

Planning Policy Manual – Part 1

Section 6.7
Hay Street Pedestrian Walkway
and Road Reserve Widening Policy



Version #	Decision Reference	Synopsis
1	April 2005	Adopted
2	11 April 2017	Amended



CONTENTS

SECTION	TITLE	PAGE
1.0	INTRODUCTION	3
2.0	INTENDED FUNCTION.....	4
3.0	POLICY OBJECTIVES.....	4
4.0	POLICY AREA	5
5.0	GENERAL POLICY PRINCIPLES	5
5.1	Focus Areas Principles	5
5.2.	Road Widening Principles	6
5.3.	Implementation of Road Widening Principles.....	7
5.4	Other Policy Principles.....	8
	APPENDIX 4	12
A.	COLONNADING PRINCIPLES	12
B.	WEATHER PROTECTION PRINCIPLES	12
C.	ENVIRONMENT AND AMENITY PRINCIPLES	14
E.	RETENTION AND ENHANCEMENT OF STREETScape CHARACTER PRINCIPLES.....	15
	APPENDIX 5	16
A.	ACCESS AND PARKING PRINCIPLES.....	16

1.0 INTRODUCTION

Hay Street has, by design, been one of the major east-west vehicular access routes through the heart of the local government. Planned amendments over time to the central Perth and surrounding transportation network has resulted in changed vehicular traffic patterns throughout the city. The influx of businesses and residential accommodation to central Perth has exerted pressure on the pedestrian environment, especially in Hay Street. Hay Street has thus become one of the major east-west pedestrian routes through the heart of the local government.

Recent Hay Street detailed studies have concluded that continued road widening is no longer required for the purpose of accommodating increasing vehicular traffic, as vehicular traffic has decreased from past and predicted levels and has stabilised, leaving the road reserve with spare capacity. These same studies have also shown that pedestrian traffic is on the increase in Hay Street. Many street blocks have been widened along most of the street block length on one or both sides. This means that pedestrian walkways can be adequately widened within the current road reserve.

Most of Hay Street has already been widened. Colonnading was sometimes negotiated instead of road reserve widening. As further road reserve widening or colonnading is not needed (as a general rule) to accommodate either the vehicular routes, parking or widened pedestrian walkways, all that needs to be actioned and implemented is the rationalisation of the interface between the buildings along Hay Street and the edges of the widened road reserve. However, where adverse impacts on existing streetscapes can be avoided, and to rationalise or complete the widening of the street-block side that has already been predominantly widened, continued road reserve widening is warranted.

Hay Street has a centrally located focus between William and Barrack Streets in the form of “Hay Street Mall”, a pedestrian mall surrounded by specialty shopping. It also has other areas of retail and commercial activity of varying intensity to the east and west, with two town centre focus points in the West Perth and East Perth areas.

The pedestrian flow between the West Perth town centre and the Hay Street Mall area is presently diffused by the wide Mitchell Freeway road reserve passing under it. Although the freeway does not impose a physical limitation on pedestrian linkage between the two above mentioned retail areas, it does result in Hay Street being devoid of development on either side of the road in this location. This results in a pedestrian connectivity “gap” in Hay Street above the Mitchell Freeway.

Hay Street has many good examples of buildings that have streetscape and/or cultural heritage significance, and where possible, these buildings should be preserved and incorporated into the urban environment.

There is a recognised need for the on-going enhancement of Hay Street’s pedestrian function, amenity and urban character. Recommended measures to achieve this need include footpath widening, streetscape enhancement and the provision of continuous and interactive building frontages and increased pedestrian shelter. This is particularly important in the main retail areas between Victoria Avenue and Milligan Street and in the West Perth and East Perth Town Centre areas.

A general policy of road widening in Hay Street has been implemented since the 1950’s in accordance with By-laws that ceased to operate in 1995. It is thus necessary to compile a new local law to replace the By-laws. The old Hay Street road widening By-laws were guided by the Hay Street Guidelines which were compiled in 1983. Being dated, these guidelines are replaced by this policy so that the approach to the provision of pedestrian and vehicular access along Hay Street remains updated, and so that the new local law is based on current policy.

2.0 INTENDED FUNCTION

It is desirable that Hay Street function as a high quality pedestrian oriented boulevard or promenade, extending from East Perth to West Perth that provides for:

- (a) high levels of movement, comfort, safety, convenience and visual interest for pedestrians;
- (b) high quality urban form with human scale landscaping, lighting and interface with buildings;
- (c) the encouragement of public transport and the limitation and calming of private transport;
- (d) service vehicle access, limited to delivery times that do not conflict with peak pedestrian activity.

