



ESSENTIAL ECONOMICS

City of Swan

Local Commercial and Activity Centres Strategy

(Adopted as a Local Planning Policy under Schedule 2 - Deemed Provisions of
Planning and Development (Local Planning Schemes) Regulations 2015)

Prepared for

City of Swan

by

Essential Economics Pty Ltd

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EXECUTIVE SUMMARY

The City of Swan has commissioned Essential Economics Pty Ltd to prepare the ***City of Swan Local Commercial and Activity Centres Strategy 2016*** (the Strategy).

Over the past decade, many changes have occurred in how activity centres are used by consumers and businesses. Changes in technology, demographics and consumer behaviour have all influenced how people shop and spend their time and money. These shifts are affecting how activity centres, including those in the City of Swan, are developing and evolving.

This Strategy ensures that activity centres policy:

- Complies with the up-to-date strategic land use policy context which applies to Perth and City of Swan
- Reflects the latest trends and challenges for activity centre planning and development
- Is based on up-to-date economic analysis which reflects current expectations of planning and development, and
- Provides a robust framework for the application of activity centres policy in the City of Swan that reflects the goals and aspirations of Council.

The directions in this Strategy are supported by analysis and research that is presented in the following accompanying volumes:

- *City of Swan Local Commercial and Activity Centres Strategy – Best Practise Review of Key Issues*
- *City of Swan Local Commercial and Activity Centres Strategy – Background Report*

Key aspects of the Strategy are described below.

1 Vision for City of Swan Activity Centres

The Vision for future planning and development in the City of Swan's activity centres is as follows:

***“City of Swan activity centres are acknowledged for how they accommodate a mix of uses including retail, business, entertainment, community, health, education and housing. The high-quality design and vibrancy of activity at centres across the City is a source of pride for residents and a focus of investment for businesses.*”**

Planning for activity centres in the City of Swan acknowledges the valuable contribution centres make to the local economy and the City's communities, and the need to adapt to the ever-evolving trends which influence the development of centres.”

2 City of Swan Activity Centre Hierarchy

The use of an activity centre hierarchy is an effective means of providing high-level guidance in terms of the location, scale and nature of investment and land uses intended for activity centres. Policy must reflect the very different role and function of various centres within the hierarchy, and create a coherent network of activity centres which meets the various needs of the community at the locations where these needs can, and should, be met. Planning the provision of transport infrastructure and other aspects of urban development will be influenced by activity centres.

The hierarchy of centres for the City of Swan contains the following typologies:

- **Strategic Metropolitan Centre (SMC)**: The Midland SMC is the only SMC in the City of Swan and provided the higher order retail and other facilities and services to the north-east region of Perth. Midland SMC will be a focus for future development.
- **Secondary Centres**: Ellenbrook is a development secondary centre that will serve the higher order needs of the developing urban growth corridor.
- **District Centres**: Three future District Centre at Brabham, The Broadway (Ellenbrook) and Bullsbrook. These centres will firstly be developed as neighbourhood centre before expanding to serve a secondary centre role.
- **Neighbourhood Centres**: A total of 21 existing and future neighbourhood centre that primary provided day-to-day and weekly shopping and other services.
- **Local Centres**: A total of 19 local centre are located throughout the City of Swan; these centres provide a variety of day-to-day convenience services.
- **Mixed Business Areas**: Malaga is currently the only major Mixed Business Area in the City of Swan; however, potential may exist for a new Mixed Business Area in Bullsbrook in the future.

3 Core Principles for City of Swan Activity Centre Policy

The five core principles for activity centre policy in the City of Swan are:

Principle 1: Support a viable activity centres hierarchy

The activity centres hierarchy will guide future planning and development of centres, including ensuring centres are appropriately located having regard for their individual role within the hierarchy.

Principle 2: Encourage a genuine mix of uses in centres

Activity centres will be planned and designed in a manner that encourages a genuine mix of land uses, reduces the need to travel and which creates vibrant focal points for the community.

Principle 3: Drive local economic development opportunities

Activity centres will drive economic development and prosperity through the attraction of investment that delivers local employment opportunities, serves the needs of local communities and attracts spending from beyond the City of Swan.

Principle 4: Support new opportunities which complement the centre hierarchy and provide positive outcomes for the community

Where the activity centre hierarchy is not undermined, Council will support projects that respond to future changes in retail and commercial markets and which create positive outcomes from an economic, community, social and environmental perspective.

Principle 5: Support Midland as the Strategic Metropolitan Centre serving the region

Council will reinforce the role of Midland Strategic Metropolitan Centre as the higher-order centre serving the municipality. Policy will also reflect the importance of maximising Midland SMC's future opportunities in order to drive positive economic and social outcomes for the community.

The Strategy provides a detailed list of actions that support the above principle for activity centre policy, in addition to specific actions for each centre.

INTRODUCTION

The City of Swan has commissioned Essential Economics Pty Ltd to prepare the ***City of Swan Local Commercial and Activity Centres Strategy 2016*** (the Strategy).

The City of Swan's previous Commercial Centres Strategy was adopted in June 2004. Since this time the state planning context with respect to urban growth principles, regulation and promotion of commercial and activity centres has changed significantly.

State Planning Policy No. 4.2 – Activity Centres for Perth and Peel, along with *Directions 2031 and Beyond* and associated Sub-regional Strategies now form the basis for a planning framework for activity centres. These policies provide the guidance for the planning and development of new activity centres and the redevelopment and renewal of existing centres in Perth and Peel.

Over the past decade many changes have also occurred in how activity centres are used by consumers and businesses. Changes in technology, demographics and consumer behaviour have all influenced how people shop and spend time in centres. This in turn has affected how activity centres are developing and evolving.

Since the adoption of the previous Commercial Centres Strategy (2004), significant growth and change has occurred in the City of Swan. This includes higher rates of population growth than initially envisaged, and the development of new activity centres in urban growth areas.

For these reasons, it is now appropriate to prepare the new Local Commercial Activity Centres Strategy, that:

- Ensures that activity centres policy complies with the up-to-date strategic land use policy context which applies to Perth and City of Swan
- Reflects the latest trends and challenges for activity centre planning and development
- Is based on up-to-date economic analysis which reflects current expectations of planning and development
- Provides a robust framework for the application of activity centres policy in the City of Swan that reflects the goals and aspirations of Council.

This report presents the ***City of Swan Local Commercial and Activity Centres Strategy 2016***, describing a Vision for the future development of commercial and activity centres, providing a set of core principles which will guide planning for centres, and providing a detailed action plan to achieve these principles and vision.

Analysis that has been undertaken to inform the preparation of the Strategy is presented in the accompanying volumes:

- ***City of Swan Local Commercial and Activity Centres Strategy – Best Practise Review of Key Issues***
- ***City of Swan Local Commercial and Activity Centres Strategy – Background Report***

This Strategy includes the following content:

- 1 An overview of the **Regional and Activity Centre Context** in the City of Swan
- 2 An overview of the **Outlook for Centres** in the City of Swan
- 3 A summary of the **Key Considerations for the Strategy** derived from the analysis undertaken through the course of preparing the Strategy (and with detail provided in the Best Practise Review and Background Reports)
- 4 A **Vision Statement** which provides overall guidance for the future development of commercial and activity centres in the City of Swan
- 5 A description of the **City of Swan Commercial and Activity Centres Hierarchy**, including the preferred roles of each centre type
- 6 A set of **Core Principles for Activity Centres Policy** designed to support the Vision and provide additional guidance
- 7 A detailed **Activity Centre Policy Framework and Action Plans** designed to provide guidance and support decision-making regarding centres in the City of Swan
- 8 The **Midland Strategic Metropolitan Centre Action Plan** which provides a set of actions that will support Midland as the major regional centre in the City of Swan and builds upon previous strategic work
- 9 A set of **Centre-Specific Directions and Actions** which provide guidance to the future development and roles of specific centres
- 10 A **Planning and Development Assessment Criteria** against which activity centre and retail development applications are to be assessed
- 11 A **Monitoring and Review** process.

The Strategy should be read in conjunction with other strategies and policies adopted by the City of Swan and the Western Australian Planning Commission, including the following:

State Government Policies

- State Planning Policy No. 4.2 – Activity Centres for Perth and Peel, Department of Planning
- Directions 2031 and Beyond
- State Planning Policy 3: Urban Growth and Settlement
- Draft Swan Valley Development Plan (currently under review)
- Draft North-East Sub-regional Planning Framework

Local Government Policies

- City of Swan Retail Needs Assessment (2010)
- Urban Housing Strategy (2012)
- Midland Activity Centre Masterplan (2013) and the Midland Masterplan prepared by the Metropolitan Redevelopment Authority (2015)
- City of Swan Tourism Development Strategy, 2015-2020
- Bullsbrook Townsite Land Use Masterplan (2014)
- Albion District Structure Plan (2010)
- Midland Oval Redevelopment Masterplan (2015)

1 REGIONAL AND ACTIVITY CENTRE CONTEXT

City of Swan

The City of Swan is located on the north-eastern edge of the metropolitan Perth region. The nature of urban development in the City is highly diverse and consists of a mix of established urban development, newly-developing suburbs, and a rural periphery to the north and east.

An important consideration for land use and centres policy in the City of Swan is the presence of the Swan Valley, an area of natural and cultural heritage values of State-wide significance. Development in this area is influenced by specific controls and policies implemented by the West Australian Government.

The presence of the Swan River also means that the urban form in the City of Swan is relatively dispersed. For example, suburbs north-west of the river such as Ballajura and Beechboro are only accessible to areas in the City of Swan located east of the Swan River such as Midland and Swan View via major road routes with bridge crossings.

The regional context for the City of Swan is shown in Figure 1.

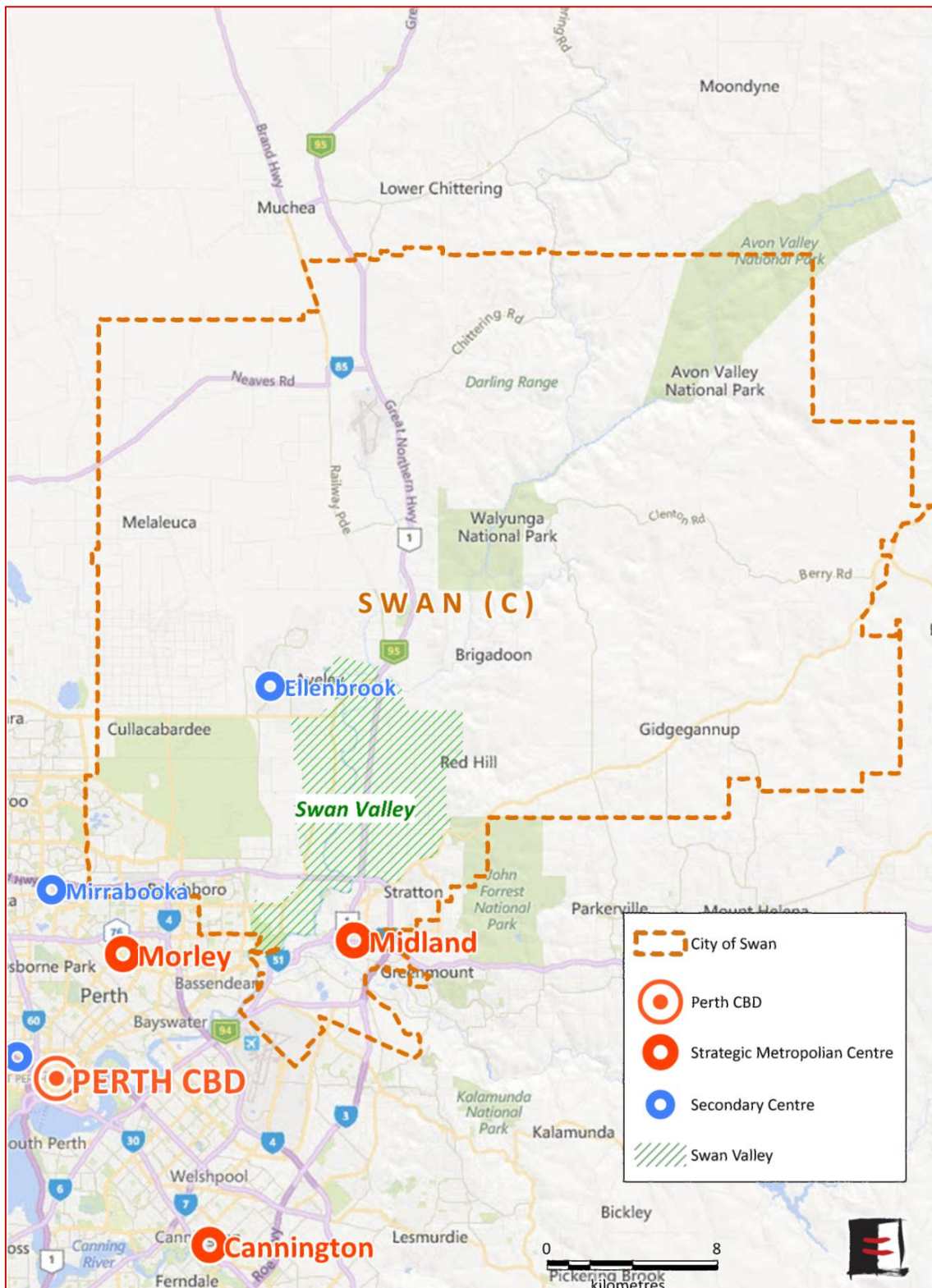
Activity Centres

The City contains an extensive hierarchy of existing and proposed activity centres. These range in size from the Midland Strategic Metropolitan Centre (SMC), which serves a higher-order role for residents and those living beyond the municipality, to smaller neighbourhood centres serving more localised catchments, and individual shops providing daily convenience items.

