Sustainable Community Regeneration: Issues and Opportunities

A Background Discussion Paper Prepared for the State Sustainability Strategy

By

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EXECTUTIVE SUMMARY

Introduction:
This paper builds upon the concept of sustainable communities, to develop mechanisms to increase the liveability and viability of disadvantaged areas through Sustainable Community Regeneration.

Urban Planning, Design and Sustainable Community Regeneration:
Perth as the Western Australia capital city has a major role to play in contributing to the greater sustainability of the State. Perth's urban form, and the processes through which it is made, contributes to the liveability, sustainability and opportunities it provides to differing peoples. Urban planning has a significant role in this process, and it is a constant challenge to address the complex interactions which form the basis of cities.

Urban Development in Perth:
The development of Perth's Urban Form has led to increases in property values in inner areas in comparison to outer areas. This combined with the nature of development, and other factors has resulted in outer and eastern areas in general experiencing a higher level of disadvantage. The long-term economic and social stability of the Perth Metropolitan area, and a growing population questions the sustainability of this if it continues to divide the city.

Perth's Urban Form Social Exclusion and Sustainable Community Regeneration:
Persons living in areas experiencing urban decline, have limited access to goods services and employment opportunities. This is of particular concern for the most vulnerable members of Perth's population. Sustainable Community Regeneration is a process for regenerating an area through physical infrastructure improvements and soft infrastructure improvements such as social services which can help to increase the viability of areas experiencing decline as places to live, work and play.

The Physical Component of Sustainable Community Regeneration:
The physical design of suburbs varies between the traditional and conventional (post 1960's). The former can provide greater access to many facilities locally and provide for diverse housing types, the latter are largely homogenous in form and provide minimal if any services locally. Increasing residential densities around railways stations and centres can contribute to the greater sustainability of areas experiencing decline. Increasing densities is highly contentious but is a process through which Sustainable Community Regeneration can occur as long as the community has real participation. Careful attention to physical design is therefore an important component of Sustainable Community Regeneration.

The Economic Component of Sustainable Community Regeneration:
Through focusing development in areas experiencing decline and doing so in a way which builds upon their assets, increases the overall sustainability of an area and ensures that residents can remain post regeneration if they choose. This can mean significant economic benefits through infrastructure savings and facilitating the greater economic viability of the area and for Perth in general.

The Environmental Component of Sustainable Community Regeneration:
Facilitating a more compact urban form in Perth in a way that benefits communities, increases the economic viability of the area and which contributes to reducing the environmental impacts of urban settlements, is vital to any Sustainable Community Regeneration process. Environmental benefits include: decreased automobile dependence, decreased pressure to transform bushland and farmland in to residential and improved urban water quality and decreased use of water.

The Social Component of Sustainable Community Regeneration:
Urban planning and service provision rarely work together resulting in the decline in urban areas unnecessarily. Planners need to work with service providers and the community to help determine where services and changes in the urban environment's physical form are needed and how seeking synergies between these aims can contribute to the overall sustainability of the area.

Creative Community Participation and Engagement in Sustainable Community Regeneration:
Community participation has an essential role to play in a community regeneration process; it can help to develop the most appropriate outcomes for the relevant community and affected persons, identify needs and opportunities that the government may be unable to see and contribute to the empowerment of community members. Through community participation and engagement, developing an overall vision for the areas should be an initial first step, from which change can begin.

Existing Actions:
There are several initiatives, which have addressed aspects of urban decline and regeneration undertaken by the Department of Planning and Infrastructure, the Department of Housing and Works, the City of Gosnells, Disabilities Service Commission, WACOSS and the Department of Community Development. Whilst the list is not fully comprehensive, a description of the different typologies of urban revitalisation/ regeneration is provided. It was found that rarely are the physical form, housing and community development/ social factors aspects of regeneration considered simultaneously.

Key recommendation:
This paper suggests the development of a Sustainable Community Regeneration trial and other policies which seek to prevent in the future, urban areas sliding into prolonged decline and social disadvantage.

1.0 INTRODUCTION

Governments, industry and the community are increasingly using the concept of sustainability for the analysis of contemporary issues and policy development. They are using sustainability to describe where they are going, how they conceptualise issues and problems and as a result are increasingly speaking in terms of joined-up-ness and partnerships in attempts to create a more sustainable society.

Whilst there has been considerable progress in developing this particularly from an economic and environmental viewpoint, the third leg of sustainability the social, still remains to be fully integrated in to policy development and issue analysis. The concept of sustainable communities has perhaps emerged in response to this.

Through bringing together social, economic and environmental issues, Sustainable Communities provides a framework for developing healthy, inclusive and equitable communities.[1]

The definition of a Sustainable Community as used in this paper, is based upon the work undertaken by Western Australian Council of Social Services (WACOSS) for the Housing and Sustainable Communities Indicators Project. A Sustainable community:

- "provides a good quality of life for all members at an individual, group and community level
- provides processes, systems and structures that promote connectedness within and outside the community at the formal, informal and institutional level
- promotes and encourages diversity
- provides equitable opportunities and outcomes for all its members including the poorest and most vulnerable members
- provides democratic processes and open and accountable governance structures"
- limits waste, prevents pollution, maximises conservation and efficiency
- encourages economic stability and local employment opportunities, through promoting creative and innovative industries that are sustainable.[2]

The State Sustainability Strategy presents an opportunity to re-conceptualise how the State government develops policies to deal with current demographic and economic trends which are having a considerable impact on the opportunities that urban Western Australians have available to them. Social exclusion, economic uncertainty and environmental degradation are on the rise through the multidimensional interrelationships between government institutions, industry

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[1] Shelter WA 1999 *Housing for a Sustainable Community: The State of Housing in Western Australia* A discussion paper prepared for the WACSOSS Poverty Commission

[2] Points one to five, were derived from the Housing and Sustainable Communities Indicators Project principals of social sustainability, Barron,L & Gauntlett,E 2001:ix *Housing and Sustainable Communities Indicators Project Working Paper* Published by WACOSS, Perth, WA point six was adopted from a quoted definition of sustainable communities Concern Inc in Barron,L & Gauntlett,E 2001:25 and point seven was added, to summarise the economic component of a sustainable community.

activities, individual/ social practices and how they interact with the physical environments in which we live.

There is a need to develop policies that take in to consideration the multidimensional nature of change and its consequences within cities. These policies need to build upon the wealth of knowledge, currently available, on how to do so from an environmental and economic perspective, and then to ensure that they lead to greater equity for all Australians and that they support cultural diversity. In other words, to incorporate the social onto an already well developed environmental and economic base, which can be well articulated through physical planning processes.[3]

This paper focuses on how Perth can contribute to this newly emerging agenda through creating more sustainable urban environments and communities through promoting urban consolidation, centre revitalisation and community development in a process of Sustainable Community Regeneration.

This process is called sustainable because it has potential triple bottom line gains in a long-term framework. The project aims to provide greater equity of opportunity for urban Western Australians whilst simultaneously improving the economic viability of urban areas and reducing the environmental impact of them. Through working towards this it is hoped that mechanisms and processes will be developed to facilitate future generations to also be more equitable and that social networks and processes, economic stability and the environment will be healthier and stronger as each new generation is born.

Whilst this paper focuses on Perth, some of the recommendations may be relevant to large regional centres, which have significant urban components such as Albany, Geraldton or Kalgoorlie. The concept of Sustainable Community Regeneration may also be applicable to regional areas more generally however the issue analysis and the implications for Sustainable Community Regeneration are urban specific within this paper. It is recommended that its application in regional areas be further explored.

In addition to this Sustainable Community Regeneration is focused on existing urban areas. There is a potential to learn from this process and through investigating why some urban areas are less successful than others a stronger understanding of urban areas in Perth can be developed. Ultimately this can provide valuable information relevant to developing new urban green field developments however this has not been investigated in this paper.

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[3] See for example Newman,P & Kenworthy,J 1999 *Sustainability and Cities*: Overcoming Automobile Dependence, Island Press, Washington

2.0 URBAN PLANNING, DESIGN AND SUSTAINBLE COMMUNITIES: ISSUE ANALYSIS AND DESCRIPTION.

For the purposes of this paper Perth refers to the broader Metropolitan region of Perth.
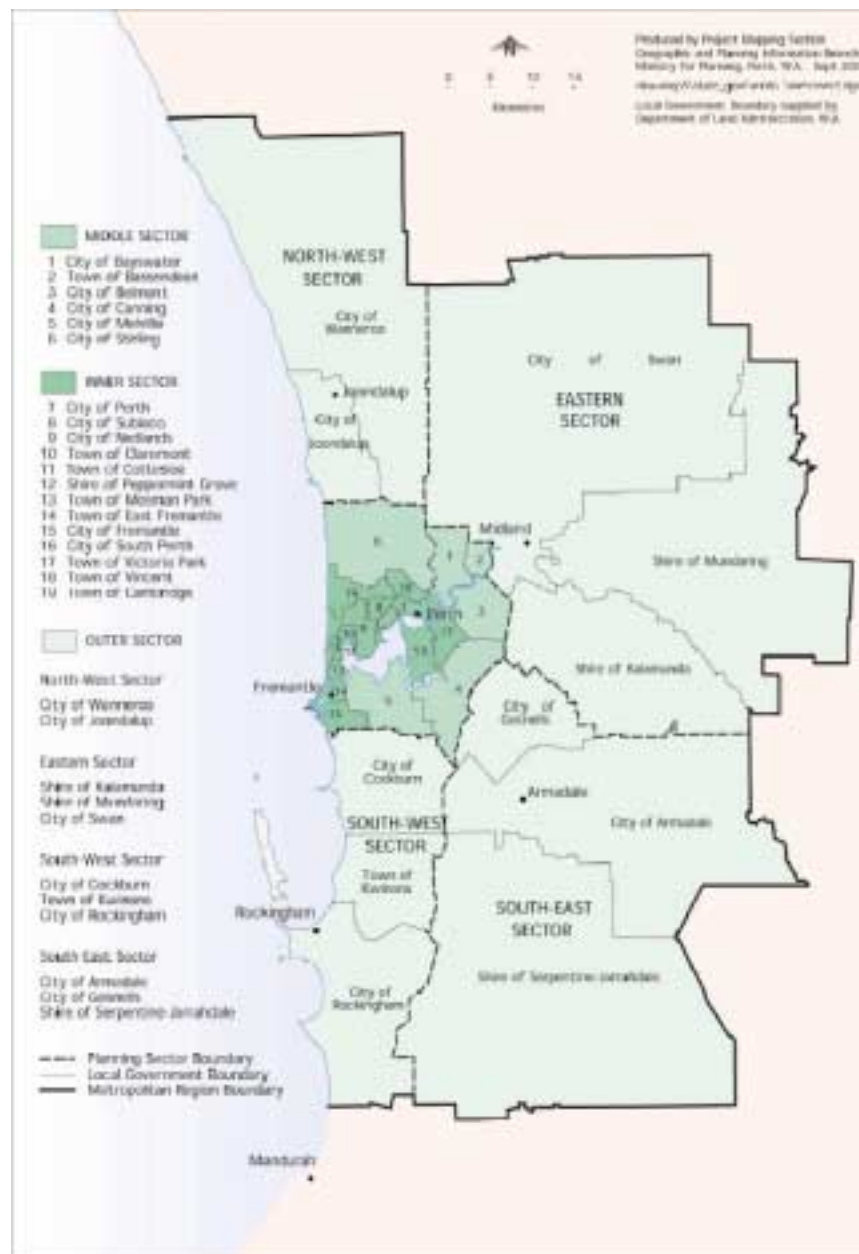
Figure 1: Perth Metropolitan Area [4]

Perth as the capital city of Western Australia is not only the centre of economic activity it is also where 73% (1999 figure) of the state's population lives[5] and where

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[4] Office of Planning and Policy 2000:14 *Housing Strategy WA Background Paper State Overview* Published by the Department of Housing and Works available online at http://www.dhw.wa.gov.au/index_IE.cfm

the majority of goods and services are consumed. Achieving greater sustainability amongst 73% of the population would make a significant contribution to the over all sustainability of Western Australia.

Urban planning focuses on the regulation and provision of land for specified uses, an old style focus on land use planning. It has strategic functions at a state level which direct and inform actions at the local level where it is implemented. Urban planning determines what land uses can occur where. The methodologies and ideals of urban planners as well as architects and transport engineers have profound influences on city formation. However there is also an awareness that planners don't simply shape cities. Local economic and political forces do as well the culture of the community[6] and the natural environment.

There is a perceived inability of urban planning to fully take into consideration the complex nature of cities. As a result the use of terms such as spatial planning, urbanism and new urbanism among others have developed to offer a broader more complex understanding of urban environments than the traditional role of urban planning. It encompasses "the economic and social planning of space, drawing in policy realms and portfolios outside the traditional core concerns of urban planning"[7] The analysis of Perth's urban form within this paper will reflect this understating of urban environments, and critique its ability to provide for sustainable urban communities. It will seek to picture a broader 'whole of government' approach to sustainable community development.