3.0 POLICY OBJECTIVES

The policy objectives are to:

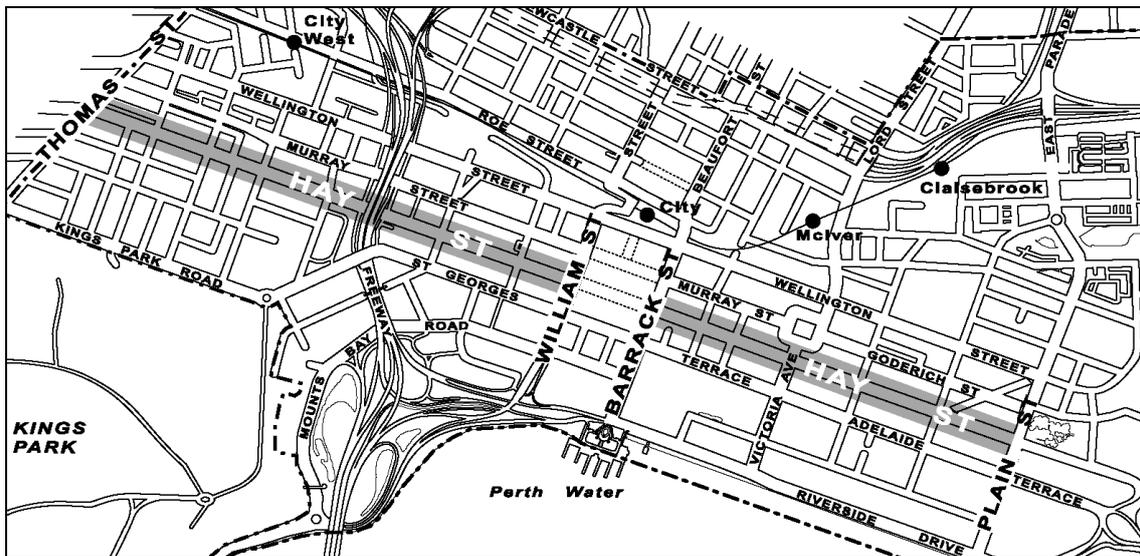
- (a) provide a base for rationalising the land tenure of the pedestrian environment;
- (b) provide a base for the preservation of long term options for footpath widening;
- (c) avoid adverse road widening impacts on individual buildings that contribute to desired streetscape character;
- (d) improve pedestrian and property security, by promoting the development of visible and interactive building facades and pedestrian spaces;
- (e) improve the overall quality of the pedestrian environment, including its visual interest, safety, comfort, convenience and efficiency;
- (f) increase the extent of pedestrian shelter, in a form that is consistent with the preservation of desired streetscape character.

4.0 POLICY AREA

This policy applies to all land abutting Hay Street between Thomas Street and William Street and between Barrack Street and Plain Street.

The Hay Street Mall portion of Hay Street (between William and Barrack Streets), although an integral part and focus point of Hay Street, is excluded from the policy area. Being the pedestrian focus of Hay Street, the mall has already been pedestrianised and is subject to the “Malls Action Plan”.

The eastern extension of Hay Street beyond Plain Street has been excluded from the study area as it is part of the Metropolitan Redevelopment Authority (MRA) area of jurisdiction.



