street. Peak clearway to be retained. Power lines to be run underground and the power poles removed. New street lights to be installed. Works to be obtained via developer contributions.
- ② Refer to section 3.4
- ③ Parking and service access to be confined to the rear laneways. Vehicular crossovers to individual lots to be incrementally removed.
- ④ Buildings may be built to the laneway boundary to activate the laneway with commercial developments including offices, retail, small bars and/or cafes.
- ⑤ Proposed North-South laneway to be a 'shared space'. The laneway width is proposed to be 8 metres in order to provide for 2 vehicles to pass slowly and parking on one side. This is wider than specified under WAPC Planning Bulletin No. 33 (which requires 6 metres) in order to accommodate parking on one side and small street trees. Buildings would be sufficiently setback to provide for alfresco dining and the streets would be shared by slow moving cars and pedestrians. The treatment of the pavement would differentiate the laneway from Carr Place and Vincent Street and invite pedestrians and slow moving vehicles through this space. Formal traffic calming measures could supplement this moderated vehicular environment if desirable.
- ⑥ Upgraded streetscape on Carr Place.
- ⑦ Proposed East-West lane is narrower than the North-South lane and is not intended to be activated. Developments are to be designed to enable passive surveillance of the laneway. The widening of the laneway to 6 metres is consistent with WAPC Planning Bulletin No. 33 and will provide for garages to be constructed on the rear boundary or gates to parking areas to be located on the rear boundary.

- High Density Residential
- Mixed Use
- Parking



# 3.0 redevelopment scenarios

## 3.3 Streetscape

The removal of overhead power lines and poles in the future and the introduction of more formalised verge landscaping along Vincent Street would provide the opportunity for a more regular footpath width and a clearer demarcation between private and public space.

Carr Place will benefit from a reduction in crossovers through the insertion/widening of the laneways for rear vehicular access to parking. This will provide the opportunity for additional tree planting and on-street parking.

## 3.4 Setbacks and Overshadowing

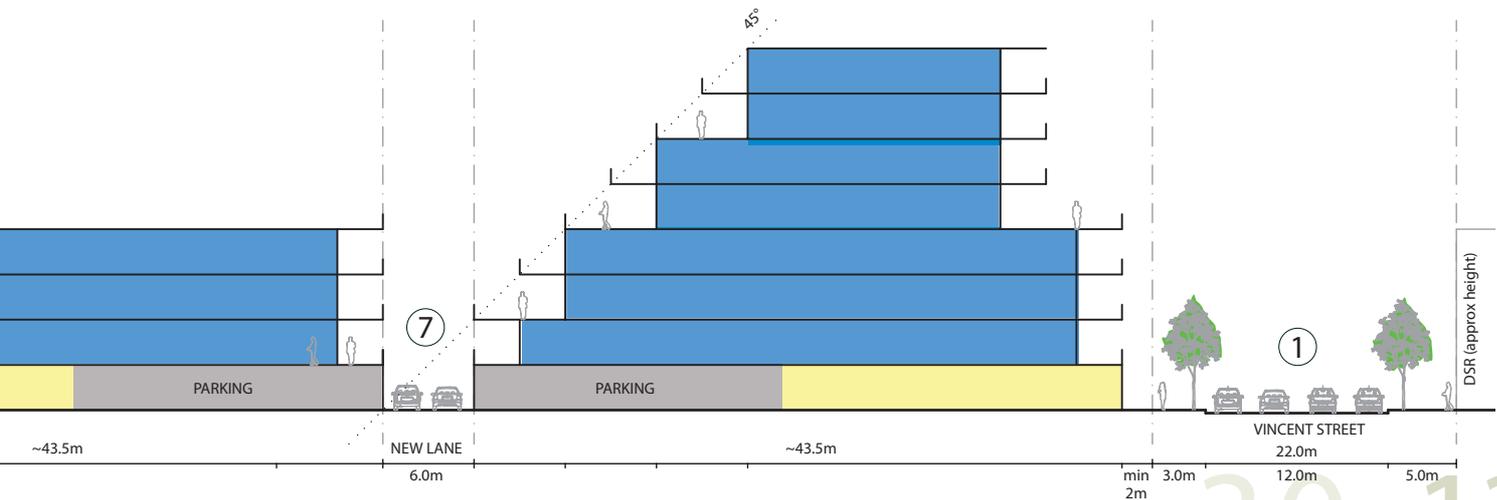
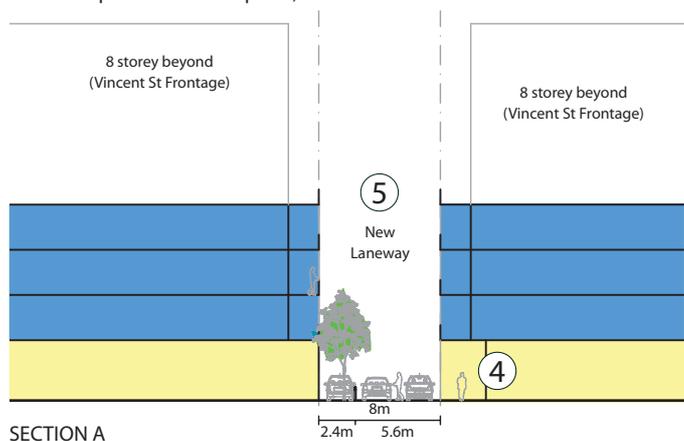
The principle determinant of street and rear setbacks has been the maximisation of development opportunities, limited by the extent of overshadowing that development fronting Vincent Street would impose upon development fronting Carr Place, and widening requirements for Vincent Street for verges and traffic management measures. This would be likely to incorporate left-in left-out islands (at the North-South laneway intersections) and median pedestrian refuges to respond to the changing vehicular, pedestrian and land-use character and environment that this precinct study promotes.