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[5] WAPC 2001 *Future Perth: Population Issues Metropolitan Working Paper no.5* Published by the WAPC, Perth.
[6] Keill,R 1996 World City Formation, Local Politics, and Sustainability in *Local Places in the Age of the Global City* Black Rose Books Ltd, Greed, C. 1994 *Women and Planning: Creating Gendered Realities* Rutledge, London, Parkinson, M. 1994 European Cities Towards 2000: Economic and Social Challenges in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia,
[7] Gleeson,B 2001:1 *Towards a National Spatial Planning Framework for Australia: Issues Paper no 8* Published by the Urban Frontiers Program, University of Western Sydney, Cambeltown available online at http://www.urbanfrontiers.uws.edu.au

2.1 Urban Development in Perth

Urban development in Perth since the 1950's has focused on the Stephenson-Hepburn plan[8]. This plan designated four key corridors for urban development all of which spur out from the city centre and enable the city to preserve its forested water catchments in the hills and groundwater resources on the plain. In addition to the plan set out principles of urban planning which sought to designate and control development in order to segregate residential uses and commercial uses (even those that might be considered compatible with residential areas) has dominated. It also prioritised automobiles as the primary mode of travel. As a result urban development has followed the corridors though the two eastern corridors have not been developed to the same extent as the western corridors [9] and have also over time experienced a high level of infrastructure decline and social exclusion.

The central core of Perth in the inner and to a lesser extent middle suburbs has over the past decade seen a revival.[10] Its proximity to the core of commercial activity and employment has certainly aided this process. This is not a phenomenon that Perth has experienced alone, globally areas in proximity to centres of commercial activity, especially globally connected commercial activity are thriving as places to live and participate in the economy.[11] Often they are, or are close to mixed use in their urban form. That is both commercial buildings and residential building are mixed in, next to and above each other, as has occurred in the Subiaco and East Perth redevelopments or that they are directly behind commercial activities as has occurred on Mt Lawley's Walcott Street and Victoria Park's Albany Highway.

During the 1960's these areas were experiencing decline[12]. Some would argue that the revival of these older inner city areas is something of a lifestyle trend that young up and coming professionals enjoy.[13] The more likely story is that these areas offer qualities that are more diverse in nature than the Australian suburb and suit a greater diversity of peoples.

As the population ages and as households become smaller the desire for a large home in the suburbs will decline, as recently highlighted in Access Economic Monitor, which labelled the great Australian home as a white elephant which we are

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[8] WAPC 2001 *Future Perth: Population Issues Metropolitan Working Paper no.5* Published by the WAPC, Perth.

[9] See The West Australian 2002 march 9 special lift out *The Property Report* page 13 for a map depicting this.

[10] Gallop, G. 1998 *A State of Reform: Essays For A Better Future* Helm Wood Publishers, Wembley W.A.WAPC 2001 *Future Perth: Population Issues Metropolitan Working Paper no.5* Published by the WAPC, Perth , The West Australian 2002 march 9 special lift out *The Property Report*

[11] Newman,P 2001 The Global City and the Parochial City*, Supporting Papers for *Towards a Vision For Perth in 2029,* Minister for Planning, WA Government, Batten, D 1999 Network Cities: Creative Urban Agglomerations for the 21st Century in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia, Parkinson, M. 1994 European Cities Towards 2000: Economic and Social Challenges in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia,

[12] WAPC 2001 *Future Perth: Population Issues Metropolitan Working Paper no.5* Published by the WAPC, Perth.

[13] See for example: WAPC 2001 *Future Perth: Population Issues Metropolitan Working Paper no.5* Published by the WAPC, Perth

still planning for and building[14]. Further to this the ABS has highlighted that one in five Western Australian have a disability, 93 percent of those with a disability live within the community and that by the year 2021 the total number of people with a disability will increase by 48 percent as the population ages. This will lead to a significant increase in demand for appropriate housing that is within easy access to many services and facilities.[15]

As these areas are of high amenity and accessibility to employment, education and goods and services their property prices have increased phenomenally in comparison to outer suburbs. Over the year from June 2000 to June 2001 an increase of 8.8% was experienced in the median house price and 12% for Flats, Units and Townhouses in inner city areas, whilst outer suburbs increased by 1.1% and 2.6% retrospectively[16]. This combined with an overall reduction in public housing provision, especially in inner and middle suburbs has resulted in increasing concerns for housing accessibility for people on low to moderate incomes[17]. As a result individuals and families with less financial ability to keep up with rising rents and property values are finding themselves further from Perth's main centres of public and economic life. It has meant a market base regeneration of inner suburbs has occurred but in its wake it has left a significant social problem- Perth has now become two cities.[18]

The following maps depict the relative advantage and disadvantage in Perth. As can be seen from these maps outer and eastern suburbs in general have a greater level of disadvantage as indicated by lower educational attainment and a higher level of relative disadvantage as shown in figure 5.

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[14] Access Economics 2002 The Castle: an Investment Safe as Houses? In *Economics Monitor* February 2002 published by Access Economics

[15] Disability Services Commission WA 2002 *Submission to the State Sustainability Strategy*

[16] REIWA 2001 Market Facts June Quarter/ Issues September 2001, inner suburbs include the Cities of Perth, Stirling (Sth East), South Perth, Subiaco, Belmont, Towns of Cambridge, Victoria Park, Claremont, Cottesloe and the Shire of Peppermint Grove. Outer suburbs include Cities of Wanneroo (northern half), Armadale, Rockingham, Shires of Swan, Mundaring and Serpentine Jarrahdale.

[17] AHURI forthcoming *Locational Advantage and Disadvantage in Public Housing, Rental Assitance, and Housing Loan Assistance in Perth.*prepared by Greive,S. Thorpe,A Newman,P.

[18] Newman,P 2001 The Global City and the Parochial City , Supporting Papers for *Towards a Vision for Perth in 2029*, Mister for Planning, WA Government.
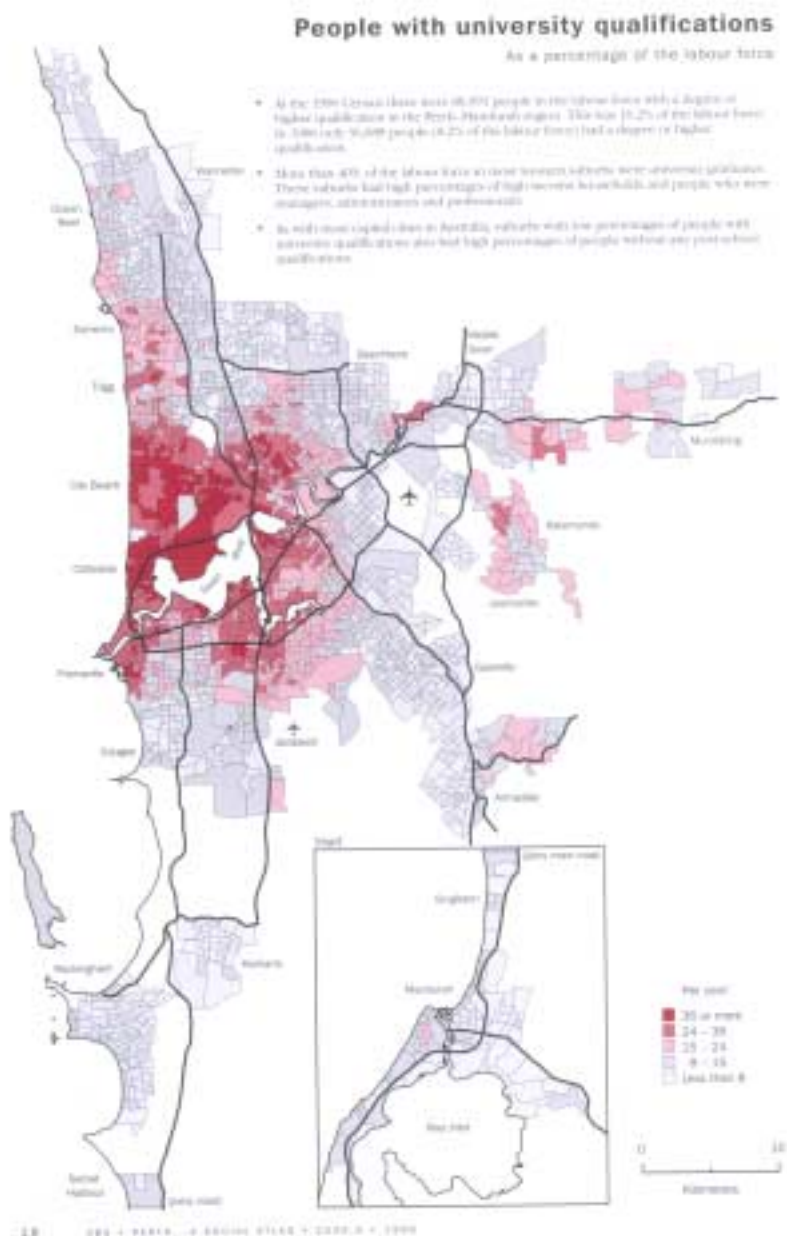
Figure 3: Peoples with a university qualification
The red from darkest to lightest represents the proportion of the population with the above with a university qualification: 36% or more, 24-36%, 15-24%, 8-15%, less than 8%[19]

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[19] ABS 1996:18 *Perth: A Social Atlas*, Published by the Australian Bureau of Statistics

People without qualifications

As a percentage of the labour force
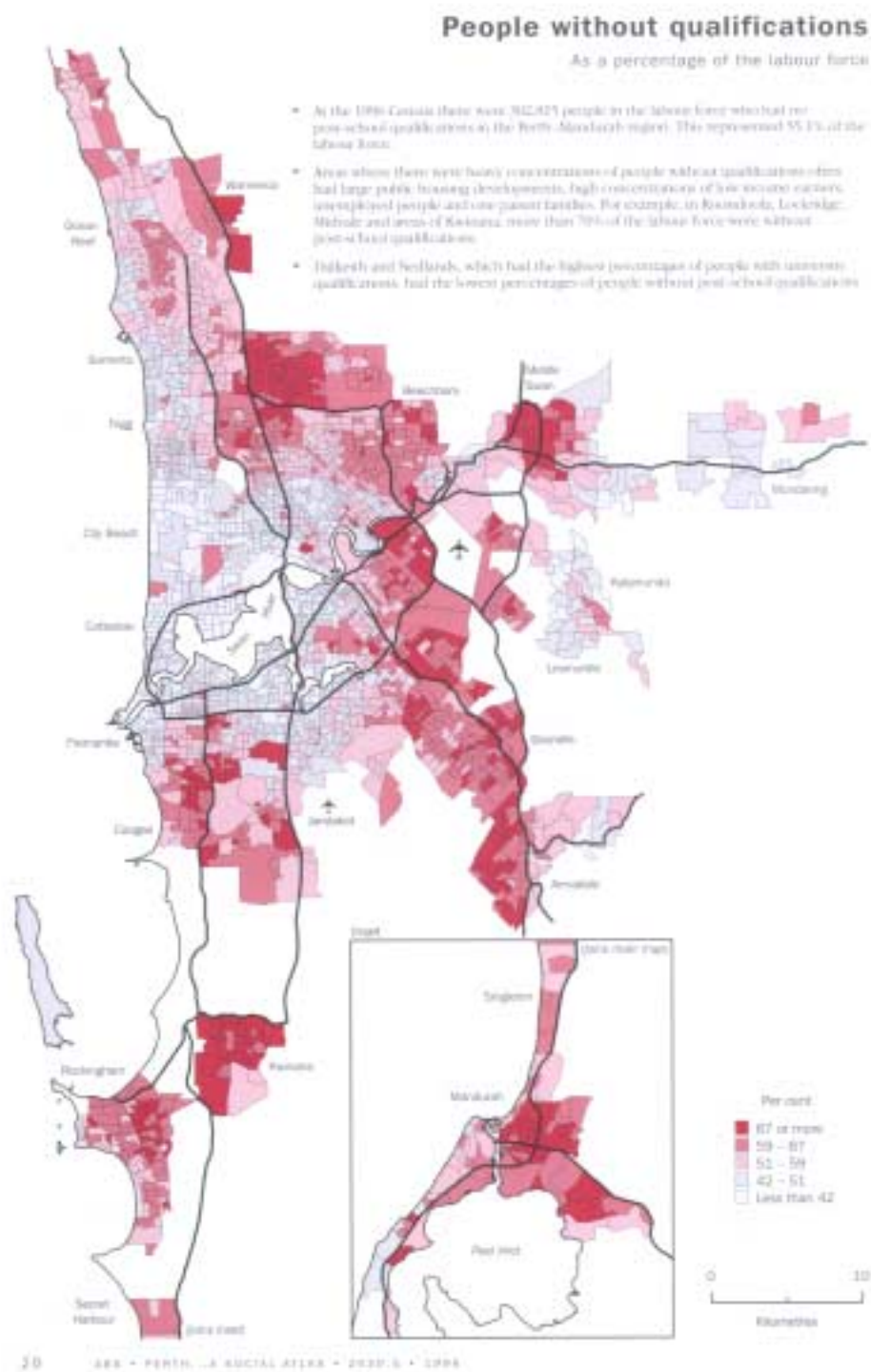
Figure 4: Persons with no qualification
The red from darkest to lightest represent the proportion of the population with no
qualification: 67%or more, 59-67%, 52-59%,42-41%, less than 42%[20]

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[20] ABS 1996:20 *Perth: A Social Atl*as, Published by the Australian Bureau of Statistics