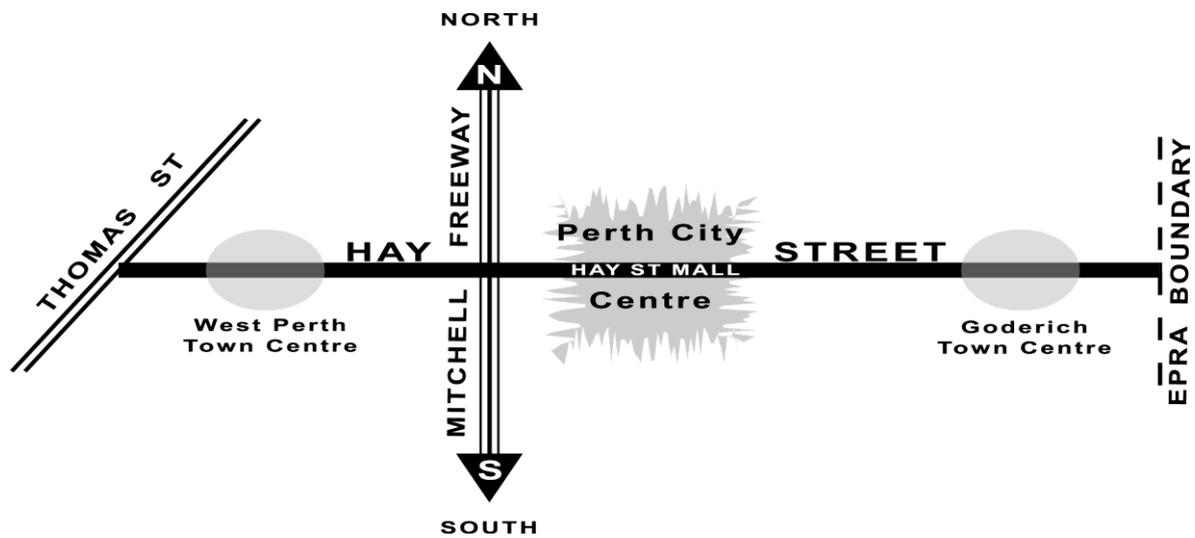
Policy Area Plan

5.0 GENERAL POLICY PRINCIPLES

The below detailed general strategies and policy principles apply throughout the Policy Area and, for application and interpretative purposes, must be read in conjunction with any appendices, associated plans, schematic diagrams and illustrative photographs.

5.1 Focus Areas Principles

- 5.1.1 Overall - Every possible effort should be made to promote the entire length of the Hay Street Study Area as a unified and cohesive pedestrian precinct.
- 5.1.2 Focus Areas - The focus areas are the Town Centre street areas in West Perth between Outram and Colin Streets and East Perth between Hill and Bennett Streets, as well as the street sections abutting Hay Street Mall between King and William Streets and Barrack and Pier Streets. These are the most highly pedestrianised areas in the city, other than the Hay Street Mall, and should be given priority for the application of the policy principles in this document.



Hay Street Illustration

5.2. Road Widening Principles

Road widening requirements follow the below principles (and sub-principles) that are illustrated in Appendix 1 to 3:

- A. where the majority of the lots that define the edge of a street block and road reserve have been subject to road reserve widening, then parts of those remaining lots (whether vacant or containing buildings or structures with no streetscape value) will be required for future road reserve widening in order to regularise the front property boundary of all the lots in that street block;
 - A.1 where a building(s) provide an important contribution to the streetscape, the building(s) is assumed to remain and the initial road widening will be limited to the area between the property boundary and the ground floor building facade;
 - A.1 (a) where the road widening affects an individual lot with an existing building crossing the new building line, the full road widening is only required upon total demolition and redevelopment of the building to regularise the front property boundary to the street block;
 - A.1 (b) where the road widening affects lots that are grouped together with existing buildings crossing the new building line, the full road widening to regularise the front property boundary to the street block will only be required in the event of a natural disaster that results in the entire group of buildings being totally and simultaneously demolished;
- B. where the minority of the lots that define the edge of a street block and road reserve have been subject to road reserve widening, then parts of those remaining lots (whether vacant or containing buildings or structures with no streetscape value) will be required for future road reserve widening in order to regularise the front property boundary of groups of lots in that street block;
 - B.1 where a building(s) provide an important contribution to the streetscape, the building(s) is assumed to remain and the initial road widening will be limited to the area between the property boundary and the ground floor building facade;



- B.1 (a) where the road widening affects an individual lot with an existing building crossing the new building line, the full road widening is only required upon total demolition and redevelopment of the building to regularise the front property boundary to the street block;
- B.1 (b) where the road widening affects lots that are grouped together with existing buildings crossing the new building line, the full road widening to regularise the front property boundary to the street block will only be required in the event of a natural disaster that results in the entire group of buildings being totally and simultaneously demolished;
- C. where a basement exists between the building facade and the existing property boundary, the local government may acquire the surface area above the basement.



Buildings that contribute to streetscape

5.3. Implementation of Road Widening Principles

A Local Law is to provide the specific property by property details for the implementation of the required road widening(s). This will enable the local government to negotiate purchase of the road widening in fee simple, or alternatively to compulsorily acquire the land if necessary.