The Metropolitan Region Scheme (MRS) 'Other Regional Roads' reservation of Vincent Street was amended in the 1990s to reduce the widening between Oxford Street and Loftus Street. On the southern side, a tapered widening is still reserved from Oxford Street to Lot 10 (depicted on WAPC plans 1.3355/1, SP 528/1 and SP 529). A widening of 3.2 to 3.8 metres is also reserved on the northern side starting from Lot 3 (the old post office at the corner of Oxford Street). However, the Department for Sports & Recreation building has encroached into this widening requirement and is built to the edge of the existing 20 metre road reserve, virtually ruling out the option of any widening occurring on the northern side in the future. Vincent Street is an important link to the Mitchell Freeway and currently carries in the order of 15,000 - 20,000 vehicles per day (MRWA counts for 2003/4 indicate 14,2250 east of Oxford Street and 19,860 west of Oxford Street). At present it has four lanes operating as a morning and afternoon peak clearway. It should be planned for four traffic lanes although options would be for various configurations including maintaining the clearway, two lanes with permanent parking bays, and with or without medians.

The existing verge along Vincent Street is currently 3.75 metres on the southern edge and 3.70 metres on the northern edge. The verge, after removal of the overhead power lines and poles, is considered to be the absolute minimum width to accommodate a street tree and footpath without compromising pedestrian

safety or comfort (refer to section B below for cross section). However, a wider verge of at least 5.0 metres would give greater pedestrian safety and comfort and ensure that there is sufficient space for existing and future services, and that these do not interfere with trees, allow canopies to have a greater spread, and allow the possibility of activities such as al fresco dining.

Therefore, a 2 metre road widening and setback is proposed on the southern side which could be ceded by developments in return for the increased development potential. The area ceded could still be included in plot ratio allowances.