Some retail and commercial activities are located outside of formal activity centres, including in employment or mixed-business areas. An example is Malaga, a significant employment precinct in the metropolitan Perth context which contains an increasing provision of homemaker retail and other commercial uses which are also often found in an activity centre setting.

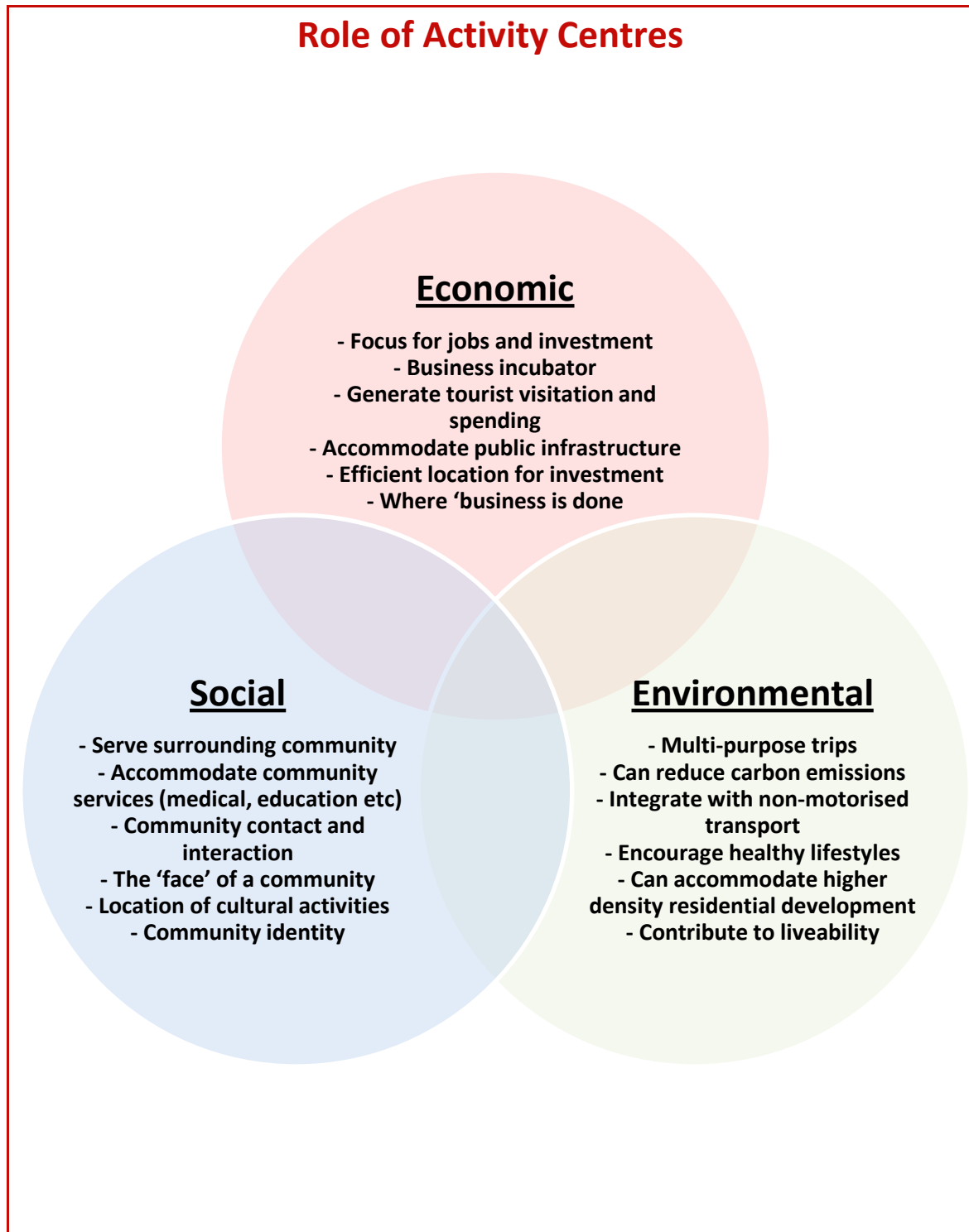
Due to its location on the urban edge, activity centres in Swan have a role in providing shopping, business, entertainment, administrative and community services to a wider region that extends outside the metropolitan area. This regional role is most significant for Midland SMC.

On the other hand, Swan's proximity to other major activity centres elsewhere in Perth means that residents within the municipality frequent other centres such as Morley, Cannington and the Perth CBD. Moreover, people in the rural fringe may choose to bypass Midland in order to visit these other centres.

Figure 1: City of Swan Regional Context

Produced by Essential Economics using MapInfo

The need for a City of Swan Local and Commercial Activity Centres Strategy is highlighted by the important role centres perform in supporting broader policy objective relating to the delivery of economic, social and environmental benefits for the City of Swan and its communities, as highlighted in the diagram below.



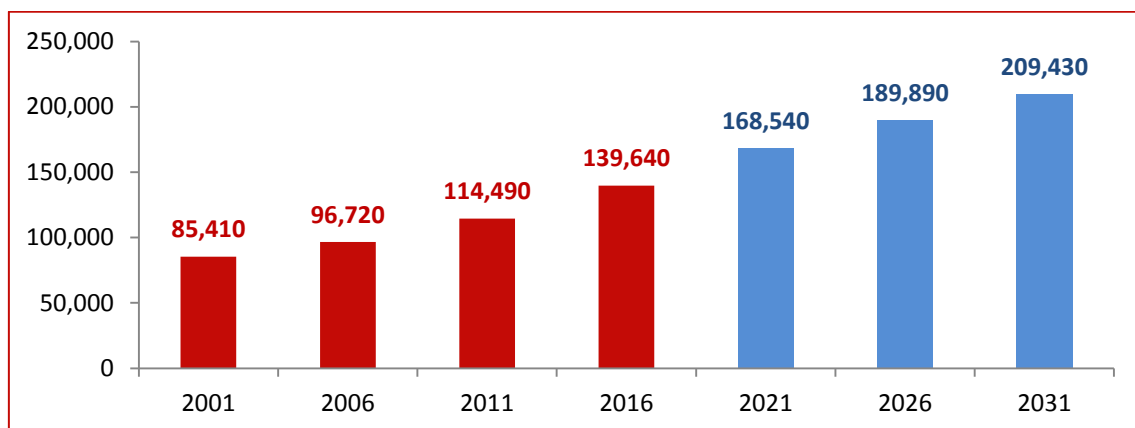
2 OUTLOOK FOR CENTRES IN THE CITY OF SWAN

The City of Swan is situated on the urban fringes of metropolitan Perth and comprises established urban areas, as well as an urban growth corridor that is expected to accommodate significant residential development and population growth in the future. These existing and future residents and their associated spending will contribute to the sustainability of existing and future centres.

In addition, workers and visitors to the City of Swan will also contribute to the vibrancy and activity levels within centres. In this regard, the City of Swan contains major existing employment hubs in Malaga and Midland, as well as significant employment land planned for Bullsbrook. The Swan Valley is also a major visitor drawcard for the City of Swan and metropolitan Perth.

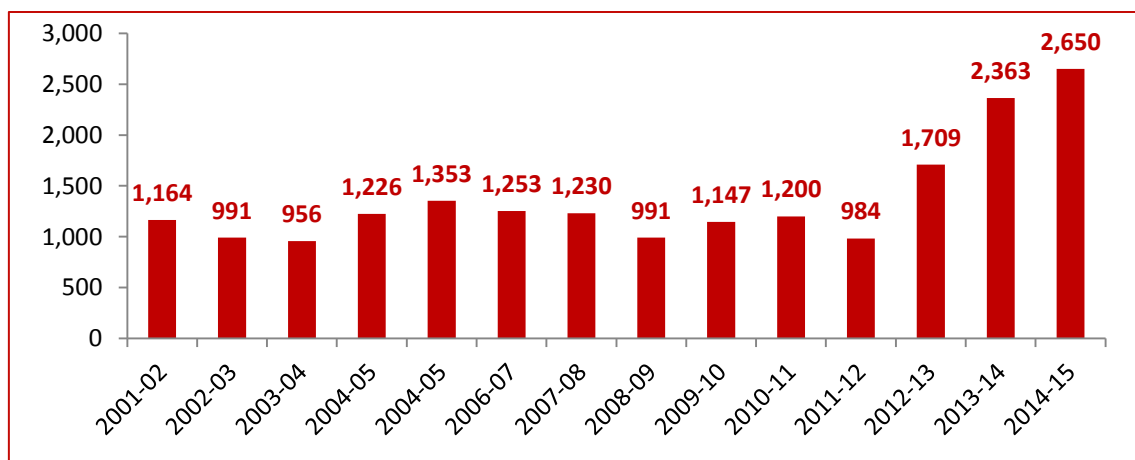
An overview of selected statistics relating to the above is provided on the following page.

Strong Forecast Population Growth: City of Swan Population Trends and Forecasts, 2001-31

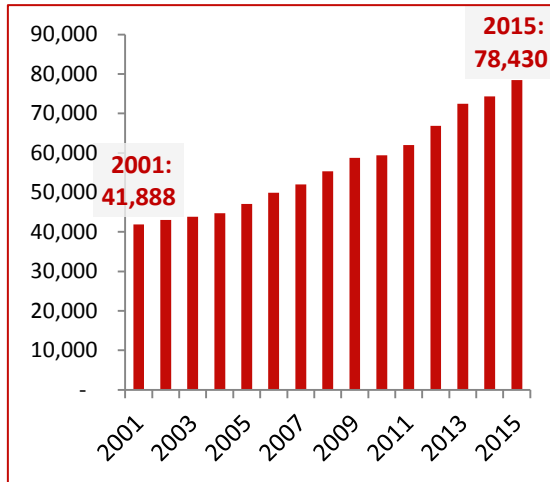


Source: ABS Regional Population Growth, Cat.3218.0; Forecast id, City of Swan; Essential Economics

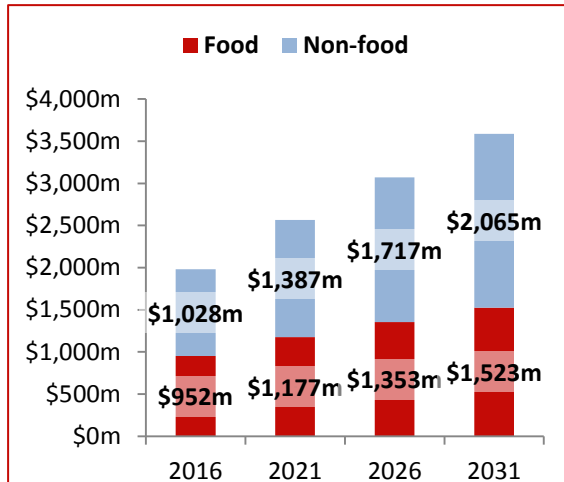
'Retail follows Rooftops': City of Swan New Residential Dwelling Approvals



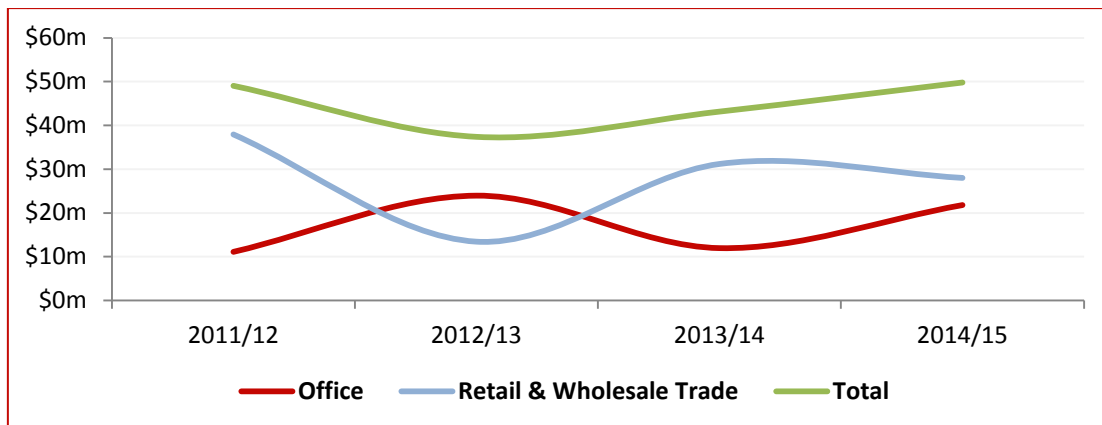
Source: ABS, Building Approvals, Australia (3731.0)