A condition will be imposed on the Development Approval, requiring a satisfactory arrangement to be made with the local government for the ceding or future purchase and transfer to the local government of the road widening area within a reasonable time of the issuing of a Building Licence for the proposed development.

Subject to an agreement being reached between the land owner(s) of the affected property and the local government:-

- (1) The area of land required from a property for the proposed road widening may be included in the site area for the purposes of calculating plot ratio and/or car parking for the development, and
- (2) Where permitted according to the colonnading principles in appendix 4 of this policy, buildings may be constructed up to the old building line, above the colonnading at ground floor level (with the measurement of the road reserve width for the purposes of measuring building height being measured from the old building line before road widening).

In such cases, the road widening is to be set aside as a separate lot and ceded free of cost and transferred to the local government, without the payment of any compensation.

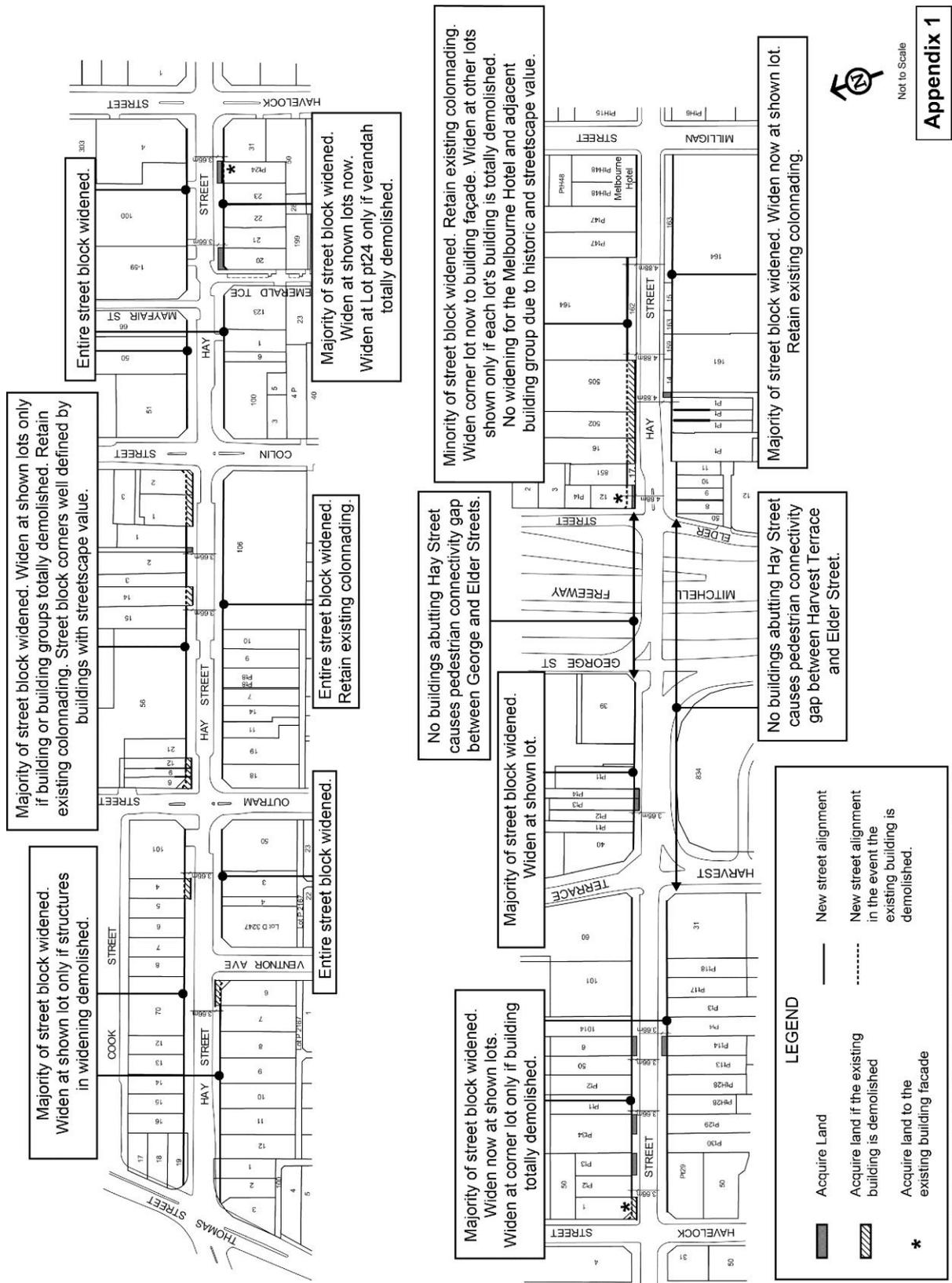


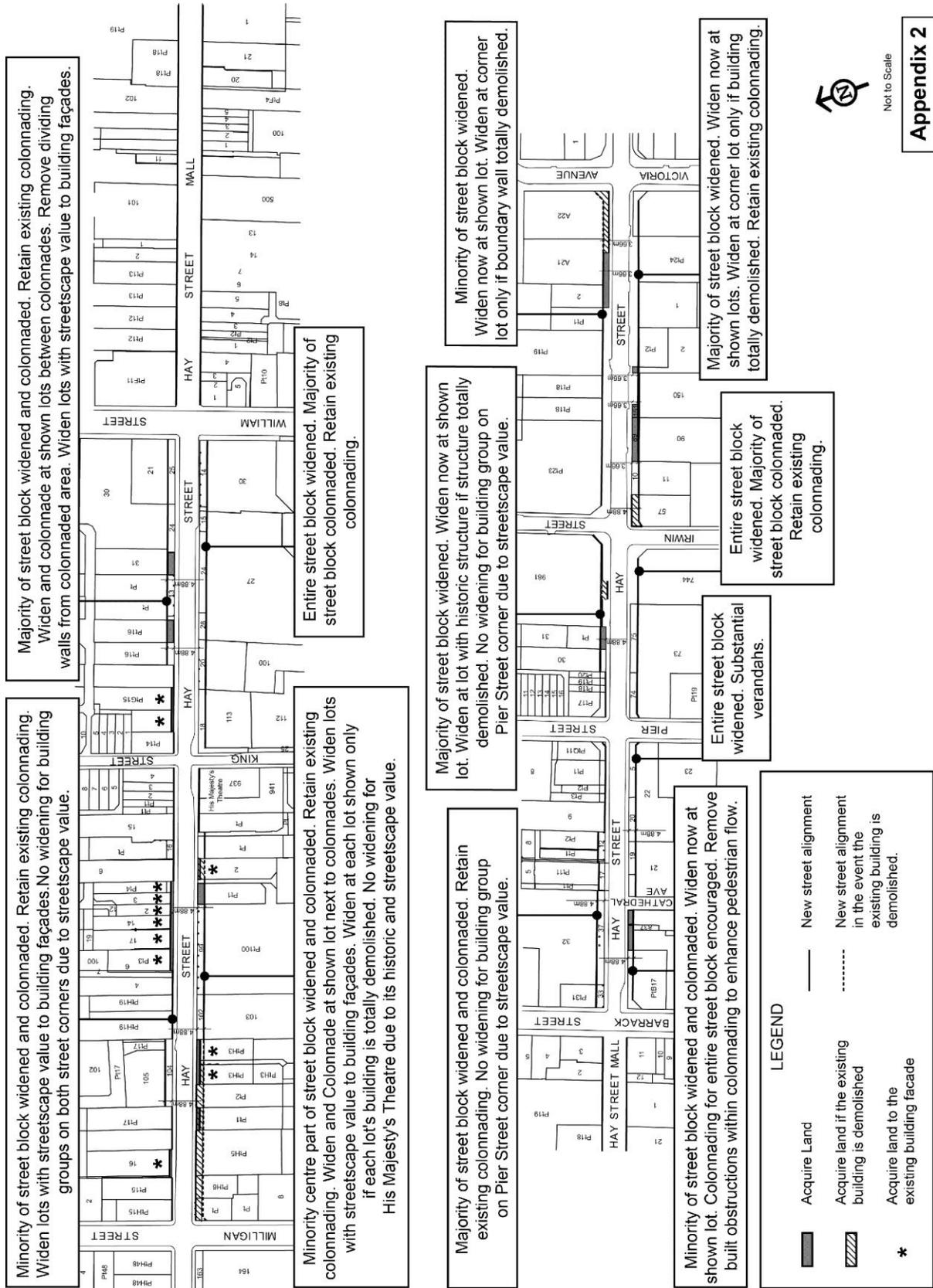
In cases where the road widening area is not included in the site area calculations, the road widening is to be set aside as a separate lot for future acquisition and transfer to the local government.