ARTIST IMPRESSION  
PERSPECTIVE VIEW DOWN CARR PLACE, LOOKING EAST



# 3.0 redevelopment scenarios

## 3.5 Densities



It is proposed to introduce 'sliding' residential densities into the Carr Place Precinct in order to encourage higher density development, as follows:

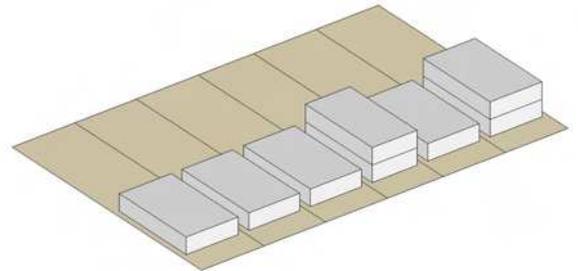
R80 – lots with an area less than 700m<sup>2</sup>

R120 – lots with an area between 700m<sup>2</sup> and 1500m<sup>2</sup> and a minimum 20m frontage

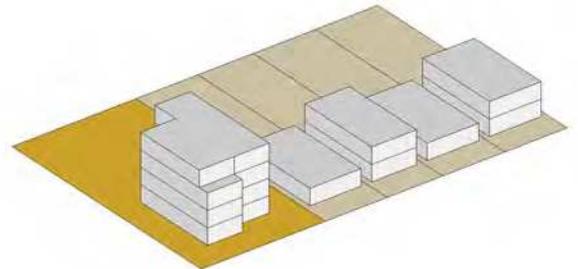
R160 - lots greater than 1500m<sup>2</sup> and a minimum 30m frontage

The retention of the R80 density code for lots less than 700m<sup>2</sup> ensures that existing development potential is maintained, although development would effectively be limited to single residential development.

The introduction of a much higher density code for lots with an area greater than 700m<sup>2</sup> acts as a significant incentive to the amalgamation and redevelopment of multiple contiguous land parcels in a comprehensive manner. It also serves to encourage the development of multiple dwellings, which will provide the significant population increase sought to be achieved in this precinct.



Land area - Less than 700sqm  
 Density - R80  
 Building Height - 2 Storeys



Land area - 700-1500sqm  
 Density - R120  
 Building Height - 4 Storeys  
 Min Frontage - 20 metres

## 3.6 Building Heights

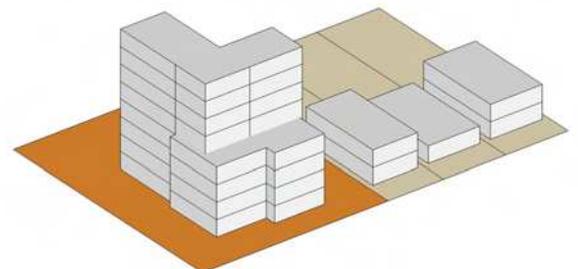
It is also proposed to introduce 'sliding' maximum building heights to correspond with the 'sliding' densities, as such:

R80 – 2 storey maximum building height.

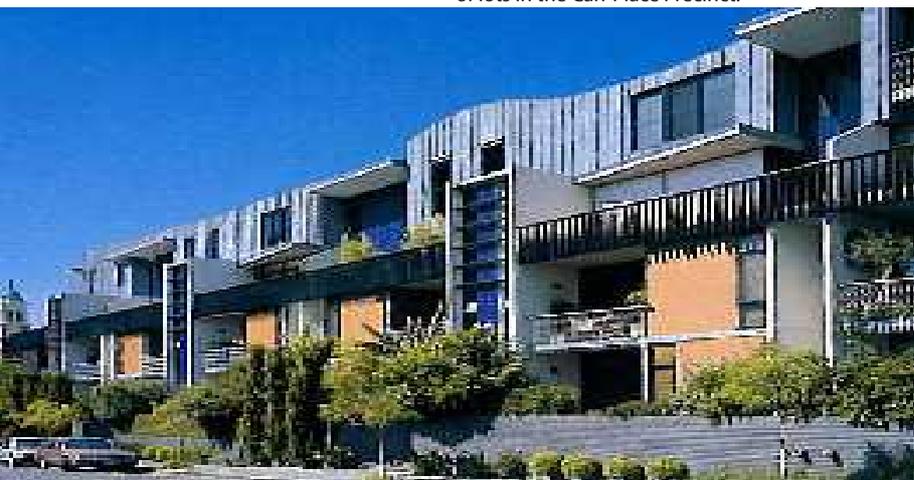
R120 – 4 storey maximum building height.