Job Growth: City of Swan Employment, 2001 to 2015

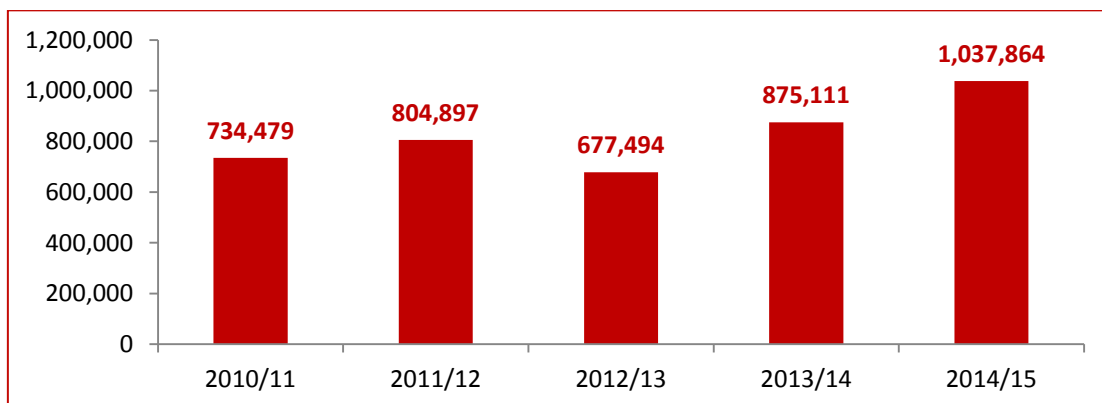
Source: NIEIR, compiled and presented by economy.id

Retail Spending Growth: City of Swan Retail Spending Growth, 2016-31 (\$2016)

Source: MarketInfo; Essential Economics

City of Swan Retail and Office New Building Investment, 2011/12-2014/15

Source: ABS, Building Approvals, Australia (8731.0)

City of Swan Total Visitor Trends, 2010/11-2014/15

Source: Tourism Research Australia

3 KEY CONSIDERATIONS FOR THE STRATEGY

In preparing the Strategy, the following key considerations have been taken into account. These considerations were identified in the **Background and Best Practice Review Reports** and through consultation with relevant stakeholders.

Refer to the Background and Best Practice Review reports for the research and analysis that support the following key considerations for the Strategy.

Robust and Implementable Activity Centre Planning Framework

Consideration 1: *Previous activity centre policy for the City of Swan pre-dates State Planning Policy 4.2 (SPP 4.2) prepared by the Western Australian Planning Commission and no longer reflects the needs of the local community.*

Response: The Strategy provides an up-to-date policy framework that provides renewed policy focus on activity centres as a driver for employment and investment. State Government policy objectives for activity centres outlined in SPP 4.2, such as accommodating a greater share of residential growth are incorporated into the Strategy principles and actions. The Strategy ensures that the integrity of the activity centres hierarchy is retained through the prevention of inappropriate development outcomes.

Consideration 2: *A coherent hierarchy of activity centres in the City of Swan is required to inform planning policy and ensure that development occurs in a manner consistent with objectives relating to economic, social and environmental outcomes.*

Response: It is important the City of Swan contains a robust activity centres hierarchy (refer Chapter 5) that reflects current circumstances and policy objectives while creating a framework that supports the appropriate development of all activity centres across the municipality. This includes a set of principles (refer Chapter 6) which give appropriate weight to the activity centres hierarchy in Council decision-making.

Consideration 3: *Activity centres policy needs to provide more clarity in relation to how development of large-format homemaker retailing and other relevant retail and commercial operations can be undertaken outside of activity centres, such as in Mixed Business Areas.*

Response: Scope exists for development of some retail and commercial uses outside of the activity centres hierarchy where this is required to meet a specific community need. An example includes the development of homemaker retailing in mixed business areas, such as Malaga. Guidance for the City of Swan on the exact scale and nature of retail and commercial development that is appropriate in out-of-centre locations is provided in the Strategy and

associated Background Reports. A planning and development assessment criteria to be applied by Council in assessing relevant planning proposals is also provided in the Strategy (refer Chapter 10).

Consideration 4: *The development of activity centres continues to evolve in order to meet changing consumer preferences and to provide greater social, economic and community benefits. Activity centre policy needs to remain responsive in order to accommodate changes in how activity centres are developed.*

Response: The policy framework described in the Strategy provides a strong direction to stakeholders on preferred development outcomes, whilst also allowing for flexibility and change in response to inevitable shifts in consumer and industry trends over time. A performance-based approach to policy is required which can be used by Council to make decisions based on a preferred set of objectives and outcomes.

Consideration 5: *Convenient access to day-to-day and weekly shopping requirements for residents in the City of Swan is key function of the activity centre hierarchy. Neighbourhood centres provide for a large proportion of these requirements and it will be important that a network of viable and attractive neighbourhood centres is provided throughout the municipality. The existing hierarchy largely provides for such a network, except in the Swan View/Midvale area which is characterised by limited range neighbourhood shopping centres that are in need of re-investment.*

Response: A framework for improving the quality and level of neighbourhood shopping facilities in the Swan View/Midvale area is provided in the Strategy, and includes encouraging investment into existing centres while also considering the potential for a new neighbourhood centre in this locality, providing it does not reduce the access to neighbourhood shopping facilities for residents (refer Chapter 5).

Supporting Midland Strategic Metropolitan Centre as the Regional Centre Serving the Region

Consideration 6: *The Midland Strategic Metropolitan Centre (SMC) is the traditional higher-order centre for the entire region and is the focus for significant investment and development. The future development of Midland SMC needs to be undertaken in a planned manner that recognises the role of the Metropolitan Redevelopment Authority and recent strategic planning work.*

Response: The Midland SMC is a popular mixed-use activity centre serving the City of Swan and beyond. Supported by transit oriented development outcomes and delivering a high-quality built-form, the Midland SMC will drive significant investment, business development and employment outcomes for the City. The Midland Activity Centre Masterplan (2013) adopted by

Council in 2013 and the Midland Master Plan prepared by the Metropolitan Redevelopment Authority (MRA) in 2015 are the strategic planning documents that guide development in the Midland SMC. This Strategy should be read in conjunction with these documents.

Consideration 7: *The attractiveness of the Midland SMC as a place to visit can be undermined by a range of factors, including perceptions of anti-social behaviour, areas of low quality urban form, and a lack of integration of the various precincts within the centre.*

Response: Ensuring that the Midland SMC is a high-quality location for people to visit, shop and do business, is a particular focus for the Strategy. The future success of the Midland SMC relies heavily on the quality of its built environment, and the safety and enjoyment of the general public who visit the centre. For this reason, the Strategy provides actions and ideas that are aimed at improving the amenity for shoppers, workers, visitors and residents (refer Chapter 8).

Maximising Other Opportunities for Economic and Community Benefits

Consideration 8: *Activity centres have the opportunity to respond pro-actively to the process of continuous innovation by retailers and other businesses in response to shifts in consumers spending, preferences and habits. New retail formats and market entrants such as ALDI and Costco are a current challenge for land use policies which are seeking to accommodate the evolution of the business sector in a manner that still reflects overall activity centre policy goals.*

Response: Consideration is applied to the need to attract new and innovative business models to the City of Swan. Activity centre policy in the City will be a driver of competition and innovation, although this can be implemented in a way that also realises the benefits to the community of a maintaining strong activity centres hierarchy.

Consideration 9: *Increased residential densities in close proximity to, and within, activity centres have positive benefits for the community in terms of retail and commercial activity, liveability and accessibility to services and infrastructure.*

Response: Activity centre policy is aligned with the directions contained in the Urban Housing Strategy for higher density residential development on the fringe of activity centres. Specific direction on how activity centres in the City of Swan can directly accommodate high density residential formats in order to provide additional housing choice to the community, and contribute to the overall viability of centres is provided in the Strategy.

Consideration 10: The City of Swan is forecast to experience ongoing population growth for the foreseeable future.

Response: Activity centres in the City of Swan will be trading in an environment of population growth in the surrounding region that provides significant opportunities for high-quality businesses to increase their sales and profitability over time. Strategies will be developed to ensure that this growing market demand is met as much as possible by the City of Swan activity centres hierarchy.

Consideration 11: Lifestyle changes in Australia mean that activity centres are increasingly a focus for socialising and a range of leisure activities. Centres are where people will increasingly meet and interact in a social setting, often outside of traditional business and shopping hours. Typically, this will include dining or 'catching up with friends for a coffee'.

Response: Activity centres will become places that move beyond being locations for retail and business activity, to being locations where communities come to meet and interact safely and comfortably outside normal business hours. This will be built on a high-quality food and dining offer, supported by a range of leisure activities including those relating to fitness and cultural activities.

Consideration 12: Activity centres require re-investment throughout their life-cycle in order to remain viable for business and to continue to provide a sufficient level of service to the surrounding population.

Response: Activity centres policy encourages sales and visitation growth at activity centres, and provide a planning framework which encourages re-investment and centre improvement initiatives. Allowing a wider array of uses, including residential, can at times be a stimulant for re-investment in centres that would otherwise not occur.

Consideration 13: Significant urban growth has been identified for the corridor extending from Caversham in the south to Bullsbrook in the north, and including Ellenbrook. This urban growth corridor requires continued policy review to ensure the appropriate provision of new activity centres and a response from existing activity centres to the additional demand for retail and other services.

Response: The ongoing urban growth in the northern parts of the City of Swan requires the application of a robust activity centres policy framework which ensures that current and future residents are well-served by an evolving activity centres hierarchy. Planning for new centres needs to be up-to-date, while the appropriate evolution and growth of existing centres is to be supported. Uncertainty around the timing and nature of a new commuter rail service to Ellenbrook is another issue of relevance to the Strategy.

Consideration 14: The Swan Valley is an area of significant natural beauty and environmental value which is subject to policies seeking to protect these outcomes. However, as a tourist region of national importance it is appropriate to consider how retail and commercial development can occur in a manner consistent with these protections.

Response: Subject to the strict controls and policy intent identified in the draft Swan Valley Development Plan which is under review by the new State Government, the Strategy supports opportunities for retail and commercial development which generates benefits to the local economy from tourism visitation, and which services local residents and businesses.

4 VISION FOR CITY OF SWAN ACTIVITY CENTRES

A Vision Statement has been prepared in order to guide the ongoing planning and development of activity centres in the City of Swan. The Vision provides the basis for the subsequent detailed objectives and actions presented in the Strategy.

The Vision for future planning and development in the City of Swan's activity centres is as follows:

“City of Swan activity centres are acknowledged for how they accommodate a mix of uses including retail, business, entertainment, community, health, education and housing. The high-quality design and vibrancy of activity at centres across the City is a source of pride for residents and a focus of investment for businesses.

Planning for activity centres in the City of Swan acknowledges the valuable contribution centres make to the local economy and the City's communities, and the need to adapt to the ever-evolving trends which influence the development of centres.”

5 CITY OF SWAN LOCAL COMMERCIAL AND ACTIVITY CENTRES HIERARCHY

An activity centres hierarchy has been prepared for the City of Swan which has been based on the hierarchy of centres identified in SPP 4.2 (WA Planning Commission) and builds upon the hierarchy of centres as identified in the previous local policy and research (refer Background Report).

The use of an activity centre hierarchy is an effective means of:

- Providing high-level guidance in terms of the location, scale and nature of investment and land uses intended for activity centres
- Ensuring policy reflects the very different role and function of various centres within the hierarchy
- Creating a coherent network of activity centres which meet the various needs of the community at the locations where these needs can, and should, be met
- Directing the planning and provision of transport infrastructure and other aspects of urban development influenced by activity centres.

The hierarchy of centres for the City of Swan contains the following typologies:

- Strategic Metropolitan Centre
- Secondary Centres
- District Centres
- Neighbourhood Centres
- Local Centres
- Mixed Business Areas.

A description of the role and characteristics of centres in the activity centre hierarchy is provided in Table 1. Figures 2 and 3 show the location of existing and proposed centres.