Figure 2.17(a): Index of Relative Socio-economic Disadvantage by Census Collection Districts (with Suburb boundary overlay).
Source: SEIFA Data, ABS, 1998.
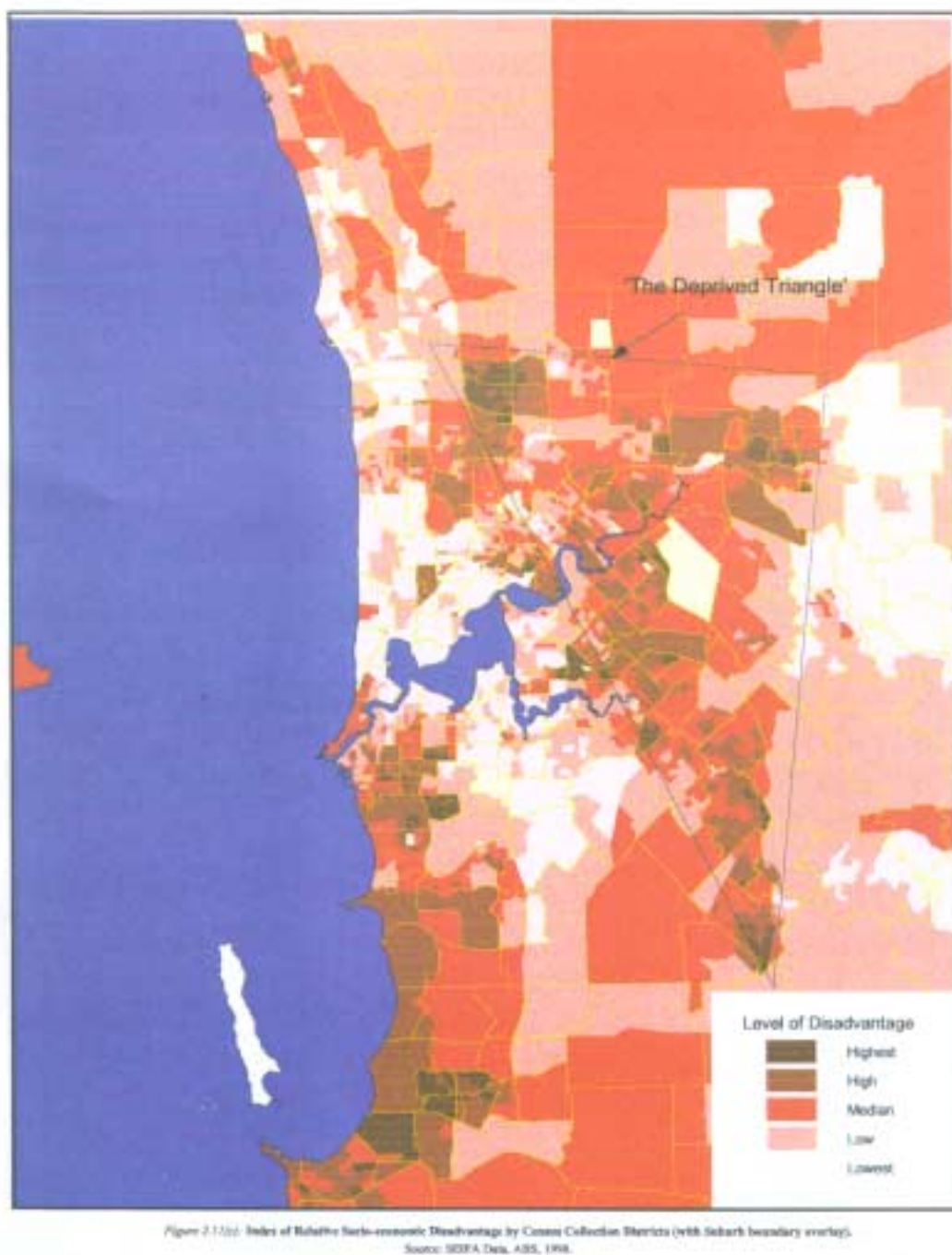
Figure 4: Relative Index of Socio- Economic Disadvantage[21]

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[21] This index is derived from assigning areas a score based on a series of parameters all relating to social disadvatage. Low socio- economic areas will have low index numbers from attributes such as low income, low educational attainment, high unemployment and jobs in unskilled occupations. The area indicated as the 'deprived triangle' is where scores are lowest in an expanded area located in the eastern region of the Perth metro area. SEIFA Data ABS 1998 in Adams,T. 1999:33 *Planning Politics*

Whilst most inner areas are experiencing strong growth, some outer and to a lesser extent middle areas are experiencing decline.[22] There is a growing awareness that many home owners in outer suburbs are now experiencing negative equity (that is they owe more on their homes than they are worth). There are therefore significant pockets of urban decline and its associated social exclusion throughout the metro area especially in outer and eastern suburbs more generally. [23]There is also concern that the number of areas that experience this may be increasing, as the age of the development reaches a reinvestment stage (at around 30yrs) and or needs to reinvent itself.[24] These areas are finding it increasingly difficult to compete with high amenity areas as quite simply the demand for the conventional Australian suburb is declining.[25]

Several researchers are now finding that cities, which are characterised by multi nodal development, are performing significantly better than cities which don't possess these characteristics. These cities involve dense centres of mixed use activities, which are locally connected with efficient transport and which are connected to regional and global markets through high speed tele-communications infrastructure and strong regional and international travel options, ie: proximity to an international airport. [26]

By 2021 Perth's population is expected to grow from 1.2 million to 2 million[27]. The city's economic growth is currently dominated by demand increases fuelled by this high population growth rate on national standards. Whilst Perth has a strong service economy what it offers at a global and arguably national level is limited and heavily reliant on resource extraction and export. [28]Perth as the most isolated city in world has considerable obstacles to overcome in achieving greater global integration that complements sustainability ideals. There is a need to overcome these barriers and turn them in to strengths. Becoming creative in addressing these issues is essential for the long-term sustainability of Perth. Developing an urban form, which can both

and Power: A Geographical Critique of the Community Housing Sector in Perth Honours Dissertation UWA

[22] Gallop, G. 1998 *A State of Reform: Essays For A Better Future* Helm Wood Publishers, Wembley W.A.

[23] AHURI forthcoming *Locational Advantage and Disadvantage in Public Housing, Rental Assitance, and Housing Loan Assistance in Perth.*prepared by Greive,S. Thorpe,A Newman,P.

[24] Office of Policy and Planning 2000 *Housing Strategy WA Background Paper Housing Sector*, published by the Department of Housing and Works

[25] Access Economics 2002 The Castle: an Investment Safe as Houses? In *Economics Monitor* February 2002 published by Access Economics

[26] Batten, D 1999 Network Cities: Creative Urban Agglomerations for the 21st Century in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia, Parkinson, M. 1994 European Cities Towards 2000: Economic and Social Challenges in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia, Stimson,R 2001 Duviding Societies: The Socio-Political Spatial Implications of Restructuring in Australia in *Australian Geographical Studies Vol 39, No 2*

[27] National Capital Planning Authority 1994 Metropolitan Planning in Australia Workshop papers #3 Metropolitan Planning: Trends and Prospects published by the Australian Urban and Regional Development Review.

[28] O'Conner,K. Stimson,R. Taylor,S. 1998 Convergence and Divergence in the Australian Space Economy in *Australian Geographical Studies Vol 36, No 2*

provide for Perth's growing population, provide highly integrated urban centres in an economically, socially and environmentally sustainable way is essential to this process. The decline of large parts of the city must be addressed as part of Perth's future development.

2.2 Perth's Urban Form Social Exclusion and Sustainable Community Regeneration

Whilst Perth's Urban form has pockets of nodal mixed use activity like Fremantle, Subiaco and East Perth a significant proportion of Perth's Urban Form and its residents do not live within close proximity to anything commercially based or even to social services and active public spaces. The following map depicts where it is possible to buy a simple daily good- a litre of milk. The top map indicates the inner areas of Perth and where it is possible to buy a litre of milk and a newspaper, the map on the bottom shows an outer area to the north of Perth where urban development is dominated by the conventional suburb urban design (as explained in more detail later) and lower densities. It is possible to see that in the later the opportunities to do so reduce dramatically.

Figure 5: Milk Map Inner Suburbs of Perth[29]

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[29] Urban Design and Major Places, DPI 2001 *The Location of Daily Provisions and the Movement Economy* produced by the DPI available online at: http://www.planning.wa.gov.au/cgi-bin/index.cgi?page=/udmp/index.html

Figure 6: Milk Map Outer Northern Suburbs[30]

These simple maps can illustrate both why the level of social exclusion is higher in these areas and why Perth is dominated by automobile use. In an automobile dependant city such as Perth, the economic implications for lower income households are significant as they devote a greater proportion of their income to transportation.

It is argued the greater the level of automobile dependency the greater the disparity between the proportion of income spent by lower income households in comparison to higher income households. In automobile dependant cities in North America, lower income households on $5-10 000 US spend just under 20% of their income on automobile transportation (vehicle purchase and running costs), where as households with incomes over $70 000 US spend just under 10%. This is as a direct result of the options of walking, cycling and public transport decreasing as the level of automobile dependency increases. [31] Australian research has also highlighted that if an average household reduced their car ownership by one vehicle that they would be able to:

- " accumulate an additional $750,000 (today's dollars) in superannuation over their working life;
- retire at 55 years, instead of 65 years, whilst still accumulating an additional $370,000 in retirement funds;
- afford to borrow an additional $80,000 for housing based on a 25 year loan; or
- purchase an average priced Melbourne home over 12 years instead of 25 years."

This demonstrates the significant economic burden on low income households reliant on private cars for their transportation requirements.[32]

[30] Urban Design and Major Places, DPI *2001The Location of Daily Provisions and the Movement Economy* produced by the DPI available online at: http://www.planning.wa.gov.au/cgi-bin/index.cgi?page=/udmp/index.html

[31] Litman,T 1999 *Evaluating Transportation Equity* Published by Victoria Transport Policy Institute available online at http://www.vtpi.org

[32] Warman,B. Charter Keck Cramer 2001 *Cars- Where Are They Taking Us* Published by Charter Keck Cramer

Social exclusion is a term used to describe the multi dimensional way in which people become isolated from society through being excluded from institutions such as educational and health services and employment opportunities amongst others.[33] Outer and eastern suburbs are often, although not exclusively, suburbs where house prices are cheaper both to rent and purchase and they are also where public housing is more likely to be constructed and persons purchasing under Key Start are able to buy. Land Corp and the State Housing Authority are often involved in partnerships with developers constructing new developments, which predominantly cater for the homebuyer.[34]

The long term investment opportunities for homeowners in these areas can be minimal. Travel costs both financially and in time spent travelling are more substantial than for other areas. The combination of being on a low income, and increasingly so, being underemployed, employed casually, in insecure work and living in areas that have questionable potential to return a long term investment, often because of their car dependence and locational disadvantage places persons at high levels of risk of becoming socially excluded.

Households who need to purchase a second or third car face a significant extra economic burden, though they can at least access jobs and services. For non drivers the implications are even more significant in automobile dependant areas:

 "Walking and bicycling are more difficult, due to a lack of facilities, wide roads, high traffic speeds and volumes. Transit services are inferior due to limited public support and diseconomies of scale. Homes are not within convenient walking distance of many services. Non-drivers' employment options are limited to the few worksites on a bus line, or they, must pay the high cost of commuting by taxi. Because common destinations are more dispersed, transportation financial and time costs are greater. As a result, a non-driver must spend more for an inferior quality transportation than they would enjoy in a balanced transportation community."[35]

Therefore persons unable to or unwilling to drive face enormous obstacles in getting to a variety of destinations. With an ageing population and moves towards facilitating persons with disabilities to be able to stay within their own homes, the number of people facing difficulties in accessing daily needs is growing[36].

> "For the poor, the infirm, the handicapped, the elderly and especially children the local area is still their main community and they lack the means to change that. It follows that if residential communities decline, opportunities for them to participate constructively in society also decline" [37]

Not only does this have significant implications for the ability of people to be able to participate in employment and social activities and processes but it also has a major impact on the local natural environment which reduces local recreational opportunities. In addition to this there is increasing recognition of the importance of these factors combined to physical and mental health of people.

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[33] Atkinson, R. 2000 Combating Social Exclusion in Europe: The New Urban Policy Challenge in *Urban Studies* May 2000 Carfax Publishing Company
[34] AHURI forthcoming *Locational Advantage and Disadvantage in Public Housing, Rental Assistance, and Housing Loan Assistance in Perth*.prepared by Greive,S. Thorpe,A Newman,P.
[35] Litman,T 1999:13 Evaluating Transportation Equity published by Victoria Transport Policy Institute available online at http://www.vtpi.org
[36] Disability Service Commission WA *Submission to the State Sustainability Strategy*
[37] Gallop, G. 1998 *A State of Reform: Essays For A Better Future* Helm Wood Publishers, Wembley W.A.

Areas of the city go in to decline as a result of a complex set of interactions between planning policies, social service provision, economic development and changes in the economy and society, some of which were alluded to previously. As a result investment and property prices fall and access to many services and commercial activities are reduced for the resident population.