R160 – 4 storey maximum fronting Carr Place, 8 storey maximum fronting Vincent Street.

This will act as an additional incentive to the amalgamation and comprehensive redevelopment of lots in the Carr Place Precinct.



Land area - greater than 1500sqm  
 Density - R160  
 Building Height - 4 Storeys (with Carr Pl frontage)  
 - 8 Storeys (with Vincent St frontage)  
 Min Frontage - 30 metres



## 4.0 implementation strategies

It is recommended that the preferred redevelopment scenario for the Carr Place Precinct, which provides for higher density residential development in the form of multiple dwellings on consolidated land parcels, limited commercial development and controlled vehicular access, be implemented through built form codes. It would also be necessary to initiate amendments to the scheme to replace existing density controls, land use zoning and development requirements to ensure that the density, parking, access and other built form elements provided for in the built form codes do not conflict with any existing scheme provisions or Council policies, and are incorporated into the scheme.

### 4.1 Scheme Amendment

A scheme amendment could be initiated to declare a Special Control Area over the Carr Place Precinct and make reference to the preparation, adoption, and implementation of built form codes as a precursor to development. The use of a Special Control Area to define the precinct would remove the need to replace individual zones with a broad-based zone (i.e. 'Development', 'Residential-Commercial', or 'Centre' zoning) as the designation would sit on top of the existing zones and allow the provisions of those zones to be amended, as necessary. Permissibility and preference of uses would be specified (refer to 3.1).

In conjunction with the Special Control Area designation, minor amendments to existing zonings would provide for the land identified for mixed-use development on either side of the North-South laneway (approximately 2-3 lots on either side to provide the opportunity for amalgamation and redevelopment of the sites) to be rezoned from 'Residential R80' to 'Residential-Commercial' zone. The remaining land could retain the 'District Centre' and 'Residential' zonings, with the exception that the R80 code could be replaced with a split coding of R80/120/160, applicable to all land in Carr Place Precinct. Scheme provisions relating to split-coding would require important aspects to be included as mandatory requirements of development (inclusive of height, setbacks, ceding of land for laneways and Vincent Street widening, developer contributions, and removal of crossovers) as well as the adoption of the built form codes by Council and the WAPC, prior to any redevelopment or subdivision at a higher code. This would give greater certainty of quality outcomes.

The Special Control Area provisions could also provide for the preparation and implementation of a Development Contribution Schedule which could be inserted into the scheme as the mechanism for ensuring equitable distribution of costs for public realm improvements in the Carr Place Precinct.

### 4.2 Built Form Codes

Built form codes can be used to promote a desired form of redevelopment in the precinct and prepared as a precursor to subdivision and redevelopment. In this case, they would also provide guidance to landowners and developers on the criteria to be met in order to take advantage of the higher density bonuses (refer 3.5 and 3.6).

The Town of Vincent's draft Leederville Masterplan and Built Form Guidelines for Precinct 7 - Carr Place Residential provide a suitable basis upon which to develop built form codes for Carr Place Precinct for incorporation into the scheme.

In addition to the elements already included in that draft document, the revised built form codes would include three dimensional building envelopes. These would be defined by maximum building heights and specified setbacks for each of the development sites on either side of the identified proposed new laneways, requiring some lots to be amalgamated in order to achieve the desired built form and development yield.



# 4.0 implementation strategies

The built form codes should also address the consolidation of parking and vehicular access, and provide for all vehicular access to the sites and parking areas to be obtained solely from the laneways. As discussed in 3.2 above, the built form codes would also provide for existing crossovers to be removed as part of any redevelopment proposal, once the laneways were constructed, and for conditions to be imposed on any subdivision or development approval in order to enforce this requirement.