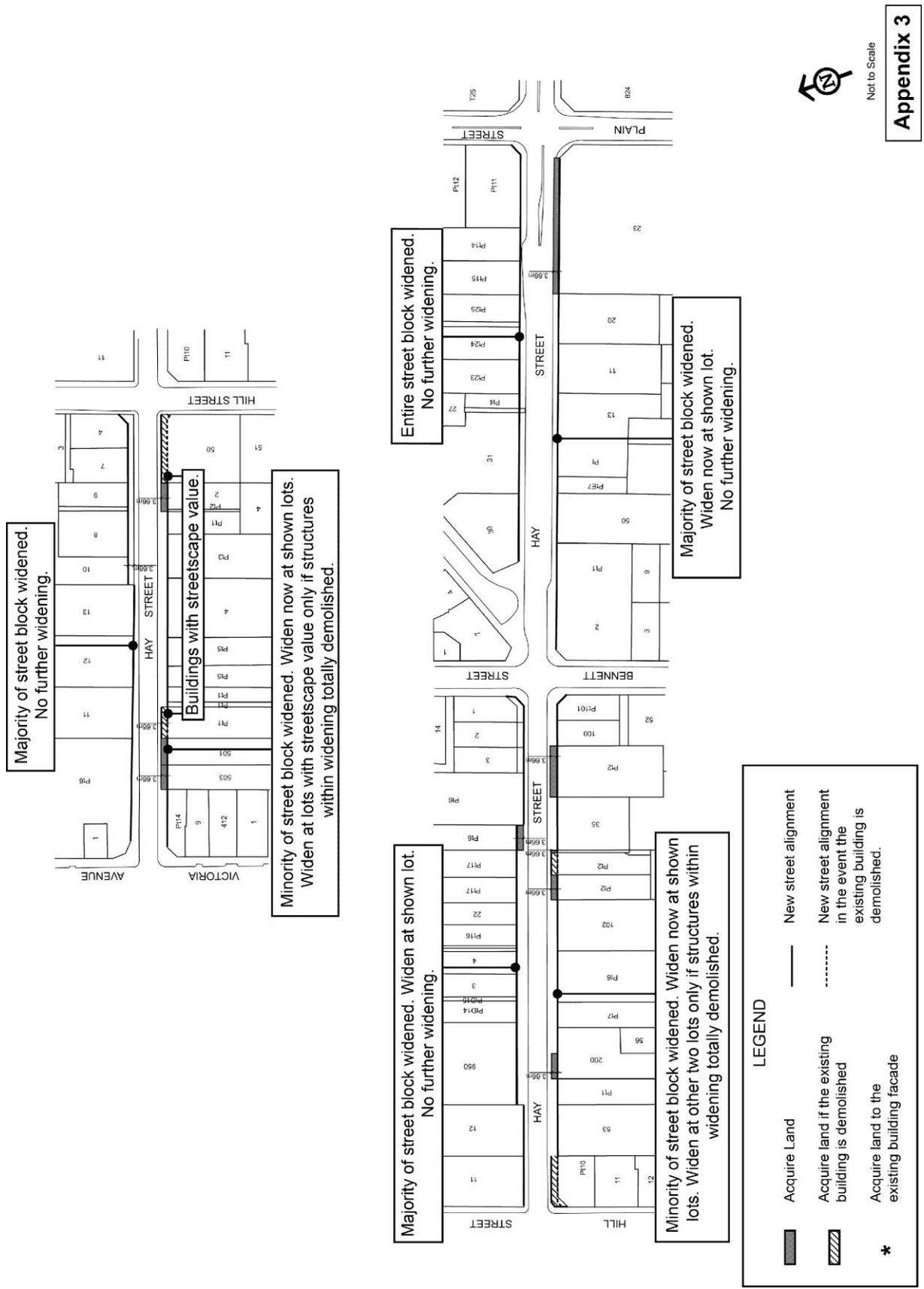
5.4 Other Policy Principles

Other applicable policy principles are contained in Appendix 4 and Appendix 5.

Appendix 4 includes area specific principles that deal with relationship between built form and street environment, colonnading, weather protection, environment and amenity and retention and enhancement of streetscape character. Appendix 5 contains general urban design principles that address access and parking.