The City of Gosnells revitalisation initiatives, the Midland Redevelopment Authority and the Armadale Redevelopment Authority have indicated a growing awareness of this issue. Fremantle and other inner area suburbs went through a process of revitalisation in the late 1970's and early 1980's.[38] The reasons why an area goes in to decline can vary significantly between localities; they may suffer from a lack of reinvestment, may be unable to adapt to change, and may be regionally disconnected.[39] Or over the last 50 years they may have been significantly altered to accommodate the car at the expense of the area's overall vitality.

Often when an area suffers from prolonged decline it can become stigmatised. This is the case with much of the eastern suburbs. Perth has developed a real socio-economical divide. This is some cause for concern.

As property prices rise in locationally advantaged areas and fall in locationally disadvantaged areas those most at risk of being excluded from society find themselves in areas with poor accessibility, service provision and educational and employment opportunities, further compounding the disadvantage they may experience.

There is a need to not only facilitate the revitalisation of these areas in line with sustainable urban form principles but also to enable current residents to enjoy a greater quality of life and sense of pride in their local area.

There is currently some 30 years of land earmarked for further residential development as zoned Urban or Urban Deferred at the fringes of urban development.[40] Thus there is no pressure from planning to contain further fringe development. Yet already around 50% of all new developments occurs in current urban areas rather than on the fringe, largely due to market pressure for better locations of housing. Thus the question is how can the planning system help to direct this reurbanisation process? How can it be used to assist in Sustainable Community Regeneration of many suburbs that are now in decline?

Sustainable Community Regeneration as referred to here is the combination of community development and traditional urban renewal techniques, which promote sustainable communities as a process through which urban areas experiencing

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[38] Newman,P 1997 Rejuvenating Fremantle: Ambivalence and Hope for City Policy in Booth,M. Hogan, T. *Ambivalence and Hope: Social Theory and Policy-Making in a Globalising, Postmodern Australia.* Published by Institute for Sustainable Technology Policy Murdoch University

[39] Jacobs,J 1961 *The Death and Life of Great American Cities: The Failure of Town Planning* Pelican Books Harmondsworth

[40] Curtis,C 2001 *Future Perth Metropolitan Region Transport Working Paper no. 7* prepared for the WAPC, published by the WAPC

decline could be regenerated. For the purpose of this paper Sustainable Community Regeneration would include the following elements:

Community Participation and Engagement
Build upon best practice, to facilitate innovative community participation and engagement at both a local, regional and metropolitan wide level and involve key community and industry organisations. An essential component of this, before any major changes occur to an area, is for the community to develop a vision for their area so that change is within the boundaries of their vision. In addition to this identify existing community strengths (existing social networks and community assets) and build upon them through capacity building and community engagement in the regeneration process.

Focused Density Increases
Increase residential densities in and around centres and railway stations, through a fine grained analysis of where density increases should occur. The goal is to provide for Perth's growing population without increasing urban sprawl though clearly some fringe development is likely to occur for a while.

Affordable Housing
Use public housing creatively to ensure it is well located and is able to provide a boost to development in the area. The role of public housing in these circumstances may be expanded to include, more than the most needy, through Key Start, home buyer grants and other housing initiatives . The private rental market is increasingly becoming important for persons on low income.[41] This needs to be recognised and methods need to be developed to ensure that private renters housing needs are also met and improved through Sustainable Community Regeneration.

Sustainable Urban Design
Minimise the environmental and health impacts of urban settlements by promoting public transport use, walking and cycling, and build upon best practice to create innovative design techniques that maximise the efficient use and reuse of water, minimise water pollution and promote sustainable housing construction. This is to be achieved by changes in guidelines provided to developers (based on community processes) and educational programs may also be initiated amongst other regulatory and voluntary initiatives.

Local Employment Generation
Promote a broad range of economic activities in the area to improve local employment opportunities and outcomes. This may include:
- o Financial assistance/ incentives for new businesses.
- o Ensuring greater connectivity to regional resources and to the CBD (especially information technology networks)
- o Increasing the population base within the walkable catchment of town centres, and
- o Providing mixed use opportunities.

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[41] Shelter WA 1999 *Housing for a Sustainable Community: The State of Housing in Western Australia* A discussion paper prepared for the WACSOSS Poverty Commission

o Employing locally unemployed persons in capital works projects and other projects requiring additional labour.

Housing Diversity
Develop a long term housing accessibility and diversity program to ensure that the local housing stock provides for a diverse range of income groups physical abilities, cultural requirements and which provides for people throughout their life. Promoting a diverse range of tenures is essential to this, including co-operative housing.

Locally Integrated Service Delivery
Promote and facilitate synergies between existing social service delivery (health, education, community development) and urban renewal activities and identify barriers in achieving greater synergies locally. Initiate programs and or physical infrastructure improvements (relocating service provision) to overcome these.

Through undertaking Sustainable Community Regeneration it is anticipated that:

- The resident population is able to reside in and participate in activities locally, if they choose, both during and post the community regeneration process.

- Socio-economic and health outcomes for the resident population improve.

- The urban environment becomes an enjoyable place to live, work and play, one in which the local community has a sense of pride and place.

- The environmental impact of the urban development is reduced, the health of the local community is improved, greater ease of access to economic, educational and health services and active public spaces is improved through decreased reliance on the automobile, increased use of public transport, walking and cycling and other non automobile modes.

- More effective service delivery would be achieved.

- Property values will increase as these areas become destinations of choice.

- The population of the area will be increase to facilitate greater economic viability of the area and contribute to a reduction in land needed for new developments.

- The viability of local businesses will increase.

3.0 SUSTAINBLE COMMUNITY REGENERATION: ISSUES AND POSSIBILITIES

3.1 The Physical Component of Sustainable Community Regeneration

The physical design of traditional suburbs, like Fremantle, Victoria Park and Mt Lawley as well as new urbanist projects like the East Perth and Subiaco redevelopments are more sustainable urban environments in comparison to conventional suburbs (those built from the 1960's onwards) from a physical design perspective. They are more conducive to walking, public transport and often commercial activity. These suburbs have a higher density, at around 25 person per hectare compared to 10 person per hectare in the conventional suburb[42], greater permeability, greater variety of land uses, an ability to adapt over time and provide more highly interactive, personalised and public environments. [43]

Without getting heavily involved in why from a design perspective these areas work in comparison to the conventional suburb, there are some key differences that can be pointed out and are frequently done in the new urbanist tradition through the concepts set out in Table 1.

Table 1: Comparisons, in the new urbanist framework, between the Traditional pre war suburb and the Conventional post 1960's suburb.		
Design Element[44]	**Traditional Suburb**	**Conventional Suburb**
Permeability: the ability of an environment to allow choice of access throughout an area	Street networks that allow greater permeability, are often shaped more like a grid and provide many travel options, enabling persons to take the most direct route possible to their destination, reducing the overall distance needed to travel.	Suburbs that have very deformed grids or that are dominated by cu-de-sacs reduce the permeability of the area as it reduces travel route options. In these situations it is likely that going from A to B involves a much greater distance than within a grid network.
Variety: the ability of an area to provide a choice of activities for a variety of people in the local area.	In areas such as Subiaco, homes, services and commercial premises are mixed in, above and in close proximity to each other. This ensures a high variety of activities being commercial, vocational or recreational all within the local area and often within walking distance.	Conventional suburbs have often been described as dormitory, that is during the day they are empty as people have left the area to go elsewhere for activities. The single use nature of them (predominantly residential) and when there are activities available locally they are highly segregated from

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[42] Loder & Bayley Consulting Group, R.J.Nain & Partners, Sustainble Solutions, PKK Consultants, *The Low Energy Suburb Greenhouse Neighbourhood Project A summary Report,* Department of Planning and Development (Vic) Environment Protection Authority (Vic) and Energy Vitoria

[43] The *Liveable Neighbourhoods Community Design Code* is attempting to do this in new areas like Brighton and Atwell South though often at much reduced densities to inner areas.

[44] The design elements used in this table are based on the seven elements of urban design from: Bently et al 1985 *Responsive Environments: A Manual for Designers* London Architectural

		residential uses.
		The classic example of this is the big box shopping centre or shopping mall. These are segregated by expansive car parking, and often divided by major roads and in some cases further by bulky goods retail. This reduces walkability for residents.
Robustness; The ability of an area to adapt over time to different purposes	Areas that provide for a greater diversity of peoples through different housing types and land uses are more able to reinvent themselves and adapt over time. Planning procedures need to allow for this continual change in land uses and dwelling types.	Single use suburbs, that provide only one dwelling type (single detached family home) provide limited if any ability to adapt over time. As previously mentioned Access Economics has described these homes and arguably areas as great white elephants. As the demographic make up of Australia changes and the number of people who have disability grows we are now seeing that the conventional suburb is not robust.
Visual appropriateness, Legibility Richness, and Personalisation	Areas that have a diversity of building types, which reflect their use enable people to effectively understand and interpret their environment. Street networks which are simple and which have markers (building, high points etc) create a highly legible street scape. Areas which are rich in form and activities create a variety of sensory experiences for people. And places which have all of the above and which promote human activity in public spaces (streets and parks) promote a high degree of personalisation and sense of place.	Single use areas that consist of buildings which are dominated by one era, are not rich in a sensory experience and offer little in the way of visual markers, this combined with cul-de-sac street network makes for a poorly legible environment. Streets which are dominated by the car, and parks which are segregated from other land uses through their location, relationship with adjoining buildings or through their size offer little prospect of personalisation and sense of place as these areas become hostile to human activities.

Physical planning is seen to provide therefore opportunities to create more sustainable suburbs. The mix of techniques generally requires increasing density as well as getting the right mix of dwellings and land uses to ensure variety, achieving relationships of different land uses that are mutually supportive and act synergistically, ensuring that street networks are permeable or in other words walkable and that the urban environment promotes a sense of belonging through creating active public spaces. Physical planning also can ensure that quality public transport is available as well as being integrated with less car orientated suburban designs. By achieving this, persons who cannot or chose not to drive, can be provided with greater opportunities locally, to participate in social activities and use public transport to reach other areas of the city. Rail in particular provides this greater mobility especially for people with disabilities. This will become increasingly

important with the ageing of the population and the subsequent growing proportion of the people with a disability.

Opportunities exist to facilitate enhanced uptake of public transport, thereby reducing dependence on the motor vehicle by choice.

The question of density is always contentious. Densities necessary to overcome car dependence do not have to be high however even medium densities tend to cause a reaction from those in low density suburbs. Whilst it is recognised that Australia in general has a strong cultural association with the great Australian dream of the quarter acre block, Holden motorcar and Hills-Hoist, there is growing recognition that this is changing rapidly. As household sizes decline and the population ages we can have seen a higher demand for smaller homes. This combined with changes in the nature of work and the make up of families, means that more and more people are seeking an alternative to the suburban home to a unit, row house or town house within proximity to services, employment and active public spaces. This is reflected in growing property prices in inner city locations. As echoed by Access Economics: "The housing sector in particular is going to have to adjust to the fact that first home buying suburban fringe dwellers will become a rarer species" [45]... "In particular, today's suburban four-bedroom-study- WIR castles may be tomorrow's white elephants, as empty nesters sell up and downsize."[46]

Very strong arguments for urban consolidation, and the subsequent increases in density, remain highly contentious within Australia. This cannot be taken lightly, and needs to be seriously considered in any program, which would result in the intensification of land uses. Many planners and developers in Western Australia are convinced that Australians do not want to live in denser more urban environments[47] despite increasing demand for them and decreasing demand for the conventional suburb.

There is strong opposition to higher densities in some localities in the Perth Metropolitan area, particularly in communities which have a deep mistrust of the planning profession and government processes, and as a result want no development in their area regardless of its nature. They are usually fearful that increases in densities will result in increases in crime and other perceived negative aspects. This was recently highlighted in the experiences of the City of Joondalup's, Precinct Action Planning, which sought to provide an integrated approach to urban renewal. It could be argued that through a combination of factors, such as mistrust in government processes, insufficient participation at workshops and moving too fast resulted in the notion of higher density being fully rejected by the community and the redevelopment ceased.[48] In addition, six local government areas within the middle ring have sought to "down code" to ensure lower density outcomes for their area.[49]

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[45] Access Economics 2002: 6 The Castle: an Investment Safe as Houses? in *Economics Monitor* February 2002 published by Access Economics

[46] Access Economics 2002: 1 The Castle: an Investment Safe as Houses? in *Economics Monitor* February 2002 published by Access Economics

[47] see for example WAPC 2001: 9 *Future Perth The Sustainable City Working Paper No 10* Published by the WAPC

[48] This occurred in the later half of 2001 and until February /March 2002 and was extensively covered in local newspapers.

[49] Curtis,C 2001 *Future Perth Metropolitan Region Transport Working Paper no. 7* prepared for the WAPC, published by the WAPC

This tension between the desire of some areas to downzone and the decreasing demand for the suburban home means that there must be a creative planning process to address this. There is a role for education and awareness of the benefits of different urban environments to the conventional suburb. It is also important to ensure that increases in density reflect the character of the area and the community, and is not just a blanket increase in residential codes across the board.[50] Thus it is necessary to leave many areas as they are and focus density where it can be of most use. Focusing increases in density to the walkable catchments of centres and railway stations would maximise the positive impacts on the viability of centres as places to participate in commercial and social activities and maximise the benefits gained from public transport infrastructure. This would be the preferred way to achieve Sustainable Community Regeneration.