The hierarchy takes into consideration the City of Swan Retail Needs Assessment (2010) which has subsequently been reviewed in the Background Report. While these reports provide a *broad indication* as to the potential retail floorspace growth for each centre, the key consideration for the activity centre hierarchy is that centres are consistent with their intended 'role' within the hierarchy (refer Table 1).

While 'floorspace' can be used as an indication of the role of a particular centre, it is the type and range of facilities and services offered that provide a better indication of a centre's role. In this context, when using the activity centre hierarchy as a planning tool for assessing development/planning applications, consideration should be weighted towards whether the

application changes the functional 'role' of the centre as opposed to simply the extent of floorspace proposed.

In addition to the 'centre types' listed on the previous page, the following three regions have been identified which need further consideration:

- Swan Valley Development Plan (draft)
- Midvale Neighbourhood Centre Investigation Area
- Great Eastern Highway – East of Midland SMC.

An overview of the above regions and their implications of the City of Swan Activity Centre Hierarchy is provided below.

Swan Valley Development Plan (draft)

The draft Swan Valley Development Plan was the guiding document for commercial and retail development in the Swan Valley at the time this strategy was proposed. This document is however under review by the new State Government, and any future land uses in Swan Valley will be depended on the amended Swan Valley Development Plan. The following proposed zones provided guidance for the future retail, commercial and tourism development in the Swan Valley:

- **Swan Valley Town Centre Zone:** the Development plan identifies a town centre at Herne Hill, which *"supports the continued development of Herne Hill as a typical Western Australian rural town - located adjacent to a state highway; a main street with local convenience retail; a complementary mix of residential, aged persons accommodation, community and highway commercial land uses; and the potential for future passenger rail connection via the Avon Link service."*
- **Swan Valley Intensive Tourism Zone:** which provides for a clustering of activities that have a tourism or visitor attraction focus. Permitted commercial uses in the 'Intensive Tourism Zone' include shop, restaurant and some forms of visitor accommodation.

The area which the Swan Valley Development Plan applies is shown in Figure 2, while the location of the above zones is shown in Figure 4.

Commercial activity within the Swan Valley Development Plan Area will be managed and implemented in accordance with a final, reviewed Swan Valley Development Plan upon its endorsement by the Minister.

Swan Valley Visitor Centre:

A possible site for the Swan Valley Visitor Centre has been identified by the City of Swan on the southern side of Taylor Park in Caversham.

Midvale Neighbourhood Centre Investigation Area

City of Swan has received interest in the development of neighbourhood shopping facilities, in various formats and locations, in the Midvale area (refer Figure 5). At present, this part of Midvale and the adjoining Swan View Local Planning Area (which includes the suburbs of Stratton Park, Swan View and Jane Brook) are not currently well served by full-line supermarket facilities or attractive, well-designed neighbourhood centres.

The Stratton Park neighbourhood centre is currently the only centre in the Swan View Local Planning Area (LPA). Stratton Park is currently an under-performing centre that will require re-investment in the future if it is going to continue to serve its intended neighbourhood centre role. Concerns for the future role of Stratton Park in its current format exist. No reasonably degree of certainty is apparent that Stratton Park will attract the investment required that would make it a strong performing neighbourhood centre serving the surrounding community.

Residents in Midvale and the Swan View LPA are also served by neighbourhood centres located in the adjoining Shire of Mundaring, including:

- Swan View SC, which includes a relatively strong performing Coles supermarket.
- Darling Ridge SC, which is a small neighbourhood centre comprising a mid-sized IGA.

In addition, Council recently extended the development approval for a small neighbourhood centre of approximately 2,615m² in Jane Brook.

Therefore, an opportunity exists for the potential development of additional neighbourhood centre facilities in the general location identified in Figures 5 as the 'Midvale Neighbourhood Centre Investigation Area'. The following provides an overview of the key considerations for any future decision-making regarding the development of a neighbourhood centre in this location:

- 1 The development of additional neighbourhood centre facilities in this location has the potential to impact the level of retail sales at Stratton Park. Without significant re-investment, the future opportunities for Stratton Park to provide a full-range of neighbourhood shopping facilities, including a large full-line supermarket are considered to be limited. Potential exists an improved provision of retail facilities for the Midvale/Swan View community, notwithstanding any negative trading impacts on Stratton Park.
- 2 Should the development of additional neighbourhood centre facilities in Midvale proceed, an opportunity may exist for the redevelopment of Stratton Park to include residential uses, and potentially a reduction in retail floorspace. This would be effectively a 'down-sizing' in the retail role of the centre – but could result in a more sustainable role and function.
- 3 Consideration of the level of access to existing and future residents in Midvale and the Swan View LPA needs to be a key consideration in the future location of a neighbourhood centre in Midvale.

- 4 The development of any new neighbourhood centre in the 'Midvale Neighbourhood Centre Investigation Area' needs to be supported by a valid Retail Needs and Sustainability Assessment, ensuring any development does not undermine the City of Swan Activity Centre Hierarchy.

The context and recommendations for the future provision of neighbourhood activity centres in Midvale and Swan View LPA are provided in Figure 5.

Great Eastern Highway – East of Midland SMC

The Great Eastern Highway is the major eastern entry point to the Midland SMC, refer Figure 6, and contains 'Highway Service' zoned land to the immediate north and south, and 'General Industrial' zoned land further to the south. Large format retailing, trade supplies and showrooms are the predominant land uses fronting the Great Eastern Highway.

While significant strategic planning work has been undertaken on the Midland SMC, limited strategic direction is provided on the future of this important 'gateway' to the Midland SMC.

This part of the Great Eastern Highway area is situated beyond the study area considered in the *Midland Activity Centre Master Plan*. However, the Master Plan does recognise its importance as an entry to the SMC and recommends the development of a Great Eastern Highway Access Strategy that focuses on achieving the best environment for pedestrians and regional traffic movements (p. 70). Consideration of the future role of this area in generating employment and the provision of services should also be considered, and may form part of the Great Eastern Highway Access Strategy recommended in the Master Plan.

While the Great Eastern Highway in Midland does provide a mix of business and employment opportunities, it is not considered in this Strategy as a major Mixed Business Area such as Malaga.

The employment precinct along the Greater Eastern Highway is significantly smaller in physical size and total employment compared to the Malaga Mixed Business Area. In addition, the Great Eastern Highway precinct is connected to the facilities and business services provided in the Midland SMC. By contrast, the Malaga Mixed Business Area is relatively isolated and the provision of business services within the precinct may be achieved without undermining nearby activity centres.

Table 1: City of Swan Activity Centre Hierarchy

Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
<u>Strategic Metropolitan Centre</u> <ul style="list-style-type: none"> Midland SMC 	<p>Strategic Metropolitan Centres (SMCs) are the primary location of employment and commercial activity outside of the Perth CBD, and include a large, diverse and intensive mix of retail, commercial, entertainment, cultural, education, health, community, residential and other uses.</p> <p>These centres will have strong public transport links, serve a large regional-sized catchment, and be priority locations for future private and public sector development.</p> <p>Higher density residential development is also encouraged.</p>	<p>Examples of services and facilities in SMCs include the following:</p> <ul style="list-style-type: none"> <u>Retail</u>: Including one or more Department Stores, a number of full-line supermarkets, and a variety of comparison and convenience based speciality retailing. <u>Cultural, recreation and entertainment facilities</u>: Including restaurants/cafes, performing arts centres, museums, galleries, sporting facilities, gymnasiums, aquatic centres, hotels, cinemas, etc <u>Health</u>: Including hospitals, medical centres and allied health services (ie. dental, physiotherapy, podiatry, etc). <u>Education</u>: Including pre-school, primary and secondary schools, university, TAFE courses and adult training and education. <u>Community facilities</u>: Including libraries, child-care, community and youth centres, public halls, religious buildings, etc. <u>Civic and administrative services</u>: Including Council offices and public services, such as Centrelink and training services, etc. <u>Visitor accommodation</u>: Including hotels and motels. <u>Residential</u>: Including higher density residential development. <p><i>Recommended share of floorspace allocated to mixed uses in Strategic Metropolitan Centres of 100,000m² and above, as identified in SPP 4.2, is 50%.</i></p>

Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
<u>Secondary Centre</u> <ul style="list-style-type: none"> Ellenbrook 	<p>Secondary Centres share similar characteristics with Strategic Metropolitan Centres but serve smaller catchments and offer a more limited range of services, facilities and employment opportunities, they perform an important role in the city's economy, and provide essential services to their catchments.</p>	<p>Examples of services and facilities provided in Secondary Centres:</p> <ul style="list-style-type: none"> • <u>Retail</u>: Including one or more Department Stores, one of more Discount Department stores, a number of full-line supermarkets, and a variety of comparison and convenience based speciality retailing. • <u>Cultural, recreation and entertainment facilities</u>: Including restaurants/cafes, small scale arts centres/galleries, local sporting facilities, gymnasiums, etc • <u>Health</u>: Including medical centres and allied health services (ie. dental, physiotherapy, podiatry, etc). • <u>Education</u>: Including pre-school, primary and secondary schools and potentially adult training and education. • <u>Community facilities</u>: Including libraries, child-care, community and youth centres, public halls, religious buildings, etc. • <u>Visitor facilities</u>: Potential for tourism infrastructure may exist for those centres with a tourism focus. • <u>Residential</u>: Including intensification of residential development. <p><i>Recommended share of floorspace allocated to mixed uses in Secondary Centres of 50,000-100,000m², as identified in SPP 4.2, is 40%.</i></p>

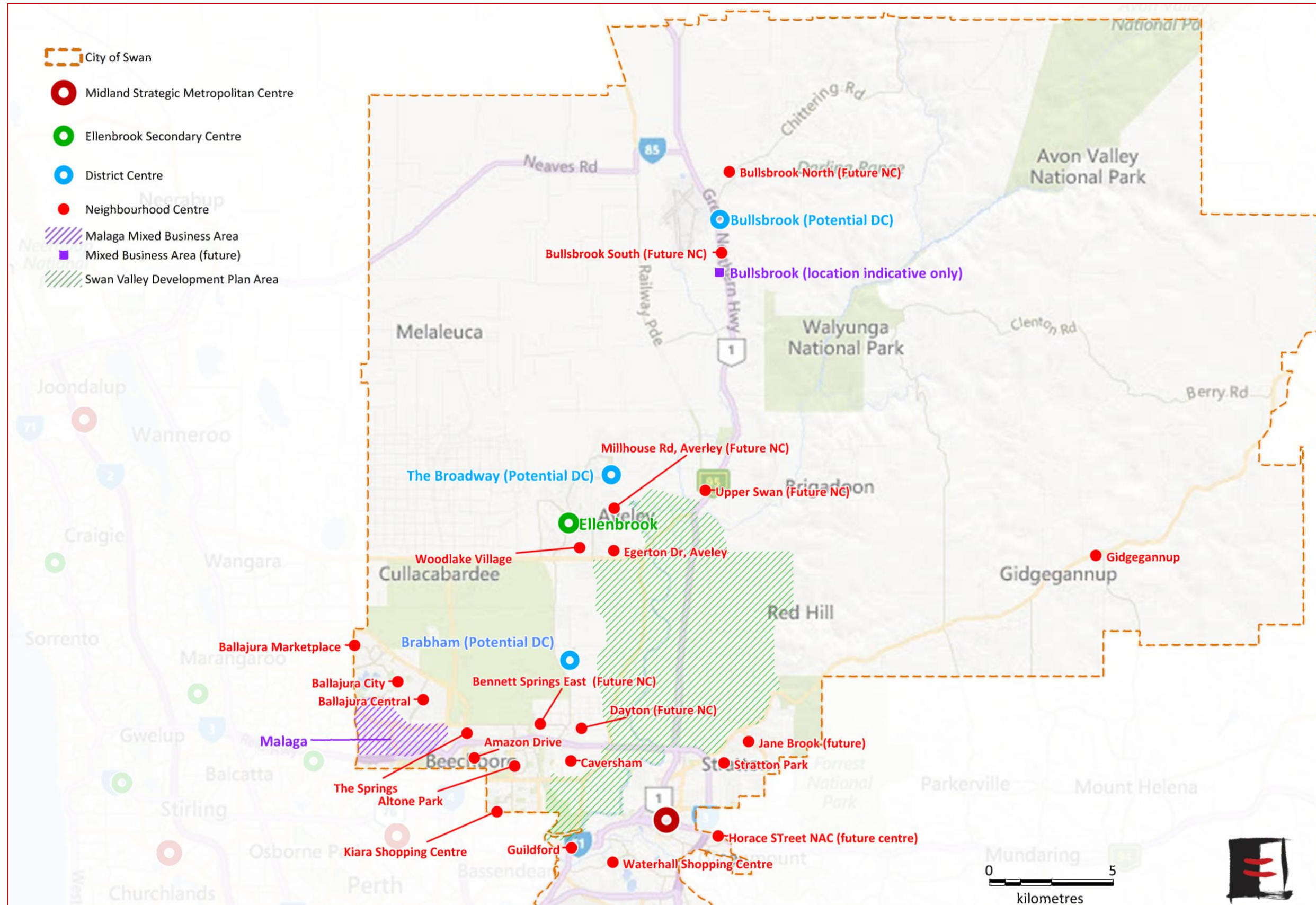
Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
<u>District Centre</u> <ul style="list-style-type: none"> • Brabham (future DC) • Bullsbrook (future DC) • The Broadway, Ellenbrook (future DC) 	<p>District centres have a greater focus on servicing the daily and weekly needs of residents. Their relatively smaller scale catchment enables them to have a greater local community focus and provide services, facilities and job opportunities that reflect the particular needs of their catchments.</p>	<p>Examples of services and facilities provided in District Centres:</p> <ul style="list-style-type: none"> • <u>Retail</u>: Range of convenience based retailing, with at least one large supermarket and a variety of convenience based speciality retailing. Opportunities for Discount Department Stores and tourism focus retail also exists in some instances. • <u>Cultural, recreation and entertainment facilities</u>: Including restaurants/cafes, small scale arts centres/galleries, local sporting facilities, gymnasiums, etc • <u>Health</u>: Including medical centres and allied health services (ie. dental, physiotherapy, podiatry, etc). • <u>Education</u>: Including pre-school, primary and secondary schools and potentially adult training and education. • <u>Community facilities</u>: Including libraries, child-care, community and youth centres, public halls, religious buildings, etc. • <u>Visitor facilities</u>: Potential for tourism infrastructure may exist for those centres with a tourism focus. • <u>Residential</u>: Including intensification of residential development. <p><i>Recommended share of floorspace allocated to mixed uses in District Centres of 20,000-50,000m², as identified in SPP 4.2, is 30%, and for centres of 10,000-20,000m² is 20%.</i></p>

Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
<u>Neighbourhood Centre</u> <ul style="list-style-type: none"> • Altone Park • Amazon Drive • Ballajura Central • Ballajura City • Ballajura Marketplace • Bennett Springs East (future NC) • Bullsbrook North (future NC) • Bullsbrook South (future NC) • Caversham • Dayton (future NC) • Egerton Drive Averley • Gidgegannup • Guildford • Horace Street (potential NC) • Jane Brook (potential NC) • Kiara Shopping Centre • Stratton Park • The Springs • Upper Swan (future NC) • Waterhall Shopping Centre • Woodland Village 	<p>Neighbourhood Centres have a more limited role in providing convenience retailing and community facilities for an immediate surrounding catchment.</p> <p>Usually, these centres are anchored by a supermarket. In some cases, these centres also serve a tourist market.</p>	<p>Examples of services and facilities provided in Neighbourhood Centres:</p> <ul style="list-style-type: none"> • <u>Retail</u>: Limited range of convenience based retailing, including a supermarket and a variety of convenience based speciality retailing. Opportunities for tourism focus retail also exists in some instances. • <u>Health</u>: May include medical centres and allied health services (ie. dental, physiotherapy, podiatry, etc). • <u>Education</u>: May include pre-school, primary and secondary schools. • <u>Community facilities</u>: May include a library, child-care, community and youth centres, public halls, religious buildings, etc. • <u>Visitor facilities</u>: May include tourism infrastructure in for those centres with a tourism focus. This may involve small scale visitor accommodation.

Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
<u>Local Centre</u> <ul style="list-style-type: none"> • Beverley Terrace (LC1) • South Guilford (LC2) • Koongamia Local Centre (LC3) • Hackett Street (LC4) • Midvale Shops (LC5) • Midland North Local Strip Centre (LC6) • Morrison Road Local Centre (LC7) • Vellgrove Park (LC8) • Beechboro Business Centre (LC9) • Timberland Crescent (LC10) • Paradise Quays (LC11) • Summer Lakes (LC12) • Brabham Local Centres (LC 13, LC14 and LC15) • Averley Local Centre (LC16) • Bridges Local Centre (LC17) • Elmridge Parkway Local Centre (LC18) • Annies Landing Local Centre (LC19) 	<p>Local Centres consist of a small group of shops that typically serve a local, walkable catchment, and provide for the daily convenience and 'top-up' needs of local residents and passing motorists.</p> <p>Some of these small centres contain a limited number of community facilities and other uses. Numerous Local Centres are located throughout City of Swan, mainly in the urban region.</p>	<p>Examples of services and facilities provided in Local Centres:</p> <ul style="list-style-type: none"> • <u>Retail</u>: Limited range of convenience based retailing, may include general store, takeaway food, café, bakery, hairdresser, etc. • <u>Health</u>: May including local doctors and/or allied health services (ie. dental, physiotherapy, podiatry, etc). • <u>Education</u>: May include pre-school, primary and secondary schools.

Centre Hierarchy/Centre	Role/Description	Examples of Centre Features
Mixed Business Area <ul style="list-style-type: none"> Malaga Bullsbrook (potential) 	Mixed business areas are <u>major</u> employment hubs for the surrounding region, providing for a range of industrial, bulky goods, service orientated business that would not typically be appropriate in activity centres.	Examples of services and facilities provided in Mixed Business Areas: <ul style="list-style-type: none"> <u>Industrial</u>: All forms of industrial activities including manufacturing, service industry, warehousing, transport & logistics etc <u>Bulky goods retail</u>: Including large format homemaker retailing and showrooms <u>Trade supplies</u>: Including large and small formats showroom supplying trade supplies to businesses <u>Retail</u>: Limited supply of local convenience retail to service the surrounding employment areas.

Figure 2: City of Swan Activity Centre Hierarchy (excluding Local Centres)



Produced by Essential Economics using MapInfo and BingMaps

Legend:

- City of Swan
- Midland Strategic Metropolitan Centre
- Ellenbrook Secondary Centre
- District Centre
- Neighbourhood Centre
- Malaga Mixed Business Area
- Mixed Business Area (future)
- Local Centre
- Swan Valley Development Plan Area
- Midvale Neighbourhood Centre Investigation Area

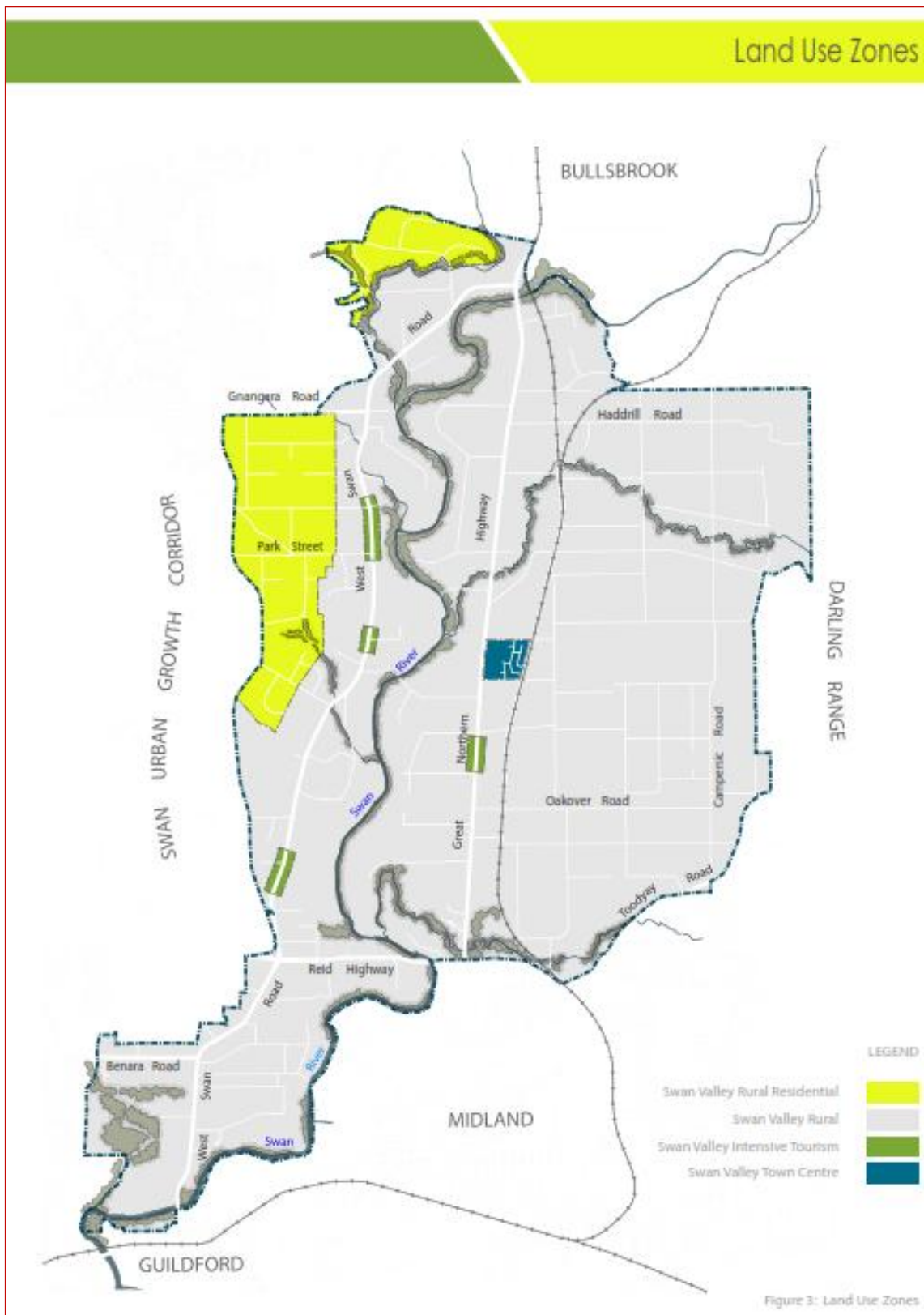
Map Labels:

- LC19 (future)
- LC18
- The Vines
- Upper Swan
- Brigadoon
- Upper Swan (Future NC)
- Millhouse Rd, Averley (Future NC)
- Ellenbrook
- LC17
- Woodlake Village
- Cullacabardee
- LC16
- Egerton Dr, Aveley
- LC13 (future)
- Brabham (Potential DC)
- Brabham
- LC14 (future)
- LC15 (future)
- Swan Valley
- Ballajura Marketplace
- LC12
- Ballajura
- Ballajura City
- Ballajura Central
- Malaga
- Malaga
- Bennett Springs East (Future NC)
- Dayton
- Dayton (Future NC)
- The Springs
- Amazon Drive
- LC10
- Alton Park
- LC9
- LC8
- Stratton Park
- Jane Brook (future)
- Midvale Neighbourhood Centre Investigation Area
- Horace Street NAC (future centre)
- LC7
- LC6
- Viveash
- LC5
- LC4
- LC3
- Greenmount
- Waterhall Shopping Centre
- LC2
- Guildford
- LC1
- LC1

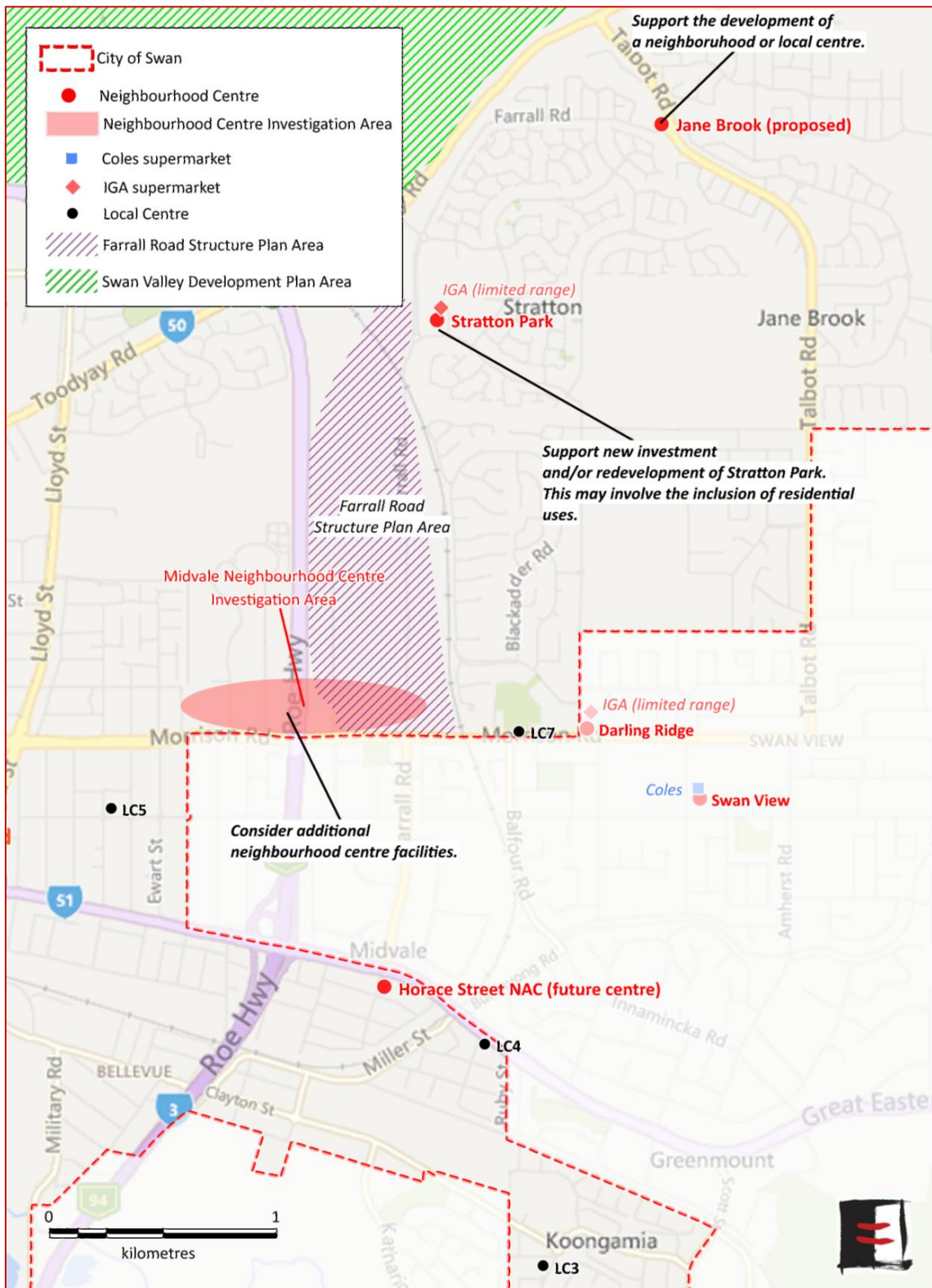
Scale: 0 to 3 kilometres

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Figure 4: Draft Swan Valley Development Plan