APPENDIX 4

A. COLONNADING PRINCIPLES

Some street blocks in Hay Street have been colonnaded along most of their length as a result of past planning direction to:

- acquire land for street widening;
 - simultaneously provide for pedestrian walkway cover from the weather;
 - reduce the amount of compensation payable for the acquisition of the land;
 - optimise development over the new walkway.
- (a) **The existing colonnaded areas must be retained** as they have been acquired at great expense, time and effort, and serve an important purpose in the enhancement of the pedestrian environment;
 - (b) **Further colonnades are, as a general principle however, no longer encouraged along Hay Street**, as colonnades generally do not complement the more traditional streetscape that predominates along Hay Street;
 - (c) **Future colonnades may be supported** where they immediately adjoin existing groups of colonnaded buildings and/or where the provision of a colonnaded streetscape is desirable.

Note:

1. Colonnading means a road widening at ground floor level with the upper floors of the building carrying over the road widening area to the old building line. Within the road widening area a public footpath would be provided together with underground public utilities as required.

B. WEATHER PROTECTION PRINCIPLES

- (a) Existing buildings fronting onto Hay Street are encouraged to provide pedestrian shelter (which includes awnings, canopies, verandahs and balconies) over their associated pedestrian walkway, in order to **maximise pedestrian weather protection, amenity and utility**;
- (b) **New development** or redeveloped/refurbished buildings **must incorporate pedestrian shelter** over the footpath, apart from exceptional cases such as the redevelopment of existing buildings that are set back from the street, or where provision of pedestrian shelter would otherwise be impractical;
- (c) **Pedestrian shelter must be connected and** constructed with dimensions and materials that **provide continuity with adjacent pedestrian shelter. The design must provide variety and interest** and relate to the architecture of the host building. **Pedestrian shelter must reflect a simple, “light” design with an unobtrusive profile** and be constructed with colours and materials that complement the building;
- (d) **Pedestrian shelter must be supported by the building**, even where verandah posts are part of the reconstruction of an original verandah;
- (e) The **restoration or reinstatement of pedestrian shelter on buildings of cultural heritage significance** and fronting onto Hay Street is **encouraged where appropriate**, as long as they comply to the construction norms of this section. The principles of the Burra Charter can be used as guidance;

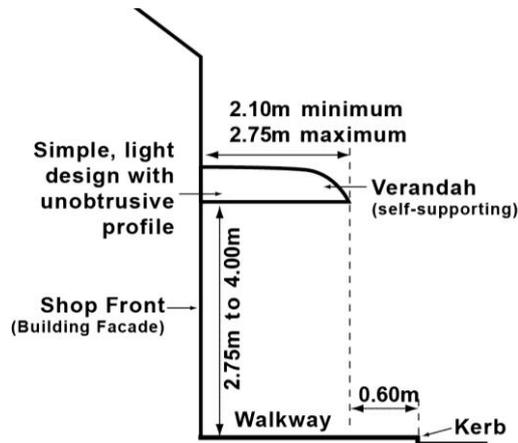


Illustration of Dimensions for Pedestrian Shelter in Hay Street

- (f) **Pedestrian shelters** are to have an underside ceiling height in the range of 2.75 metres to 4 metres above ground level, and are not to protrude less than 2.10 metres or more than 2.75 metres from the building, or within 0.60 metres of the kerb line. The local government may consider variation of these **standards** on their merits;
- (g) Pedestrian shelters are **to provide reasonable protection for pedestrians from sun and rain**; cladding material must be opaque and non-reflective; glass and acrylic are discouraged as they present difficulties in terms of glare, reflectivity, heat loading and cleaning.



Pedestrian Shelter with Simple & Light Design and Unobtrusive Profile

C. ENVIRONMENT AND AMENITY PRINCIPLES

- (a) The local government may require developers to determine the effect of proposed buildings on **sunlight penetration** to the southern side of Hay Street;
- (b) **Air conditioning units or mechanical ventilation systems** must not discharge air into areas below the finished ceiling level of pedestrian shelter or colonnades or to the street at ground level. This does not apply to doorways that discharge air as a result of pressurisation within the building;
- (c) **The flow and security of colonnaded areas** is to be improved by discouraging the creation of “dead ends” and unsafe “dark spots”, by removing dividing walls in colonnaded areas and by re-positioning isolated recessed shop fronts to the property line to provide a uniform building line, and by ensuring the provision of adequate lighting in colonnaded areas;
- (d) In colonnaded areas, the landowner must install **energy-efficient footpath lighting** to the local government’s requirements. The landowner will bear the total cost of fittings (to be approved by the local government and installation and will be responsible for the ongoing maintenance and operating costs of the installation.