Significant changes to urban form, such as density increases, should not occur rapidly. Through real community participation, rebuilding trust, adequately informing the community on their terms, of the redevelopment options and the role increasing density in some areas may play in a regeneration process, and allowing the community to decide on the style, degree of and location of denser developments in their area is essential. Before any changes in urban form are discussed, the initial step should be for the community to participate in setting a vision for the area. This way the most appropriate changes can be suggested based upon the community's vision. If planning processes ignore this issue, not only does the sustainability of the metropolitan area lose out but also the communities whose areas are experiencing decline may also lose out.

Planning processes also need to consider past errors in density increase uptake, such as poorly planned urban in-fill where an additional residence has been created in the subdivided backyard of the existing dwelling. Development practices and R-Codes introduced in the mid eighties occurred with little regard for design and the cumulative impact of such developments. The consequence was a 'backlash' from the community and a negative perception of increased densities.

3.2 The Economic Component of Sustainable Community Regeneration

Economic benefits can occur through focusing development in areas experiencing decline and doing so in a way, which builds upon their assets, increases the overall sustainability of the area and ensures that pre-regeneration residents can remain post-regeneration if they choose.

There is a growing body of literature that investigates the costs associated with developing new homes on the fringe in comparison to infill development. This research has demonstrated that by utilising existing infrastructure, significant savings can be achieved in comparison to greenfield developments.[51] The annual

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[50] MM[2] Urban Design 2002 draft document *101 ways to make Perth a better place: A discussion paper on potential planning and urban infrastructure related actions to make Perth a more liveable and sustainable city,* produced by MM[2] Urban Design

[51] see for example: Newman,P & Kenworthy,J 1999 *Sustainability and Cities: Overcoming Automobile Dependence*, Island Press, Washington and WAPC 2001 Environmental Resources Management

infrastructure and transport costs were estimated at $238 million for the East Perth redevelopment in comparison to $360 million for conventional fringe development resulting in an annual saving of $121 million.[52] The focussed increase of urban density in areas experiencing decline, can contribute to the increased viability of disadvantaged areas and save substantially on infrastructure costs overall for Perth.

As previously explained, the inner areas of Perth are partly experiencing growth due to their relationship to Perth's centres of commercial activity and in cases global commercial activity. As a result these areas are thriving as places to live and work. The most successful cities in the global economy are recognised as those with dense centres of activity where face to face interaction is encouraged and where the cities take the form of a Network City. These are dense centres with clusters of supportive industries mixed in with and near to residential dwellings with services in proximity; these areas are connected/ networked to the whole of the city through high quality transport and tele-communication infrastructure and in the sustainable city scenario by good public transport [53]

Through creating a more network shaped urban form, arguably the ability for Perth to be economically resilient and participate in the global economy would grow. Doing so in conjunction with Sustainable Community Regeneration would enable mechanisms and processes to be developed so that global integration would not lead to further social exclusion and the spatial implications of this. The development of small neighbourhoods, which consist of diverse, inclusive communities that have goods and services available locally and which are connected to the broader metropolitan region via public transport systems could potentially support this and lead to greater equity of access to employment opportunities. Achieving this would be no easy task, and will no doubt raise tensions and questions as to the nature of how and why we do business and with who and for whom. Despite this, developing viable connected centres certainly seems worth pursuing from an economic perspective.

3.3 The Environmental Component of Sustainable Community Regeneration

The Central Business District of Perth has an 18% share of all jobs in the metropolitan area and the suburbs have 22% of all jobs despite having 46 % of the

Australia *Future Perth Costs of Urban Form Working Paper no.2* Prepared for the WAPC, Published by the WAPC Perth.

[52] Newman,P. 2001 Railways and Reurbanisation in Perth- Case Studies of Success in Williams, J. Stimpson,R. 2001 *International Review of Comparative Public Policy Vol 12 International Urban Planning Settings: Lesson of Success* Elsevier, Amsterdam

[53] Newman,P 2001 *The Global City and the Parochial City, Supporting Papers for Towards a Vision For Perth in 2029,* Minister for Planning, WA Government,, Batten, D 1999 Network Cities: Creative Urban Agglomerations for the 21st Century in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia, Parkinson, M. 1994 European Cities Towards 2000: Economic and Social Challenges in *Cities and the New Global Economy: An International Conference* Vol1 Presented by the OECD and the Australian Government 20-23 November 1994 Melbourne Australia, Henton,D & Walesh,K 1998 *Linking The New Economy to the Liveable Community* Paper sponsored by The James Irvine Foundation

total population.[54] This, combined with many people in Perth not living within close proximity to a simple daily good- a litre of milk- let alone other goods or services, has resulted in Perth being heavily automobile dependant. Perth has the highest per capita use of petrol in Australia, with over 90% of all travel undertaken in the car[55].

30% of all energy use in Australia is used in transportation, which inevitably contributes considerably to Australia's overall green house gas emissions[56], smog and associated health issues. International recognition of the greenhouse effect is growing and a response to this on the ground is urgently needed. However, where the urban environment discourages walking, cycling and public transport and rewards automobile use, decreasing this is problematic. Travel Smart, a Western Australian initiative of the Department of Planning and Infrastructure has shown that there is a potential for a 35 % reduction in automobile use that can be achieved without changing urban form or increasing public transport. However there remain another 40 % of trips, which cannot be altered through education.[57] Furthermore the Western Australian Planning Commission estimates that between 70-80% of travel undertaken by Perth's residents is attributed to urban form.[58]

Related to this is the loss of bushland and fertile arable land on the urban fringe, as current development trends are land inefficient, requiring large amounts of land to be allocated to dwellings, roads and parks. In order to provide for this, bushland and farmland is converted into urban residential.[59] If trends continue, the biodiversity and local productivity of the Perth Region will ultimately be reduced as well as the viability of rural land uses at the edge of the metropolitan area. Increased transport costs associated with the dislocation of primary production areas are borne by the community. Emissions associated with this increased transport are also an issue.

Another element to be considered, and especially pertinent in 2002, is water consumption of urban areas. As most dwellings have large gardens the amount of water used to irrigate them is around half of the total used by residential dwellings in the Perth area. This is in comparison to the United Kingdom where 3% of household water use is outside. Climate prediction models for the south-west region of Western Australia concur that the region will experience increasingly reduced rainfall. Smaller gardens need less water and therefore denser, more urban environments can contribute to a reduction in Perth's overall water use. [60] There is also growing

[54] Gallop, G. 1998 *A State of Reform: Essays For A Better Future* Helm Wood Publishers, Wembley W.A.

[55] Newman,P & Kenworthy,J 1999 *Sustainability and Cities: Overcoming Automobile Dependence*, Island Press, Washington

[56] Stretton,H. 1993 Transport and the Structure of Australian Cities in *Australian Planner Vol 31 no3*

[57] Transport 2000 *Travel Smart Highlights Pamphlet* available online*:* http://www.travelsmart.transport.wa.gov.au/pdfs/highlights.pdf

[58] WAPC 2001 *Future Perth Metropolitan Region Environment Working Paper No 6* Published by the WAPC

[59] Newman,P & Kenworthy,J 1999 *Sustainability and Cities: Overcoming Automobile Dependence*, Island Press, Washington

[60] The Water Services Association of Australia 2001 *Urban Water Use and Management in Australia* Submission to the Standing Committee on the Environment, Communications, Information Technology and the Arts

recognition that dispersed urban environments contribute to poor urban water quality. [61]

A Sustainable Community Regeneration process could considerably assist Perth to be a more environmentally sustainable city.

3.4 The Social Component of Sustainable Community Regeneration

Urban planning, service provision, local communities, and until recently, environmental considerations, have been treated separately in the development of urban environments. There is a need to integrate approaches across government portfolios and which operate at different scales: suburb, local government, regional and metropolitan wide in order to address urban sustainability issues. As previously explained, urban form is not solely created by urban planning and the differing access to services, employment and education that people experience are the result of a much broader set of processes.

Urban regeneration which seeks to both increase the viability of existing areas through reinvestment and to promote consolidation, have rarely gone beyond physical planning initiatives.[62] This limits the potential of the project to create sustainable communities. The East Perth Redevelopment, Subiaco Redevelopment and the New Living Program have all focused on physical development of urban areas. The question of whether this displaces more disadvantaged people or enables them to have more opportunities to either stay or to move is a controversial question. Recent research undertaken in New York on gentrification shows that no increased movement of people in the study areas occurred, and that disadvantaged people usually stayed as wealthier people and services arrived in regeneration so that they could better take advantage of the new opportunities. However they do need to pay more for their accommodation and hence those without such means were at risk.[63]

The potential for at risk persons to find suitable and affordable accommodation within areas that have easy access to services, employment, education etc is limited. Urban regeneration alone is insufficient to create sustainable communities it needs to be combined with initiatives to ensure that they are equitable and inclusive.

Social sustainability occurs when the formal and informal: processes, systems, structures, and relationships actively support the capacity for current and future generations to create healthy and liveable communities. Socially sustainable

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[61] Newman,P. 1994 Ecologically Sustainable Cities: Alternative Modes and Urban Mythology in *Social Alternatives Vol 13* 1994 July pp 13-18

[62] Randolph, B 2000 *Renewing Disadvantaged Area: Issues and Policies* presented to the Creative Approaches to Urban Renewal Conference Shelter WA, Perth Published by the Urban Frontiers Program University of Western Sydney.

[63] The New York study was done by Lance Freeman, a professor of planning at Columbia University, and Frank Braconi, an economist and the executive director of the Citizens Housing and Planning Council see: TierneyJ March 26, 2002 The Gentry, Misjudged as Neighbours *The New York Times*

communities are equitable, diverse, connected and democratic and provide a good quality of life.[64]

The following table from the WACOSS Housing and Sustainable Communities Indicators Project illustrates the complex array of characteristics which promote equitable, diverse, connected and democratic communities that provide a good quality of life.

Table 2: Characteristics of Socially Sustainable Communities[65]

PRINCIPLES	CHARACTERISTICS
1. **Equity** The community provides equitable opportunities and outcomes for all its members particularly the poorest and most vulnerable members of the community.	• There is equal opportunity for all members. • There is equity for Indigenous people. • There is equity in relation to human rights. • There is equity in relation to disadvantaged members.
2. **Diversity** The community promotes and encourages diversity.	• The community is inclusive of diverse groups. • The community values difference.
3. **Interconnectedness** The community provides processes, systems and structures that promote connectedness within and outside the community at the formal, informal and institutional level.	• The quantity of social processes promote connectedness. • The structures governing social processes promote connectedness. • Public and civic institutions promote connectedness. • Community services promote connectedness. • Arts and culture promote connectedness. • Planning and physical infrastructure promote connectedness. • Media and communications promote connectedness. • Recreation and sport promote connectedness. • Transport promotes connectedness.

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[64] Barron, L & Gauntlett, E 2002 *Housing and Sustainable Communities Indicators Project: Stage One Report- Model of Social Sustainability* Published by WACOSS, Perth, WA
[65] Barron, L & Gauntlett, E 2002 *Housing and Sustainable Communities Indicators Project: Stage One Report- Model of Social Sustainability* Published by WACOSS, Perth, WA

4. **Quality of Life** *The community ensures that basic needs are met and fosters a good quality of life for all members at the individual, group and community level.*	• Community members have a sense of belonging. • Community members have a sense of place. • Community members have a sense of self-worth. • Community members have a sense of safety. • Community members have a sense of connection with nature. • Community members have a sense of empowerment and responsibility. • Community members have a sense of self reliance. • Community members have a good quality of life in relation to education. • Community members have a good quality of life in relation to health. • Community members have a good quality of life in relation to employment. • Community members have a good quality of life in relation to income and standard of living. • Community members have a good quality of life in relation to housing. • Community members have a good quality of life in relation to clean air, soil and water. • Community members have opportunities for personal and social development.
5. Democracy & Governance The community provides democratic processes and open and accountable governance structures.	• Community members have access to information, knowledge and expertise. • Participation processes are open and accountable. • Democratic processes and governance structures are effective. • There is integrity of democratic processes and governance structures. • Democratic processes and governance structures are accountable. • Democratic processes and governance structures incorporate justice and legal rights.

It is important to recognise that communities may have some of these characteristics, or with assistance, may be able to or have an enhanced capacity to do so. The engagement of the community as well as government agencies and service providers within a regeneration process is therefore essential as it can help to identify these strengths and identify methods through which they may be enhanced. Community based initiatives such as community art and local stories can also play a role in developing a stronger sense of place in the community and knowledge of the differing cultural experiences within that community can hopefully promote a more inclusiveness and understanding.