Source: Department of Planning, Swan Valley Development Plan, 2015

Figure 5: Midvale Neighbourhood Centre Investigation Area Context

Produced by Essential Economics using MapInfo and BingMaps

6 CORE PRINCIPLES FOR CITY OF SWAN ACTIVITY CENTRE POLICY

The **five core principles for activity centre policy in the City of Swan** are summarised below. These principles apply to the overall centre hierarchy (refer Chapter 5) and are the basis for the policy framework described in the following Chapters. They are based on the principles for activity centres outlined in SPP 4.2 and have consideration for a review of activity centre policy applied in other jurisdictions throughout Australia.

The five core principles for activity centre policy in the City of Swan are:

- **Principle 1: Support a viable activity centres hierarchy**

The activity centres hierarchy will guide future planning and development of centres, including ensuring centres are appropriately located having regard for their individual role within the hierarchy.

- **Principle 2: Encourage a genuine mix of uses in centres**

Activity centres will be planned and designed in a manner that encourages a genuine mix of land uses, reduces the need to travel and which creates vibrant focal points for the community.

- **Principle 3: Drive local economic development opportunities**

Activity centres will drive economic development and prosperity through the attraction of investment that delivers local employment opportunities, serves the needs of local communities and attracts spending from beyond the City of Swan.

- **Principle 4: Support new opportunities which complement the centre hierarchy and provide positive outcomes for the community**

Where the activity centre hierarchy is not undermined, Council will support projects that respond to future changes in retail and commercial markets and which create positive outcomes from an economic, community, social and environmental perspective.

- **Principle 5: Support Midland as the Strategic Metropolitan Centre serving the region**

Council will reinforce the role of Midland Strategic Metropolitan Centre as the higher-order centre serving the municipality. Policy will also reflect the importance of maximising Midland SMC's future opportunities in order to drive positive economic and social outcomes for the community.

7 ACTIVITY CENTRE POLICY FRAMEWORK AND ACTION PLANS

The following provides a set of action plans that will assist in implementing the core principles for activity centre policy in the City of Swan. For each underlying principle, a supporting rationale is provided, together with detailed actions identifying key roles and responsibilities.

The following conventions have been adopted in identifying the suggested timing for implementation:

- Short-term: Within 12 months
- Medium-term: From 1 year to 3 years
- Long-term: From 3 years to 5 years or beyond
- On-going: An existing or new action that continues into the future

These actions relate to activity centre policy; centre-specific action plans are provided in Chapter 8 and 9.

7.1 Principle 1: Support a viable activity centres hierarchy

The activity centres hierarchy will guide future planning and development of centres, including ensuring centres are appropriately located having regard for their individual role within in the hierarchy.

Activity centres form part of a ‘hierarchy’ of centres, with different levels of the hierarchy performing different roles and functions – the larger centres perform higher-order functions in the delivery of regional and sub-regional services, while smaller centres perform functions that are typically focused at the neighbourhood or local level. Combined, these activity centres across the hierarchy provide residents and visitors with access to essential services and facilities.

New retail and commercial development should be directed to existing centres in the activity centre hierarchy (refer Chapter 5). One of the key roles of the hierarchy is to provide a level of certainty regarding future investment within and surrounding centres. Allowing inappropriate out-of-centre development has the potential to disrupt the hierarchy and impact the provision of services and facilities to communities. This can in turn have negative implications for the broader urban planning principles upon which SPP 4.2 is based (i.e. undermining reduced travel times).

It will be important that the City of Swan activity centre hierarchy encourages the following:

- Activity centres in appropriate locations that provide residents with readily accessible facilities and services
- Commercial viable activity centres which are locations for employment and investment
- Continued re-investment in activity centres, ensuring that centres are places where people like to shop, conduct business, socialise, etc.

Principle 1: Support a Viable Activity Centres Hierarchy - Action Plan

No.	Action Description
1.1	<p>Adopt the activity centre hierarchy (refer Chapter 5) as a planning tool to guide the location, type and volume of new and/or expanded retail, commercial and other development. Ensure this hierarchy is referenced when considering development applications and determining Council land use policies.</p> <p>Timeframe: Short-term Responsibility: Council (planning) Partnerships: n/a</p>
1.2	<p>Resolve current proposals for neighbourhood shopping centre facilities in the 'Midvale Neighbourhood Centre Investigation Area'.</p> <p>Timeframe: Short-term Responsibility: Council (planning) Partnerships: Land owners, Developers, Joint Development Assessment Panel, Shire of Mundaring</p>
1.3	<p>Support the future development of potential future District Centres at 'The Broadway (Ellenbrook)', Brabham and Bullsbrook when market demand warrants.</p> <p>Timeframe: Long-term Responsibility: Council (planning) Partnerships: Land owners, Developers</p>
1.4	<p>Facilitate redevelopments and expansions of existing centres provided that they adhere to the principles identified in this Strategy, contribute to a net community benefit, and do not adversely affect the operation of the activity centre hierarchy.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, Developers, other relevant planning authorities</p>
1.5	<p>Adopt the Planning and Development Assessment Criteria outlined in Chapter 10 as a tool for assessing retail and activity centre proposals.</p> <p>Timeframe: Short-term Responsibility: Council (planning) Partnerships: n/a</p>
1.6	<p>Restrict out-of-centre development proposals to those that are consistent with the achievement of a net community benefit without undermining the activity centre hierarchy (refer Action 4.1).</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, Developers</p>
1.7	<p>Restrict non-confirming land uses in the Highway Service Zone and Industrial Zones by enforcing the rules outlined in the LPS 17.</p> <p>Timeframe: On-going Responsibility: Council (planning/regulations) Partnerships: Land owners</p>
1.8	<p>Support, where possible, re-investment into existing centres, particularly those that may be under-performing.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners</p>

7.2 Principle 2: Encourage a genuine mix of uses in centres

Activity centres will be planned and designed in a manner that encourages a genuine mix of land uses, reduces the need to travel and which creates vibrant focal points for the community.

Significant benefits can be gained from providing a genuine mix of activities in activity centres, including:

- Economic benefits associated with clustering activities that have a similar customer base, the efficient allocation of infrastructure and the creation of vibrant centres
- Environmental benefits associated with a reduction of vehicle uses and the integration of public transport
- Social benefits associated with the creation of key focal points for the community to integrate, socialise and access essential community services.

SPP 4.2 (refer Section 5.2 of SPP 4.2) specifically encourages diversity and intensity of activities in centres. In particular, the policy encourages a mix of retail, commercial, health, education, entertainment, cultural, recreational and community facilities, and higher density residential uses.

Principle 2: Encourage a Genuine Mix of Uses in Centres - Action Plan

No.	Action Description
2.1	<p>Consider the inclusion of ‘residential uses’ within selected commercial zones located within residential communities as described in the City of Swan Local Planning Scheme (LPS) and which is applied to neighbourhood level centres and above. This would require rezoning of selected centres, and therefore necessary Scheme amendments will need to be undertaken. Allowing residential uses within centres will provide an opportunity to attract investment to the centre that may otherwise not occur. In this context, Action 2.1 also contributes to ‘Principle 1: Support a viable activity centre hierarchy’.</p> <p>Consideration of the treatment of ground-floor uses should take into consideration the need to promote active street frontages.</p> <p>Timeframe: Medium-term Responsibility: Council (planning) Partnerships: Department of Planning</p>
2.2	<p>Encourage a mix of land uses in centres within the City of Swan by applying the principles outlined in ‘Section 5.2 – Activity’ in the SPP 4.2 to centres within the City of Swan. This may require amendments to the LPS. SPP 4.2 is provided at https://www.planning.wa.gov.au/publications/1178.asp</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Department of Planning</p>

7.3 Principle 3: Drive local economic development opportunities

Activity centres will drive economic development and prosperity through the attraction of investment that delivers local employment opportunities, serves the needs of local communities and attracts spending from beyond the City of Swan.

Activity centres are a major source of investment, employment and economic activity. In addition, activity centres contribute to the provision of goods and services to the community and are a focus for interaction between individuals, businesses and the general public.

For many people, activity centres represent the ‘face of their community’. As a result, the success or otherwise of activity centres is important in influencing perceptions of a community to the outside world. This has implications for the City of Swan in seeking to attract investment, new residents and tourism.

For this reason, activity centres are a particularly important part of the economy, both in terms of their direct contribution to employment and activity, and through indirect influences on a wide range of economic and social outcomes.

Principle 3: Drive Local Economic Development Opportunities - Action Plan

No.	Action Description
3.1	<p>Encourage development within activity centres where a demonstrable need for additional services/facilities is evident, and a net community benefit can be demonstrated.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, Developers</p>
3.2	<p>Complete structure planning for neighbourhood and district centres, with these plans to build on the centre-specific recommendations presented in this Strategy.</p> <p>Timeframe: Medium-term Responsibility: Council (planning) Partnerships: Land owners, Developers, other relevant planning authorities</p>
3.3	<p>Continue to promote the City of Swan's activity centres as locations for investment.</p> <p>Timeframe: On-going Responsibility: Council (economic development) Partnerships: n/a</p>

7.4 Principle 4: Support new opportunities which complement the centre hierarchy and provide positive outcomes for the community

Where the activity centre hierarchy is not undermined, Council will support projects that respond to future changes in retail and commercial markets and which create positive outcomes from an economic, community, social and environmental perspective.

New forms of retailing and market entrants have become evident in Australia over the past two decades, and these activities are of relevance in planning for activity centres in the City of Swan.

For instance, the success of ALDI in the eastern states in Australia, who have also expressed an intent to develop a comprehensive store network in Western Australia, is an example of a new market entrant that will have an impact on retailing and activity centres in the City of Swan. The continued popularity of large-format retailing in sectors such as hardware (Bunnings), liquor (Dan Murphy's and 1st Choice Liquor), and bulky goods (Harvey Norman etc) will also have influence retail development trends in the future, particularly in locations that possess high levels of exposure and accessibility. In addition, new retail formats and market entrants are likely to express an interest in locating in the City of Swan over the life of this Strategy.

While the activity centre hierarchy is the focus for developing retail, commercial and other functions, in some individual circumstances it may be appropriate for these to operate at locations outside the hierarchy for a particular purpose.

Council must ensure that the integrity of the activity centre hierarchy is maintained. Nonetheless, out-of-centre development of an appropriate scale and nature may be considered where it can be demonstrated that it does not impact the activity centre hierarchy, there is a demand for such as development, and a net community benefit will be achieved.

Therefore, activity centre policy for the City of Swan will recognise the ever-evolving nature of activity centre planning and development and will support new opportunities where they complement the centre hierarchy and provide economic, social, community and environment benefits for the City of Swan communities.