Dividing wall in colonnaded area



Dead-end in Colonnaded area

D. RELATIONSHIP BETWEEN BUILT FORM AND STREET ENVIRONMENT PRINCIPLES

The following area specific policy measures address the relationship between the built form and street environment for the whole of the Hay Street study area which is grouped into sections having similar built form requirements.

D.1 Thomas Street to Mitchell Freeway

Street and Built Form Character

- (a) Within the *West Perth Town Centre (Thomas to Havelock Streets)*, buildings must be constructed with shop front/display windows at street level;
- (b) Outside the *West Perth Town Centre*, the majority of the buildings’ façades will be comprised of shop fronts or other windows at ground level.

D.2 Mitchell Freeway to Pier Street (excluding Hay Street Mall)

Street and Built Form Character

- (a) Buildings must be constructed with shopfront/display windows at street level.

D.3 Pier Street to Hill Street

Street and Built Form Character

- (a) Buildings must incorporate shop fronts and windows at ground level in accordance with the *Goderich Design Policy*.

D.4 Hill Street to Plain Street

Street and Built Form Character

- (a) Buildings must be constructed with windows overlooking the footpath and street in accordance with the *Goderich Design Policy*.

E. RETENTION AND ENHANCEMENT OF STREETScape CHARACTER PRINCIPLES

- (a) It is important to **conserve buildings that contribute to streetscape character**. In this light, only partial street widening up to the building's ground level facade will be implemented in cases where the existing building is determined by the local government to contribute to the desired streetscape character;
- (b) Where existing buildings are determined by the local government to have **cultural heritage significance** and included on the Heritage List the local government will, where practicable, seek to conserve or enhance such buildings in whole or in part. As a consequence thereof, the local government may grant modifications to development requirements under the provisions of the City Planning Scheme No.2 and clause 12 of the Deemed Provisions and/or grant **plot ratio bonuses or other incentives**;
- (c) The **design of buildings adjoining properties that are of cultural heritage significance** must as far as possible complement, without imitating or copying, the character of those buildings in scale, building form, articulation, material finishes and colour. The local government may modify development requirements and/or grant **plot ratio bonuses or other incentives** where development conserves or enhances the cultural heritage significance of adjacent buildings;
- (d) **New buildings must take the form of "infill" development**, reflecting the scale, heritage, character and pattern of existing streetscapes and provide interesting facade detail;
- (e) **Buildings in the focus areas** as detailed in section 5.1.2 (with the exception of heritage buildings), must be built **up to the Hay Street property boundary** (with no setback) and are to be oriented towards Hay Street;

- (f) **Building height** is controlled by the City Planning Scheme No.2. Notwithstanding the above, Hay Street must be promoted as an active people orientated environment where sitting, sunning and outside eating is encouraged on the pedestrian walkway areas. Buildings along Hay Street in the focus areas as detailed in section 5.1.2 (with the exception of heritage buildings), should be **encouraged to be designed in such a way to enable winter sun penetration** onto the footpath of the south side of the street. In order to achieve this and to retain a human scale in the street environment, buildings on the northern side of the street should be encouraged to not exceed 14m at the street frontage, with additional building height being set back from the street and contained within a 33 degree height plane;
- (g) **Blank or screen walls**, heavy planting and roller shutters are **to be avoided**;
- (h) Properties located in the policy area for the **King Street Heritage Area** must be developed in accordance with the *King Street Heritage Area Design Guidelines*.

APPENDIX 5

A. ACCESS AND PARKING PRINCIPLES

- (a) Buildings are to incorporate **pedestrian access** from the street;
- (b) **No vehicular parking or stopping** will be permitted **between the road reserve boundary and the building frontage**, as this disrupts the desired continuous built form “edge” to the street and detracts from the amenity of the pedestrian environment;
- (c) **Vehicular parking** must be located towards the **rear of sites or as an undercroft to the building on the site**. Parking areas must be screened from public view and accessed along side boundaries or rights of way from no more than one street access point; and
- (d) The number of **service vehicle access** points that cross the Hay Street footpath **must be reduced** wherever practicable and, where available, alternative means of service access must be used. In the priority focus areas, as detailed in section 5.1.2, service vehicle operators should be encouraged by all interested parties to deliver goods at such times that do not conflict with times of peak pedestrian activity;
- (e) The **width of vehicle crossing points** over the Hay Street **footpath must be minimised**, to the satisfaction of the local government.