The delivery of social services (education, health, housing etc) on an a-spatial basis needs to be given a clear geographical focus to ensure that other kinds of spatial injustices do not occur. [66]The needs of people are to a large degree related to the community in which they live, the services they can access there and the

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[66] Randolph, B 2000 *Renewing Disadvantaged Area: Issues and Policies* presented to the Creative Approaches to Urban Renewal Conference Shelter WA, Perth Published by the Urban Frontiers Program University of Western Sydney. AHURI forthcoming *Locational Advantage and Disadvantage in Public Housing, Rental Assistance, and Housing Loan Assistance in Perth.*prepared by Greive,S. Thorpe,A Newman,P.

employment opportunities available, amongst others. All of which contribute to an individual's ability to be independent and self-supporting. The North Metropolitan Health Service has conducted spatial research to determine where services were needed. They found that where they were providing services was different from where they were needed. The study enabled them to redirect services to reach persons most at need where they reside, and more effectively deliver services tailored to a particular area's needs.[67]

The Social Policy Unit within the Department of the Premier and Cabinet is proposing the development of collaborative models of service provision in parallel with promoting community involvement in local service decision making. Collaborative models of social service provision are seen to reduce social disadvantage by combining different social service programs in a way that addresses the multidimensional nature of disadvantage and provides more effective service delivery for the whole community. For example, communities may need a variety of services such as health, justice, housing, employment and education to work together to promote a healthy and just community. This is to be achieved through facilitating joined up service delivery. The unit is also working towards developing processes through which the community can direct the allocation of social sector resources. This focus has the potential to facilitate more effective service delivery and community empowerment at the local level.

The Unit is undertaking work investigating childhood early intervention. Key elements of early intervention are seen to be:
- *Early Childhood Intervention and Development*
  Aligning existing strategies and planned resources to a comprehensive approach to early intervention.
- *Community Inclusion*
  Integrating processes for community inclusion in service design and development.
- *Joined up Government*
  Strong central and local leadership to ensure the successful rollout of strategy.[68]

Key outcomes of intervention strategies currently being considered by the Unit are anticipated to be:
- "*The Community is a partner in defining their priorities and issues.*
  This includes identification of gaps in service, active community consultation and participation, a two way communication process, and building on existing strengths of agencies and the community.
- *Programs and Services are joined up, evidence-based, and relevant to the community.*
  This includes integrated service delivery models, a framework for Government planning, continuous improvement and evaluation, and building on strengths of agencies and the community.
- *Government facilitates processes that strengthen communities.*

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[67] Brinkman,S 2002 Presentation on research undertaken by Joondalup Population Health Unit.
[68] Social Policy Unit, The Department of The Premier and Cabinet 2002 *Road Map Working Papers*

This includes active participation, capacity building strategies, and creation of a database of research evidence."[69]

Whilst the Social Policy Unit is in the process of policy development the core elements and anticipated outcomes of community inclusion and joined up government combined with preventive measures for increased health and welfare, promise to provide innovative models of service delivery that are tailored for the local community by the local community. The progression of the Unit's initiatives in parallel with Sustainable Community Regeneration may provide a synergistic relationship supporting the aims and outcomes of each other.

Whilst there is growing recognition amongst many practitioners that integrated approaches achieve more effective outcomes, The Royal Australian Planning Institute (RAPI) has described State and Territory planning systems as being insular to new ideas and processes in urban planning.[70] This has significant implications for Perth's urban form, as this culture has long been embedded within the planning system. It has acted as an impediment to sustainability initiatives such as the *Liveable Neighbourhood Community Design Code 2000*, which remains a voluntary initiative and is restricted in its use by the resistance of developers to change and an inability to process such projects quickly enough due to a lack of training by planners in the new urbanism.

The development of viable centres of activity that provide a public forum, employment opportunities and other services such as health and education are vital to the development of sustainable communities. Currently the Department of Planning and Infrastructure recognises the following Centres under the *Statement of Planning Policy No. 9 - Metropolitan Centres Policy, Statement for the Perth Metropolitan Region 2000*:

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[69] Ibid
[70] RAPI 2000 *Liveable Communities: A National Agenda* Produced by RAPI Canberra available online at: http://www.rapi.com.au

Central Area	**Strategic Regional Centres**	**Regional Centres**
• Perth Central Area	• Armadale (M)	• Alkimos
	• Cannington	• Amarillo
	• Fremantle (M)	• Belmont
	• Joondalup (M)	• Booragoon
	• Midland (M)	• Claremont (M)
	• Morley	• Ellenbrook
	• Rockingham (M)	• Karrinyup
	• Stirling (Innaloo)	• Maddington
		• Mirrabooka
		• Subiaco (M)
		• Thompson Lake
		• Warwick Grove
		• Whitford City
		• Yanchep

M= centre has a significant main street component. [71]

This policy's intent is "to achieve a balanced distribution of employment throughout the Perth Metropolitan Region to facilitate a reduction in travel times, the application of best urban design practice to centres and the need for centre sizes to reflect available infrastructure and locational requirements"[72]

Of the 23 Centres 8 have a significant component of the centre focusing on a main street or on streets like the CBD, those which do not are generally characterised via a big box shopping complex, that is a privately owned building which has within it predominantly retail floor space and some services, surrounded by large car parks.

These centres have virtually no integration into the surrounding residential areas within the walkable catchment (800 metres) reaching a very low resident population base. The urban environments, which these centres create, can be extremely hostile to pedestrians, cyclists and other vulnerable road users. It is some cause for concern that these centres are the only source of employment in these parts of the metropolitan area. Although they may reduce travel times and distance, due to their nature they will remain car based commercial and employment centres, albeit predominantly retail, and offer minimal, if any, public space that is enjoyable and accessible to the full diversity of Perth's community. Arguably with this focus the potential for developing new centres, or redeveloping failed 'box shopping centres' so that they are better integrated with their surrounding population, is the real challenge.

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[71] Western Australian Planning Commission 2001 *Future Perth Planning Context Working Paper No.1* Published by the Western Australian Planning Commission
[72] Western Australian Planning Commission 2001: 7 *Future Perth Planning Context Working Paper No.1* Published by the Western Australian Planning Commission

It is proposed that the Sustainable Community Regeneration process would be simultaneously addressing:

- urban form characteristics (hard infrastructure),
- soft infrastructure of how services are provided and employment generated, and
- build upon the strengths of the community.

Finding the synergies between the soft and the hard infrastructure and informal and formal social processes is the challenge to achieve more sustainable outcomes for communities. Whilst Sustainable Community Regeneration will provide many benefits to the local community it is worth noting that many problems facing communities are as a result of national and international trends and the extent to which these may be ameliorated is inevitably constrained by this reality (eg: globalisation, shift to the knowledge economy). In the longer term, processes through which communities could shape these influences need also to be developed.

3.5 Creative Community Participation and Engagement in Sustainable Community Regeneration

Community participation and engagement has an essential role to play in a community regeneration process; it can help to develop the most appropriate outcomes for the relevant community and affected persons, identify needs and opportunities that the government may be unable to see and contribute to the empowerment of community members. Through community participation and engagement, developing an overall vision for the area should be an initial first step, from which change can begin.

The following table depicts a continuum of community consultation.

Table 3: Continuum of Community Consultation[73]

Non-Participation	Manipulation & Therapy		Tokenism	Collaborative Processes	Community Empowerment
Decide Announce Defend	Public Relations Marketing	Public Information	Consultation	Participation	Co production

Governments and their agencies need to earn trust in order to ensure there is a truly participatory decision making in urban environments. A Sustainable Community Regeneration process must involve this process if it is to be considered sustainable. The theory of sustainable development has as a core requirement of participation as it is only the community who can truly articulate long term goals and visions for their area.[74]

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[73] Institute for Participatory Planning 1981 cited in Sarkissian,W. Cook,A. Walsk,K. 1999:18 *Community Particpation: A Practicle Guide* Published by the Institute for Sustainable Technology Policy, Murdoch University, Perth.

[74] Beder,S. 1993 *The Nature of Sustainable Development* Scribe Publications, Newham.

Community participation and engagement in Sustainable Community Regeneration processes, should be:

"an integrated process between members of the public, individually or in groups, and representatives of the government with the intention of giving the community a voice in decisions that affect them"[75]

The nature of this participation and engagement process needs to be adapted to the particular community and affected persons, it should reflect the particular experience that the community has with planning in the past, and it should take the time necessary to earn the trust of participants. Professionals involved in planning usually find that: "there may be a need to repair past wrongs, rebuild shattered trust or demonstrate their skill, high quality work and honesty."[76]

Community participation and engagement should be seen as the central component to any Sustainable Community Regeneration processes. It should build upon best practice techniques and develop creative ways to divulge real decision-making powers to the community. The persons undertaking the process have a responsibility to provide the necessary information to enable participants to make informed decisions. There are a variety of techniques, which could be used such as citizens juries, consensus conferences and planning workshops. Every possible creative dimension will be needed if Sustainable Community Regeneration is to work, as it is a complex model which will require courage to try innovative solutions, and time to assess their effectiveness.

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[75] Munoro-Clark 1992:17 cited in Sarkissian,W. Cook,A. Walsk,K. 1999 *Community Particpation: A Practicle Guide* Published by the Institute for Sustainable Technology Policy, Murdoch University, Perth.

[76] Sarkissian,W. Cook,A. Walsk,K. 1999:20 *Community Particpation: A Practicle Guide* Published by the Institute for Sustainable Technology Policy, Murdoch University, Perth.

4.0 EXISTING ACTIONS AND POLICIES IN WESTERN AUSTRALIA, WHICH CONTRIBUTE TO MORE SUSTAINBLE URBAN ENVIRONMENTS AND COMMUNITIES.

Although it is probably true that much of the inner regeneration in Perth has occurred without much planning intervention, there is nevertheless some experience in the State. Below is a list of the progress and policy areas which can now be used to focus on Sustainable Community Regeneration. They are the State Government's structures within which this new policy thrust can now occur. There are inevitably many more structures and policy initiatives which will need to be involved. The list below does however provide a good indication of the type and style of initiatives used in Western Australia, which relate to urban developments and hence regeneration. The list does not include Redevelopment Authorities (East Perth, Subiaco, Midland and Armadale). This approach while valid cannot be replicated across all areas of social disadvantage in Perth, hence general programs only are explained.

4.1 The Department of Planning and Infrastructure

The Department of planning and Infrastructure has a variety of initiatives and policies which include elements of, or are intended to work within the framework of sustainability. Some are provided through the formal *Statement of Planning Policy No. 8 State Planning Framework Policy.* This policy is intended to guide future planning decisions, provide an overall vision, bring together and unite existing state and regional policies. They indicate the primary policies and strategies used by the Commission and the Ministry in making decisions.[77] Sustainability elements are included in the *General Principals for Land Use Planning and Development (part A)* of the *Statement of Planning Policy No.8* :

1 " The primary aim of planning is to provide for the fair, orderly, economic and sustainable use and development of land" [78]

2 Five principles guide the primary aim:

" **Environment**: To protect and enhance the key natural and cultural assets of the State and deliver to all Western Australians a high quality of life which is based on environmentally sustainable principles"[79]

"**Community**: To respond to social changes and facilitate the creation of vibrant, safe and self reliant communities"[80]

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[77] WAPC 2000: 3 *Statement of Planning Policy No.8 : State Planning Framework Policy (variation No.1)* Prepared under section 5AA of the Town Planning and Development Act 1928 (as amended) by the WAPC and Issued with approval of the Minister for Planning and His Excellency the Governor.
[78] WAPC 2000: 5 *Statement of Planning Policy No.8 : State Planning Framework Policy (variation No.1)* Prepared under section 5AA of the Town Planning and Development Act 1928 (as amended) by the WAPC and Issued with approval of the Minister for Planning and His Excellency the Governor.
[79] Ibid
[80] Ibid

" **Economy**: To actively assist in the creation of regional wealth, support the development of new industries and encourage economic activity in accordance with sustainable development principles"[81]

"**Infrastructure**: To facilitate strategic development by making provision for efficient and equitable transport and public utilities"[82]

"**Regional Development**: To facilitate the development of regional Western Australia by taking into account special assets and accommodating the individual requirements of each region"[83]

These policy statements have influenced the:
- State Planning Strategy (1997)
- Statements of Planning Policy
- Regional Planning Schemes
- Regional and sub- regional structure plans
- Strategic Planning Policies, such as Liveable Neighbourhoods- Community Design Code
- Operational Policies

Of significant relevance to the State Sustainability Strategy and Sustainable Community Regeneration is Future Perth, which has a potential to increase the sustainability of the broader Perth Region and the Liveable Neighbourhoods- Community Design Code, which has already begun to impact on the sustainability of the Perth Region and other areas of Australia. The issue of the slow rate of uptake of the Liveable Neighbourhoods Design Code by the development industry must be examined and addressed.

4.1 a *Future Perth*

Future Perth is the new strategic plan for the South West urban system currently being undertaking by the Department of Planning and Infrastructure. Planning will occur at three spatial levels, the Perth Bunbury Axis, The Perth Metropolitan Axis and the Perth Central Area. Sustainability is the framework of analysis and discussion, which the DPI has chosen. Several discussion papers have been released for public comment and the development of indictors has been undertaken from which they can in the longer term measure their progress towards sustainability.

The *Future Perth Metropolitan Region Transport Working Paper No.7* outlines some key policy planning failures, which relate to promoting a more sustainable urban environment:
- Self-containment of employment has not been achieved; employment remains dominated by the CBD and inner suburbs.
- The promotion of urban containment of residential development has been reduced by six middle ring local government seeking to "down code" some areas to lower densities.