Principle 4: Support New Opportunities - Action Plan

No.	Action Description
4.1	<p>Assess 'out-of-centre' proposals on a case-by-case basis to ensure that such development occurs in a manner consistent with the achievement of a net community benefit without undermining the activity centres hierarchy. This assessment should include consideration of:</p> <ul style="list-style-type: none"> • Locational Framework: The applicant must demonstrate why the proposed out-of-centre location is being considered for retail or commercial development, including identifying why an in-centre or edge-of-centre location is not appropriate. • Accessibility Framework: The proposal should demonstrate equitable access by ensuring the provision of convenient pedestrian links, access to public transport (as relevant), bicycle access and convenient motor vehicle access and parking. • Urban Design Framework: The proposal must demonstrate a high-quality urban design that is attractive and provides a high degree of amenity for users of the facility and the general community. • Economic Justification: The proposal must be supported (subject to Council discretion) by a suitably detailed economic or commercial assessment of the reasons for, and implications of, approval of the out-of-centre development (refer Chapter 10 – Planning and Development Assessment Criteria). • Net community benefit: The planning application must provide an indication of the development proposal's contribution to Net Community Benefit in terms of relevant aspects such as employment generation, impact on overall levels of vibrancy and sustainability of the locality, and contribution to liveability, social interaction, and other community-related goals. <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers</p>
4.2	<p>Remain abreast of relevant trends in the retail and activity centre development industry. This may involve the relevant Council staff attending industry events, conferences and seminars; or the organisation of regular consultation with retail and commercial development stakeholders.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers</p>
Other supporting actions	Refer Action 1.5 and 1.6

7.5 Principle 5: Support Midland as the Strategic Metropolitan Centre serving the region

Council will reinforce the role of Midland Strategic Metropolitan Centre as the higher-order centre serving the municipality. Policy will also reflect the importance of maximising Midland SMC's future opportunities in order to drive positive economic and social outcomes for the community.

Midland is the Strategic Metropolitan Centre serving the City of Swan and beyond, and is a key driver of the local economy, supporting jobs and attracting investment. Midland is also important in providing regional level health, education, cultural and entertainment facilities and services.

The success of Midland as a regional level provider of services will be integral to creating economic prosperity for the region. Being the only Strategic Metropolitan Centre in the City of Swan, it provides opportunities to attract investment from beyond the City which will provide flow-benefits for the local business community and supports local job growth. The strategic importance of Midland from a State Government perspective is highlighted by the presence of land controlled by the Metropolitan Redevelopment Authority (MRA) within and adjoining the centre.

The *Midland Activity Centre Masterplan* (2013) outlines the vision for the centre and provides an implementation plan in order to realise this vision.

A specific Action Plan for Midland is provided in Chapter 8 which recognises the important role to be performed by the centre. The Action Plan supports and builds upon the actions outlined in the *Midland Activity Centre Masterplan* (2013).

8 MIDLAND STRATEGIC METROPOLITAN CENTRE ACTION PLAN

Midland plays an important role as the Strategic Metropolitan Centre (SMC) serving the City of Swan, the broader north-east region of metropolitan Perth and a large rural hinterland. The centre contains a wide range of shops and services not found elsewhere in the region, and is one of the most important activity centres in the north-eastern metropolitan Perth area.

According to the City of Swan Retail Needs Assessment (2010), which was reviewed in the Background Report to this Strategy, significant opportunities exist for Midland to accommodate additional retail floorspace over the next 15 to 20 years. By 2031, potential exists for Midland to accommodate in the order of 200,000m² of retail floorspace, which is some 65,500m² above the estimated retail floorspace in 2011.

In addition to retail floorspace, Midland should be encouraged to provide a wide-range of other land uses, including commercial office, health, entertainment, community, civic and residential. SPP 4.2 (Table 3) provides a 'diversity' target of 50% for SMCs the size of Midland.

The recent development of the Midland Public Hospital (opened in November 2015), the continued development of the MRA development area for education and residential uses, the proposed development of the Curtin University Medical School and the proposed redevelopment of the Midland Oval site all indicate significant interest in Midland as a genuine mixed use centre.

The **Midland Activity Centre Master Plan** was prepared and adopted by the City of Swan in 2013. The Masterplan is the document that guides the future development of Midland Activity Centre, providing a vision and set of actions aimed at achieving the vision. The *Midland Activity Centre Masterplan* (2013) outlines the following vision for Midland:

“Midland has the opportunity and the ability to become a thriving city in its own right, serving Perth’s eastern region, Perth Hills, the Avon Arc and beyond. Midland can deliver an attractive, affordable, productive and sustainable city living environment beside the rivers in the eastern corridor.”

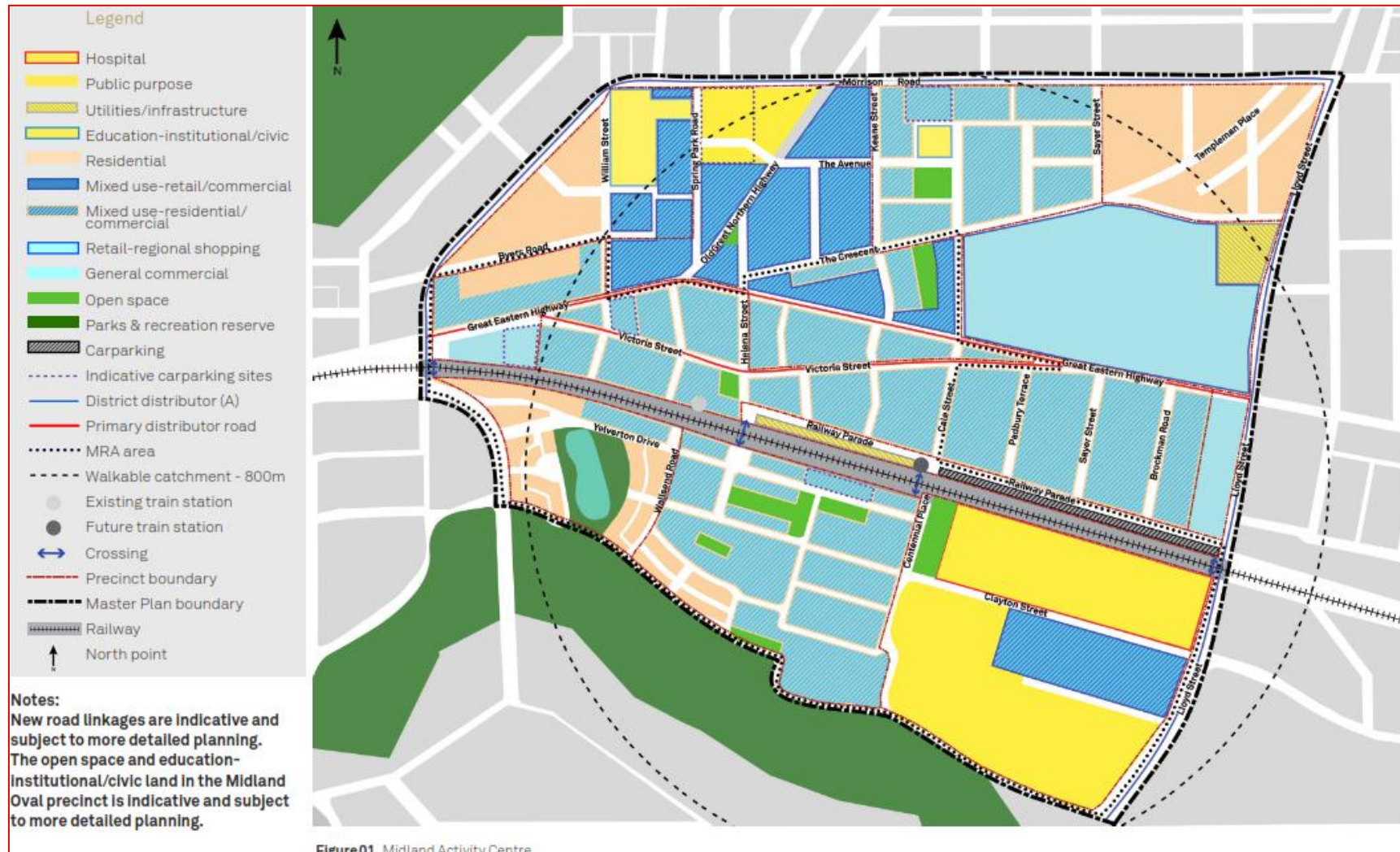
This Strategy supports the continued implementation of the actions outlined in the Masterplan. The Masterplan for the Midland Activity Centre is shown in Figure 6 on page 42, while a full version of the Masterplan can be found at <https://www.swan.wa.gov.au/City-Council/Projects-initiatives/City-plans-strategies#Midland-Activity-Centre-Master-Plan-12>.

The MRA will perform a significant role in the future development of Midland. Constant communication between Council and the MRA is considered essential. The MRA have developed the Midland Masterplan (2015) for the land they control and this should also be used as a reference document for guiding the future development of the centre.

Midland Activity Centre – Action Plan

No.	Action Description
8.1	<p>Continue to implement the Midland Activity Centre Masterplan that was adopted by Council in 2013.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers, MRA</p>
8.2	<p>Continue to implement the Midland Oval Redevelopment Masterplan that was adopted by Council in November 2015.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers</p>
8.3	<p>Continue to work closely with MRA in order to maximise development opportunities in Midland and consider the MRA's objectives outlined in the Midland Master Plan (2015).</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: MRA</p>
8.4	<p>Encourage high-density residential development that is appropriately located and designed in accordance with TOD principles.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers, MRA</p>
8.5	<p>Continue to support the regional role of Midland by facilitating additional higher-order retail development in Midland to ensure retail provision is sufficient to meet the needs of the local community, wider north-east metropolitan region, and rural hinterland. The provision of additional commercial office, community, entertainment, and cultural facilities will also be supported to sufficiently serve the centre's regional catchment.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers, MRA</p>
8.6	<p>Continue to support re-investment and improvements in amenity and appearance in Midland as the building stock ages, particularly in the traditional town centre precinct.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners, developers</p>
8.7	<p>Consider the development of a Great Eastern Highway Access Strategy, as recommended in the Midland Activity Centre Master Plan. The Access Strategy should consider the future role of land to the east of Midland SMC as an employment location, as a key transport corridor and as a major 'gateway' to the SMC.</p> <p>Timeframe: Medium-term Responsibility: Council (planning) Partnerships: Public Transport Authority, MRA, Main Roads Western Australia, Shire of Mundaring</p>
8.8	<p>Restrict the provision of Highway Service Zone land located to the immediate east of the Midland SMC to lots that have direct access to the Great Eastern Highway.</p> <p>Timeframe: On-going Responsibility: Council (planning) Partnerships: Land owners</p>

Figure 6: Midland Activity Centre Masterplan



Source: City of Swan and Hassell, Midland Activity Centre Masterplan, 2013

9 CENTRE-SPECIFIC DIRECTIONS AND ACTIONS

The following provides an overview of the future directions and specific actions for centres within the City of Swan activity centre hierarchy.

9.1 Secondary Centres

Ellenbrook is the only secondary centre located in the City of Swan and should continue to play an important role as the main sub-regional centre for grocery and higher-order comparison shopping, including large format retailing. The centre will evolve to include non-retail activities, including social and community facilities, entertainment and leisure activities, and cafes and restaurants. The provision of government services at, or adjacent to, the centre is encouraged.

Actions:

- 1 Support the development of Ellenbrook as a mixed-use centre.
- 2 Ensure Ellenbrook retains its secondary centre role serving the northern parts of the City of Swan.
- 3 Continue to support the opportunity for a train service to Ellenbrook.

9.2 District Centres

District Centres are intended to have a retail mix that is focussed on convenience and grocery shopping (although often with a limited range of non-food traders) and provide a range of community services to the surrounding communities. Usually, these centres have one or two full-line supermarkets as the main anchor tenant, and may include a major non-food anchor tenant such as a Discount Department Store. The future scale and mix of emerging District Centres will be determined by site specific Retail Needs and Sustainability Assessments, and associated activity centre planning processes.

The City of Swan does not currently have a district centre; however, three district centres are planned to serve the future residents in the urban growth corridor and Bullsbrook.

Actions:

- 4 In the first instance, support the future development of centres that serve a neighbourhood role at The Broadway (Ellenbrook), Bullsbrook and Brabham.
- 5 Retain the opportunity for the expansion of The Broadway (Ellenbrook), Bullsbrook and Brabham to district centres at a time when market demand warrants.
- 6 Seek to maximise exposure for the future Bullsbrook district centre to the Great Northern Highway and the 'activity corridor' identified in the Bullsbrook Masterplan that connects Chittering Road and the Great Northern Highway.

- 7 Support a mix of land uses in district centres including:
- medium and higher density residential
 - entertainment
 - cultural.
 - civic
 - commercial
 - recreation

9.3 Neighbourhood Centres

Neighbourhood centres are an integral part of the activity centre hierarchy as they provide the day-to-day and weekly shopping and other services to their surrounding communities. It is important that the level of access to neighbourhood centres is maximised as neighbourhood centres provide a wide-range of essential services. A network of easily accessible neighbourhood centres supports the broader land use planning principles outlined by the State Government (e.g. reduce car travel).