Other recommended elements relate to building design and may, for example, include the requirement that all buildings are designed to provide for future access to parking areas to be obtained from laneways, where immediate access is not attainable due to the absence of a continuous constructed laneway. Vehicular access legs made redundant by subsequent construction of the continuous laneway would be required to be incorporated into the development within 18 months. This would be enforced through provisions in the built form codes and a condition of development approval (which may have a requirement for a bond to be paid to Council to ensure it is undertaken within 18 months of the laneway being constructed).

Built form design guidance prepared by Local Government is usually adopted as local planning policy by Council, under the scheme, giving it greater weight and enforceability. Given that re-subdivision and strata approvals will be required, the guidelines may need to also be adopted by the WAPC as detailed area plans or similar.

## 4.3 Mandatory Affordable Housing Components

There are a number of ways to introduce affordable housing elements into any redevelopment proposal.

The inclusion of scheme provisions which require a certain mix of housing units, for example the requirement to provide 20% of all units as single bedroom dwellings, 30% as 2 bedroom dwellings, 45% as 3 bedroom dwellings and 5% as 4 bedroom dwellings in order to accommodate single person households, families and multiple single person households/student housing, is one such mechanism. Another mechanism to facilitate the provision of affordable housing is through prescribing the mix of dwelling unit sizes, for example a minimum of 20% of the total number of dwellings to be developed shall be a maximum of 70m<sup>2</sup> and a further 20% shall be a maximum of 100m<sup>2</sup> in plot ratio area. A relaxation of parking requirements may also reduce the total cost of a dwelling, for example prescribing a minimum and maximum parking requirement of 1 bay for each dwelling unit up to 70m<sup>2</sup> in size, with no visitor parking allowed, or a lesser number of bays than that required by the R Codes, but the bays not being allocated for the exclusive use of specific units.

However, in order to guarantee that dwellings will remain affordable over time, it may be necessary to introduce more stringent requirements and transfer dwellings to an appropriate government agency or a not-for-profit housing organisation that is able to manage the affordable housing component of any development over time.

In this scenario, an affordable dwelling unit quota of, say, 10% -15% (as utilised by the East Perth Redevelopment Authority) would be transferred at cost to the housing agency or organisation, and low to medium income households would have the opportunity to rent or purchase a share in the equity of the unit. Other restrictions would be placed on the titles and strata plan to ensure affordability is maintained over time.

Any of these strategies to ensure that existing affordable housing opportunities are not lost, but enhanced, through the redevelopment of this precinct could be introduced in the scheme as affordable housing targets and may be identified as one of the criteria that must be satisfied in order to take advantage of the higher density code and achieve an even greater number of smaller dwellings than permitted under the RCode, provided the maximum plot ratio was not exceeded.



## 5.0 conclusion

In considering scenarios on how the Carr Place Precinct could be redeveloped over time, the preferred approach is one that includes the following elements:

- Retention of the predominant residential character of Carr Place;
- Greater density and diversity of dwellings (including a range of housing types and housing sizes and access to affordable housing);
- Comprehensive redevelopment of amalgamated lots to achieve maximum development yields and high quality built form;
- Enhanced streetscapes through improvements to verge landscaping and removal of overhead power lines and poles;
- Consolidated coordinated parking and vehicular access through the use of laneways and reduction in crossovers to Vincent and Carr Streets; and
- Suitable implementation strategies to encourage redevelopment, give certainty of a high quality outcome, and provide for the equitable distribution of costs for improvements to the Carr Place Precinct.

The redevelopment scenarios outlined in this study include these elements. The strategy to implement the preferred redevelopment scenarios involve the initiation of amendments, where necessary, to the Town of Vincent local planning scheme. Augmentation of the existing draft Leederville Masterplan and Built form Guidelines would provide for access to be obtained from the extended and widened laneways, identify key corner development sites, and provide for improvements to the street environment.

This study is intended to generate further discussion and lead to further investigation of the redevelopment scenarios and implementation strategies by DPI and the Town of Vincent, in consultation with other major stakeholders (including landowners).