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[81] WAPC 2000: 6 *Statement of Planning Policy No.8 : State Planning Framework Policy (variation No.1)* Prepared under section 5AA of the Town Planning and Development Act 1928 (as amended) by the WAPC and Issued with approval of the Minister for Planning and His Excellency the Governor.
[82] Ibid
[83] Ibid

- The WAPC Policy DC 1.6 *Planning to Enhance Public Transport Use* aims to promote high-density mixed use developments within railway station precincts. This policy fails to be used and or have an identifiable impact on the ground. Subiaco is the best example of its use, however the presence of the Redevelopment Authority, made this an exception to the normal planning processes. The policy fails to be fully integrated in to Local Government Planning Schemes.
- The approval of office park, food courts and TAFE developments, which are examples of high trip generating activities, have occurred in areas poorly serviced by public transport. [84]

Future Perth will need to address these issues. However as the emphasis in the planning portfolio is on physical planning it has not yet been focusing on the regeneration of middle and outer suburbs as outlined here, through joining up of planning, housing and community development portfolios.

4.1 b *Liveable Neighbourhoods Community Design Code*

The Liveable Neighbourhoods-Community Design Code, produced by the Urban Design and Major Places Unit within the DPI provides a comprehensive set of design codes, which help to:
- create walkable neighbourhoods that reduce automobile dependency;
- encourage facilitate equitable access to goods, services, employment and educational opportunities;
- create SAFE (Safe, Attractive, Friendly, Efficient) street networks where buildings face the streets increasing activity and personal security;
- create neighbourhoods that are supportive of public transport systems;
- create diverse opportunities within local neighbourhoods by allowing mixed use developments to occur in line with community expectations;
- provide a variety of housing types and densities to suit a diverse range of people;[85]

In 2001, *Liveable Neighbourhoods* was awarded a Charter Award by the Congress for New Urbanism (http://www.cnu.org/) for its contribution to regional planning. It has also been adopted by many Local Government Authorities, State Agencies and Redevelopment Authorities as well as being applied by developers in Australia. The Design Code is available as a voluntary alternative to the current statutory planning requirements applicable to new developments on the fringe and large brown field sites. A case study on *Liveable Neighbourhoods* is available online at http://www.sustainability.dpc.wa.gov.au/CaseStudies/LivableHoods/Liveable.htm.[86]
Liveable Neighbourhoods has so far focused on new fringe developments, however all of the above features are desirable for any of the older suburbs and centres that are now seen to require regeneration. The techniques for doing this are not as easy as in a greenfield site but are very worthwhile pursuing.

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[84] Curtis,C 2001 *Future Perth Metropolitan Region Transport Working Paper no. 7* prepared for the WAPC, published by the WAPC

[85] Armstrong, R. & Head, G 2001 *Liveable Neighbourhoods - Guiding New Developments for a more Sustainable Urban Future* published on the Sustainability Policy Unit of the Department of the Premier and Cabinet's website http://www.sustainability.dpc.wa.gov.au

[86] Ibid

4.1 c *Issues and Possibilities*

The DPI has shown a significant willingness to embrace sustainability, as it is seen as an essential component of the State Planning System. Whilst, policy statements support sustainability there has been an inconsistency with Statutory Planning. MM^2 Urban Design has produced a Draft discussion paper titled *101 ways to make Perth a better place: A discussion paper on potential planning and urban infrastructure related actions to make Perth a more liveable and sustainable city*; this document outlines many statutory requirements, regulations and policies which do not support sustainability in the Perth area, some of which include:

- R-codes are based on a maximum density, that is, people do not have to develop to a particular density. This makes it difficult to ensure a more efficient use of land.
- R-code parking provisions, do not take in to consideration the location of the development and in this sense may require an excessive amount of parking in areas where there are viable alternatives. This can in turn reduce the overall sustainability of the area being developed.
- The Metropolitan Retail Centres Policy, focuses primarily on retail uses, it does not recognise the importance of mixed-use centres, or support the greater development of them. [87]

There are many examples, and suggested initiatives provided in this document of which several are worth serious investigation. The core issues in physical planning in relation to Sustainable Community Regeneration appear to be:

1. Whether the new statements of planning policy involving sustainability are likely to lead to reversal of the problems of urban sprawl and car dependence.
2. Whether Sustainable Community Regeneration can become a joint planning, housing and community development exercise.
3. Whether *Liveable Neighbourhoods* principles can be applied to the regeneration of already developed areas.
4. Whether the planning process is able to manage the depth of public participation needed to ensure regeneration can be successful and sustainable.

4.2 Department of Housing and Works

The Department of Housing and Works' Housing Strategy WA and New Living program, incorporate aspects of sustainability within them.

4.2 a *Housing Strategy WA*

The Housing Strategy WA vision is to create: "a responsive housing system in Western Australia, that meets the changing needs, aspirations and choices of all citizens in a sustainable way"[88] It seeks to do so by working within the current housing system (demand, supply, intervention and efficiency) and identifying the quality and nature of future housing requirements and identifying emerging challenges to the current housing system. This will allow a greater understanding and appreciation of WA's housing

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[87] MM^2 urban design 2002 draft document *101 ways to make Perth a better place: A discussion paper on potential planning and urban infrastructure related actions to make Perth a more liveable and sustainable city,* produced by MM^2 urban design

[88] Office of Policy and Planning 2001 *Housing Strategy WA: Conceptual Framework and Methodology*, published by the Department of Housing and Works

context. From this base the Strategy will discuss policy options and possible scenarios. The overall aim of the Strategy is to deliver: "affordable, accessible and sustainable housing in Western Australia irrespective of tenure or location"[89]

The Strategy is currently identifying trend and issues, these include: affordability, access equity, sustainability, tenure and location. Sustainability is considered as a separate issue and in isolation from issues of location and tenure.

4.2 b *New Living Program*

The New Living program is an initiative of Homes West, which seeks to achieve a 'better social mix' in suburbs that have a high public housing component. Homeswest now supports the policy that 1 in 12 homes should be the maximum public housing to private housing ratio.[90] New Living, through industry partnerships, refurbish, revitalise and increase the density of suburbs with a higher than 1 in 12 proportion of public housing. This involves removing public housing tenants outside of the renewal area, refurbishing and redeveloping the public housing stock and marketing to the home ownership market the renewed stock. [91]. The new Living program can provide long needed investment in areas to help kick start a revitalisation process; some of these areas have a significant degree of locational advantage.

4.2 c *Issues and Possibilities*

The Housing Strategy WA background paper *Housing Sector* outlined that the "steady supply of appropriately serviced land (both physical and community infrastructure) is fundamental to the production of affordable housing in Western Australia." [92] Housing policy for decades has been focussed on affordability and not considered location in this. Indeed state housing in Western Australia has fed urban sprawl[93]. There is a desperate need now, if sustainable community regeneration is to work, for it to involve a component of social and affordable housing. Housing with state involvement can demonstrate innovation in construction (environmental factors included) and innovation in location (regeneration of areas where infrastructure is under-utilised, especially railway stations).

The potential of the New Living program to exacerbate social exclusion for public housing residents, who are required to move, needs to be recognised. Tenants that are required to move to locations with less accessibility is not a sustainable solution for public housing tenants. A Sustainable Community Regeneration program may help to provide a solution to all these problems if housing agencies were fully involved.

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[89] Office of Policy and Planning 2001:5 *Housing Strategy WA: Conceptual Framework and Methodology*, published by the Department of Housing and Works

[90] AHURI forthcoming *Locational Advantage and Disadvantage in Public Housing, Rental Assistance, and Housing Loan Assistance in Perth*.prepared by Greive,S. Thorpe,A Newman,P.

[91] Randolph,B 2000 *Renewing disadvantaged areas: Issues and polices.* Presented to the Creative Approaches to Urban Renewal Conference, Shelter WA, Perth

[92] Office of Policy and Planning 2000: *Housing Strategy WA: Background Paper Housing Sector*, published by the Department of Housing and Works

[93] Thorpe,A 2000 *More Than A Roof Over Their Heads: State Housing and Urban Form in Perth* Honours Thesis, Institute of Sustainability and Technology Policy, Murdoch University

4.3 The Department for Community Development

The Department for Community Development submitted this section for inclusion within this paper. It outlines the new agency's directions relevant to Sustainable Community Regeneration.

The Department for Community Development (DCD) is interested in participating in the development of the social dimension of a sustainable community regeneration strategy with State and local government, the community sector and community members.

The business objectives of the new department include:
- Strengthened local communities where people are re-engaged in the business of government and connected to a shared vision for the State;
- Enhanced capacity of individuals, families, communities and service providers, including providers outside government; and
- Improved coordination of whole-of-government and inter-sectoral policy, planning development and review.

These objectives are echoed both in the Machinery of Government Taskforce Report (2001) and the Department's new corporate strategy. The Department's strategy also emphasises:
- the role of community development processes
- working in partnership with key stakeholders
- valuing relationships with non government services, and
- coordinated social policy development through an alliance between portfolio offices representing women, children and young people, and seniors.

The portfolio offices have a specialist capability to link with their respective constituencies, to ensure community engagement processes are as inclusive as possible.

The Acting Director General of the Department for Community Development currently chairs the Early Years Taskforce, initially comprising Directors General of the Department's for Community Development, Health, Education, Local Government & Regional Development and Housing & Works. This Taskforce is charged with achieving across government, inter-sectoral collaboration and community engagement in the planning and delivery of services for families with young children (0-8 years of age). The Taskforce is currently investigating geographical areas which may be suitable as the starting point for such an approach as well as ways in which the agencies can work together more effectively around social policy issues.

There is obvious synergy between the Department for Community Development's goals and the social goals of the proposed Sustainable Community Regeneration strategy with its across government, inter-sectoral and community engagement approaches. The Department is interested to explore ways in which the social dimension of development can be effectively integrated with physical, environmental and economic dimensions.

The Department for Community Development is exploring opportunities for sustainable community regeneration activities in Gosnells and Mandurah, working collaboratively with agencies at the local level and, in doing so, collaborating across the portfolio offices within the Department which focus on policy relating to women, seniors, volunteers, children and young people.

4.4 The Disability Services Commission- Disability Service Plan

The Disabilities Service Commission through the Disability Services Act (1993) requires State Government agencies and Local Government to develop and implement a Disability Service Plan that demonstrates how they are making their services and facilities accessible to people with disabilities. Public authorities are required to report annually on the implementation of their plan. Improvements in accessibility have been achieved not only benefiting people with disabilities but also the broader community.

People with disabilities in Western Australia consistently report that they do not have the same opportunities as others within the community to access and use the services that most community members take for granted.[94]

Ability to access services and other opportunities not only benefits people with disabilities, their families and carers but also the whole community and is a fundamental component of a sustainable community.

The following five key outcomes have been identified for public authorities to address in their Disability Service Plans.
- existing services are adapted to ensure they meet the needs of people with disabilities;
- access to buildings and facilities is improved;
- information about services is provided in formats which meet the communication requirements of people with disabilities;
- advice and services are delivered by staff who are aware of and understand the needs of people with disabilities; and
- opportunities are provided for people with disabilities to participate in public consultations, grievance mechanisms and decision-making processes.

These outcomes provide an achievable, consistent focus for identifying access issues and solutions in relation to the provision of accessible information, services and facilities throughout Western Australia.

The Commission has established various partnerships with State Government agencies, Local Governments, the private sector and the disability field to facilitate the Disability Service Plan strategy.

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[94] Disability Services Commission, 1998. *Disability Service Plans: Creating Accessible Communities First Progress Report* Produced by the Disability Services Commission

4.5 The City of Gosnells

The City of Gosnells, has undertaken a variety of actions to ensure greater sustainability in the area. From a sustainable community regeneration perspective, the Gosnells Town Centre Revitalisation http://www.gosnells.wa.gov.au/revitalisation.shtml, the proposed Kenwick and Maddington Sustainable Community Regeneration and the Safe City Initiative http://www.gosnells.wa.gov.au/safecity.shtml have demonstrated the importance of urban design in creating, safe, attractive and accessible urban environments.

There has been strong financial commitment for both the Gosnells Town Centre revitalisation and the Kenwick Maddington revitalisation.

The Gosnells Town Centre revitalisation has attracted $28 million in funding. $5 million from Main Roads WA, $6million for the WA Government Rail, $3.38 million from the Lotteries Commission, $53 8000 from the Department of Training and Employment,$44 000 from the Natural Heritage Trust and the remainder from the City of Gosnells. The Local council has also committed just over $2 million towards the Kenwick and Maddington revitalisations over the next four years. This kind of commitment to revitalisation of middle and outer suburbs is still rare in Perth.

The City of Gosnells' *Local Planning Strategy* and the *Maddington and Kenwick Sustainable Community Regeneration Project* are based on achieving sustainable urban environments and communities within the municipality.

4.5 a *Local Planning Strategy*

The City of Gosnells is preparing a Local Planning Strategy (LPS) to provide strategic direction for future growth that will occur within the City and the implications of this growth on physical and economic development and social and environmental capital.

The LPS is made up of a number of components including a Local Housing Strategy, a Local Commercial Strategy, an Economic Development Strategy, an Environmental Management Plan, a Municipal Heritage Inventory and a Foothills Rural Strategy.

The Municipal Heritage Inventory and the Environmental Management Plan have been prepared and adopted. The Foothills Rural Strategy has recently been advertised for public comment and submissions are currently being examined. The Local Commercial Strategy is in its final stages and is awaiting consideration by the WAPC. The Economic Development Strategy will be prepared in the 02/03 financial year.

The first phase of the Local Housing Strategy is being advertised for comment at present (until May 6 2002). This phase includes the consideration of 4 precincts being Maddington (central), Kenwick, Beckenham (central) and Gosnells (north) and suggests increased residential densities in areas that have good access to services and facilities The areas suggested for increased densities are those areas located within 400m of public transport, particularly train stations, local community facilities and shops and local parks.

The remaining 12 precincts will be dealt with in 3 future phases (ie four in each phase) and initial community consultation on the areas suggested for higher densities will be completed by the end of 2002.

The Local Planning Strategy is being progressed in components to enable it to be a 'living document' that is continually reviewed and updated. This will ensure that it remains relevant and that its components are contributing to the achievement of more sustainable urban environments and communities within the City.

4.5 b *Maddington Kenwick Sustainable Community Regeneration Project*

In 1997 The City conducted extensive community consultation to identify what the community considered to be its most important issues. The four highest rating priorities were safety, the environment, the upgrading of the Gosnells Town Centre and the upgrading of Maddington Kenwick. In response to this the City has established its SafeCity initiative, developed its Environmental Management Plan and established the Town Centre Revitalisation Project, all of which have achieved demonstrated success and encompass sustainability as a fundamental principle. The Maddington Kenwick Sustainable Community Regeneration Project is the next priority to be addressed by the City. The City has committed $2m specifically to this project over the next 4 years, and subject to Council adoption of this, will proceed with further development and implementation of this project. This $2m is in addition to other expenditure programmed for this area over the next 4 years which amounts to $7.4m.

The project will focus on achieving sustainability in Maddington and Kenwick by adopting a holistic approach to the regeneration of the area. The approach will contribute to the achievement of a sustainable community by uniting social, economic and environmental initiatives in a defined geographic area thereby achieving integrated outcomes with added value that can be both monitored and measured. [95]

4.5 c *Issues and Possibilities*

The City of Gosnells have found that there are several statutory requirements in planning and other agencies that prevent them from being able to undertake works both within the redevelopment areas and on land earmarked for new developments in the council's jurisdiction. This can affect the overall sustainability of the development.

If the City of Gosnells' revitalisation of the town centre is highly successful, it will lead to increased investment and a rise in property prices. Although areas within the City

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[95] Kenwick and Maddington's population is dominated by families with children, 66% of the population left school at 16 years or younger, a median household income of $500-699 per week, an individual median income of $200-$299 per week in Maddington and $300-399 in Kenwick and property values that are either static or in decline. These are all indicative of socio-economic disadvantage signifying the importance of the SCR project.
Gosnells, City of, 2002 The information in section 4.3 a and b was provided by the City of Gosnells.

of Gosnells have in the past experienced negative growth in real estate values, if revitalisation begins then the displacement of persons may result. Affordable housing and community development aspects of Sustainable Community Regeneration need to be included in the physical planning approaches of Gosnells as in all other attempts of regeneration.

4.6 WACOSS Sustainable Communities and Housing Indicators Project

The Western Australian Council on Social Services is currently undertaking a research project which will develop a model of social sustainability. It aims through consultation to develop indicators for sustainable communities and develop housing related indicators for sustainable communities.

This project has the potential to provide a range of effective indicators to measure the sustainability of Perth's communities. The non-government nature of WACOSS enables the project to stretch the possibilities and ask 'harder' questions than otherwise is achievable within government. The organization's knowledge of social service provision and the nature of disadvantage, places them in an ideal position to ensure that the social aspects of sustainability are central to indicator modelling. These indicators may become an invaluable resource which can inform Sustainable Community Regeneration.

4.7 Other Actions and Initiatives: Issues and Possibilities

Across Australia there have been a variety of strategies and initiatives which have sought to increase the viability of a particular area through physical / urban design improvements via revitalisation initiatives, a national example is the then Building Better Cities Program which played a significant role in the East Perth and Subiaco redevelopments. In Queensland and New South Wales 'place management' has also been undertaken with the aim of facilitating 'whole of government' approaches to service delivery and administration in disadvantaged areas[96].

Randolph, B has described renewal projects in Australia as fitting within one of the following typologies:

- "Wholesale (or substantial) asset disposal (including demolition and redevelopment) to reduce concentrations- mainly termed urban renewal projects.
- Partial asset disposal (or 'stock trading') to achieve greater social 'mix'
- Asset (or physical) improvement strategies to aid marketing and increase asset values.
- Management-based strategies (e.g. 'intensive tenancy management' community housing management) to reduce costs of management.
- Whole of government approaches (e.g 'place management, focus on service delivery)
- Community development (or social) strategies- building community cohesion, social capital, employment and skills training, early intervention strategies etc." [97]

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[96] Randolph,B 2000 *Renewing disadvantaged areas: Issues and polices.* Presented to the Creative Approaches to Urban Renewal Conference, Shelter WA, Perth
[97] Randolph,B 2000 *Renewing disadvantaged areas: Issues and polices.* Presented to the Creative Approaches to Urban Renewal Conference, Shelter WA, Perth

Randolph's analysis is primarily focused on disadvantaged areas. In relation to sustainability there are other initiatives such as the Department of Planning and Infrastructure's Travel Smart and local councils, which undertake bike plans and or improve pedestrian infrastructure, which are also methods of increasing the sustainability of an area. What is clear from Randolph's typology, and from existing action in Western Australia is that physical/ assets improvements, whether with the aim of achieving a better 'social mix' or the physical redevelopment of an area, are not often undertaken simultaneously with soft infrastructure improvements ie: social service delivery and community development.

The Social Exclusion Unit in the United Kingdom has attempted to provide a more integrated approach in their Neighbourhood Renewal Program. This program has included: work and enterprise, crime, education and skills, health and housing and the physical environment initiatives which have focused on joining up locally and empowering communities coupled with regional and national support.[98] Future projects in Perth, which aim to work towards more Sustainable Communities, should investigate the successes and limitations of this program.

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[98] Social Exclusion Unit 2001 *A New Commitment to Neighbourhood Renewal: National Strategy Plan* Published by the Crown

5.0 POLICY RECOMMENDATIONS

5.1 Sustainable Community Regeneration Recommendations

1. It is recommended that a trial Sustainable Community Regeneration program focusing on rail way stations and centres should be initiated within one year. Funding, trial composition and location should be investigated once support is obtained from all relevant agencies. The trial must be conducted in an area whose elements are broadly representative of other such areas to ensure that the results of the trial are relevant to a greater number of urban areas. Sustainable Community Regeneration is the combination of community development, housing and urban renewal techniques, which promote sustainable communities. The trial would consist of the following aspects:

- Build upon best practice, to facilitate innovative community participation and engagement both at a local, regional and metropolitan wide level and involve key community and industry organisations. An essential component of this, before there are any major changes to an area, is for the community to develop a vision for their area so that change is within the boundaries of their vision.

- Identify existing community strengths (existing social networks and community assets) and build upon them through capacity building and community engagement in the regeneration process.

- Increase residential densities, in and around centres and railway stations, through a fine grained analysis of where density increases should occur.

- Apply the core principals of the *Liveable Neighbourhoods* design approach for the physical renewal of older areas.

- Use affordable housing creatively to ensure it is well located and is able to provide a boost to development in the area. The role of public housing in these circumstances may be expanded to include more than the most needy, through Key Start, homebuyer grants and other housing initiatives. The private rental market is increasingly becoming important for persons on low income.[99] This needs to be recognised and methods need to be developed to ensure that private renters' housing needs are also met and improved through Sustainable Community Regeneration.

- Minimise the environmental impacts of urban settlement by - promoting public transport use, walking and cycling, - creating innovative design techniques to maximise the efficient use and reuse of water and to minimise water pollution and- promoting sustainable housing construction.

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[99] Shelter WA 1999 *Housing for a Sustainable Community: The State of Housing in Western Australia* A discussion paper prepared for the WACSOSS Poverty Commission

- Promote a broad range of economic activities in the area to improve local employment opportunities and outcomes. This may include:
    o Financial assistance/ incentives for new businesses.
    o Ensuring greater connectivity to regional resources and to the CBD, especially information technology connections.
    o Increasing the population base within the walkable catchment of town centres.
    o Targeting local unemployed persons for work on any capital works and other regeneration processes requiring addition labour in the locality.

- Develop a long term housing accessibility and diversity program to ensure that the local housing stock provides for a diverse range of income groups physical abilities, cultural requirements and which provides for people throughout their life. Promoting a diverse range of tenures is essential to this, including co-operative housing.

- Promote and facilitate synergies between existing social service delivery (health, education, community development) and urban renewal activities and identify barriers in achieving greater synergies. Initiate programs and or physical infrastructure improvements to enable collaborative models of social service provision and more appropriately located local services in Sustainable Community Regeneration Centres.
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- Identify structural and statutory impediments to Sustainable Community Regeneration, in particular how the principles of *Liveable Neighbourhoods* could be applied simply and without long delays.

- A report at the completion of the trial will identify:
    o Changes to statutory requirements that impede Sustainable Community Regeneration. The trial should seek to overcome these and other barriers during the project, rather than work within these constraints and produce a less than optimum outcome. Commitment must be sought and obtained from participating agencies to this end.
    o Preferred funding arrangements to enable Sustainable Community Regeneration.
    o A selection process for Sustainable Community Regeneration for areas to gain access to funding and agency support for the process. Integral to this should be a high value placed on a demonstrated record of working in partnerships.
    o Best practice for Sustainable Community Regeneration
    o Achieved outcomes and expected mid to long-term outcomes.

Following the trial:

2. Appropriate funding could be made available to Local Governments undertaking Sustainable Community Regeneration projects for small physical infrastructure improvements. This could be sought jointly from the Federal Government.

3. An ongoing Sustainable Community Regeneration program should be initiated reflecting the outcomes of the trial.

5.2 Metropolitan Wide Policy Recommendations: which would contribute to more sustainable communities in all areas.

1. The initiation of a project to develop a Liveable Neighbourhoods Urban Renewal Design Code (URDC) based upon the core principles of the *Liveable Neighbourhoods Community Design Code* (LNCDC), by the Urban Design and Major Places department of the Department of Planning and Infrastructure. This would be a valuable contribution to developing mechanisms for the physical component of Sustainable Community Regeneration. The trial Sustainable Community Regeneration process should inform this process. The future URDC should include (and the LNCDC should be expanded to incorporate) more comprehensive environmental standards for the design of areas and construction of buildings. The aims of this process would be:

- To build upon best practice, to create innovative techniques and design guidelines for urban renewal and urban consolidation. If a local council or developer were to adopt the new code to undertake urban renewal and or urban consolidation, the code should supersede any relevant statutory planning requirements.
- To build upon best practice, to create innovative techniques and design guidelines for the development of new town centres and for the renewal of existing town centres using the *Liveable Neighbourhoods Community Design Code* and the Liveable Neighbourhoods Urban Renewal Design Code. The town centre, component of the code should have a trial period of one year, and then become mandatory for new developments. The *Statement of Planning Policy No. 9- Metropolitan Centres Policy, Statement for the Perth Metropolitan Region 2000* is to be amended to reflect the outcomes of this process.
- To build upon the Housing Industry Association's Green Smart program to provide more comprehensive environmental building and design guidelines.

2. The *Liveable Neighbourhoods Community Design Code* should become the preferred urban structuring tool for regional planning, and in this context should become an integral part of the development of Future Perth. This would contribute to a reduction of areas in the long term that may suffer from prolonged physical form related disadvantages.

7. The Housing Strategy WA should, develop mechanisms to achieve housing affordability within the context of urban consolidation. It needs to have a focus on providing affordable housing within both existing areas of locational advantage and within sustainable Community Regeneration areas. The contribution surplus government land may make to this aim should be examined. Whilst Sustainable Community Regeneration focuses on areas of disadvantage, there is also a need to

facilitate greater diversity in areas of advantage and in greenfield developments to achieve a greater balance across the Metropolitan area.

8. The development of indicators to measure progress towards sustainable communities is recommended. The WACSOSS Housing and Sustainable Communities Indicators Project should inform this process, it is suggested that funding be made available on an ongoing basis to a non-government agency to provide non partisan indicators on the state of sustainable communities within Western Australia.

9. Collaborative models of local service provision to enable community development needs to be a part of Sustainable Community Regeneration trial but also needs to be extended more generally. Experience from this process will be invaluable to the development of Sustainable Community Regeneration from a community development perspective.

10. In addition to the above recommendations there are numerous strategies for change, which could be recommended within this report, including specific recommendations to change particular statutory planning requirements. MM^2 Urban Design 2002 draft document *101 ways to make Perth a better place: A discussion paper on potential planning and urban infrastructure related actions to make Perth a more liveable and sustainable city,* provides a comprehensive list of amendments to the statutory requirements, preventing more sustainable urban environments. These should be investigated. This would contribute to a reduction of areas in the long term that may suffer from prolonged physical form related disadvantages.

6.0 TABLES

Table 1: Comparisons, in the new urbanist framework, between the Traditional pre war suburb and the Conventional post 1960's suburb.

Table 2: Characteristics of Socially Sustainable Communities
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Table 3: Continuum of Community Consultation
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7.0 FIGURES

Figure 1: Perth Metropolitan Area
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Figure 2: Peoples with a university qualification
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Figure 3: Persons with no qualification
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Figure 4: Relative Index of Socio- Economic Disadvantage
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Figure 5: Milk Map Inner Suburbs of Perth
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Figure 6: Milk Map Outer Northern Suburbs
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