The following provides an overview of the future direction and specific actions (where required) for the City of Swan's neighbourhood centres:

- 8 Retain existing General Commercial Zone and encourage private and public sector investment that would improve the amenity and appearance of the following neighbourhood centres:
- Kiara Shopping Centre
 - Stratton Park
 - Ballajura Central
 - Ballajura City
 - Ballajura Marketplace.
 - Altone Park
 - Amazon Drive
 - The Springs
 - Gidgegannup

In addition, approximately 1.5ha of General Commercial Zone is located at the intersection of Toodyay Road and the Great Northern Highway. This land is currently under-utilised and not serving the role of a Neighbourhood Centre. Retaining the General Commercial Zone will provide for future opportunities to intensify land uses permitted under the zone.

- 9 Continue to support the neighbourhood centre role of the following local centres, which are located on Special Use/Residential Development Zoned land but which a neighbourhood centre is supported by an accompanying Structure Plan:
- Egerton Drive, Averley
 - Woodlake Village
 - Waterhall Shopping Centre
 - Caversham.
- 10 Support the future development of neighbourhood centres at the following locations:
- Millhouse Road, Averley
 - Bennett Springs
 - Dayton.
 - Bullsbrook North

- Bullsbrook South
- 11 Retain the opportunity for a potential future neighbourhood centre in Upper Swan (exact location to be determined), subject to extent of future residential development in this locality.
 - 12 Guildford Neighbourhood Centre: Guildford is an important centre not only for its role in providing local convenience retailing and services, but also for its role as a historic tourism centre/destination. Actions:
 - Support the niche role of the Guildford centre as a focus for tourist and visitor spending. Encourage shoppers to spend more time and money in the centre by protecting and enhancing the precinct's heritage assets.
 - Encourage additional retail/commercial development at the Guildford centre, where appropriate, to continue to meet the needs of a growing local population.
 - Investigate opportunities to better integrate commercial areas on James Street and Swan Street.
 - 13 Horace Street (future centre): The Bellevue East Land Use Study (BELUS), which was adopted by Council in 2013, identifies the opportunity for a neighbourhood centre at Horace Street. Actions:
 - Support the development of a 'neighbourhood' or 'local' centre at Horace Street
 - Support increased residential densities in the Bellevue East locality.
 - 14 Jane Brook (future centre): Development approval exists for a 2,615m² neighbourhood centre at Jane Brook. Building permission for the Jane Brook centre expired in July 2016; however, Council have granted an extension of time for the construction of the centre. The surrounding area is generally under-served with neighbourhood and local shopping facilities. Actions:
 - Support the development of a neighbourhood centre as proposed in Jane Brook.
 - Should the development of a neighbourhood centre not eventuate, support the development of a 'local' centre in Jane Brook.
 - 15 Stratton Park: Stratton Park is an under-performing centre that will require re-investment in the future if it is going to continue to serve its intended neighbourhood centre role. Although Stratton Park has previously successfully served the role of a neighbourhood centre, it no longer meets the standards expected of a modern neighbourhood centre; nor does it meet the expectations of today's consumers. Action:
 - Provide opportunity for the Stratton Park centre to be redeveloped as a mixed use centre, containing residential, retail and commercial uses, while retaining its neighbourhood centre role.
 - 16 Midvale Neighbourhood Centre Investigation Area: Currently, residents in the Swan View Local Planning Area (which includes Jane Brook, Stratton Park and future residents in the Farrall Road Structure Plan Area) are under-served in regard to the provision of quality neighbourhood centres, in particular, the provision of a full-line supermarket. Potential exists for the development of additional neighbourhood centre facilities in the

Midvale Neighbourhood Centre Investigation Area in order to improve access to major supermarket facilities for nearby residents. Actions:

- Consider opportunities for neighbourhood centre development in the Midvale Neighbourhood Centre Investigation Area. Any future development should be supported by a Retail Needs and Sustainability Assessment that ensures the City of Swan Activity Centre Hierarchy is not undermined.

9.4 Local Centres

Local centres serve important roles within the activity centre hierarchy, including the provision of day-to-day convenience retailing and services for the surrounding residential and working populations. In addition, local centres often provide opportunities for small businesses that require low cost business accommodation, and in this sense, can act as incubators for local businesses and support local employment opportunities.

Therefore, where possible, the retention of local centres and their existing commercial zones should be encouraged. In addition, Council should encourage both public and private sector investment in existing local centres in order to contribute to their future viability and role within the hierarchy. Where opportunities for new local centres become apparent due to nearby population or employment growth, these should be supported so long as they don't impact the broader activity centre hierarchy.

However, it is acknowledged that local centres have been subject to an increasingly competitive environment, with many centres struggling to attract the required investment to remain commercially viable. In cases where the retention of a commercially viable local centre is no longer a realistic opportunity, these centres may be considered for an alternative use.

The following provides an overview of the future direction and specific actions (where required) for the City of Swan's local centres:

- 17 Midland North Local Strip Centre (LC6): LC6 is a 'strip-based' local centre located on the Great Northern Highway between Morrison Road in the south to Margaret Street in the north. Commercial and retail uses along this part of the Great Northern Highway are a legacy of the historical use of this corridor as a connection to the Midland SMC. The centre contains General Commercial Zoned land and residential zoned land of which a number of properties have commercial/retail uses as permissible uses. Actions:
 - Support the 'local' centre role (i.e. restrict supermarket development of a scale that would elevate it to a neighbourhood centre)
 - Consider opportunities for mixed-use development, or a mixed-use zone, while retaining ground-floor commercial /retail uses
 - Consider undertaking a structure planning exercise for land along Great Northern Highway between Morrison Street and Muriel Street in order to identify the future role and opportunities for the land.
- 18 Encourage private and public sector investment that would improve the amenity and appearance of the centre. This may involve consideration of the appropriate land use

zone for local centres, and/or encouraging mixed-use development with ground floor retail/commercial uses (subject to Action 2.1) for the following local centres:

- Beverley Terrace (LC1)
- South Guilford (LC2)
- Koongamia Local Centre (LC3)
- Hackett Street (LC4)
- Midvale Shops (LC5).
- Vellgrove Park (LC8)
- Timberland Crescent (LC10)
- Paradise Quays (LC11)
- Bridges Local Centre (LC17)

- 19 Continue to support the local centre role of the following local centres, which are not located on General Commercial Zone. Consideration of may be given to rezoning these centres to an appropriate commercial zone in the future, should the existing zone restrict the ability of the centre to continue to serve their role in the hierarchy:

- Morrison Road Local Centre (LC7) – Residential Development Zone
- Beechboro Business Centre (LC9) – Residential Zone (AU38)
- Summer Lakes (LC12) – Residential Zone (AU63)
- Averley Local Centre (LC16) – Special Use Zone 4 (Ellenbrook)
- Elmridge Parkway Local Centre (LC18) – Special Use Zone 4 (Ellenbrook)
- Annies Landing Local Centre (LC19) – Special Use Zone 4 (Ellenbrook).

- 20 Brabham Local Centres (LC13, LC14, LC15): The Albion District Structure Plan (2010) is the strategic land use plan guiding development in the Brabham area. Based on the Structure Plan, potential exists for approximately 5,500 residential lots; however, it is understood residential densities above that envisaged in the Structure Plan are currently being achieved. Consequently, the Brabham area has the potential to accommodate between 15,000 and 20,000 residents at capacity. The Brabham District Centre will provide weekly and higher order shopping and services to these residents; however, a network of local centres in the area should also be encouraged. The Structure Plan identifies the opportunity for three local centres, subject to market demand. Actions:

- Support the development of local centres in Brabham in appropriate locations
- Retain the opportunity for three local centres, as envisaged in the Structure Plan, until the area is fully developed.

9.5 Mixed Business Areas

Malaga (refer Figure 7) is a mixed business area and employment hub, serving a regional catchment extending across northern metropolitan Perth. The area contains a substantial provision of large-format homemaker retailing, which is predominantly located along Beach Road/Marshall Road.

A number of small convenience retail stores serve the growing number of workers in Malaga, while the need for office uses (e.g. banks and professional services) to support industrial

businesses in the area has been identified. Demand for additional homemaker retailing has also been identified.

Malaga is the only current major Mixed Business Area in the City of Swan. Other areas of 'mixed business', typically situated in the Highway Service Zone adjoining activity centres (e.g. Great Eastern Highway), are considered in activity centre policy somewhat different from the 'out-of-centre' Mixed Business Areas such as Malaga.

In addition to Malaga, significant future industrial land is planned for Bullsbrook, which gives rise to the future opportunity for a Bullsbrook Mixed Business Area in the future.

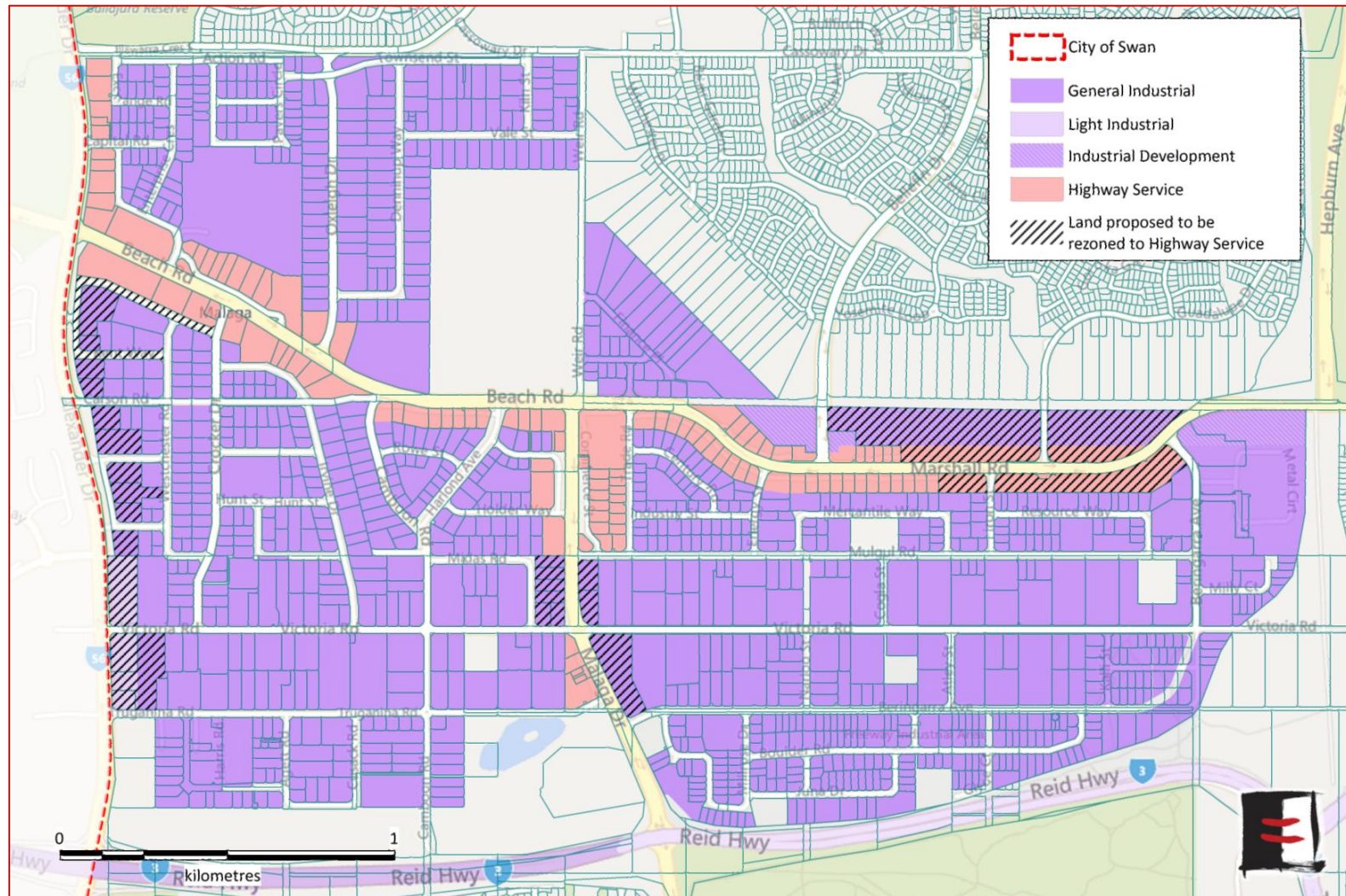
Actions Mixed Business Areas:

- 21 Ensure that the role and function of retail and commercial uses in Malaga are complementary to the operation of the activity centres hierarchy and does not include uses more appropriate for an activity centre location (e.g. supermarkets, major office developments, traditional retailing, etc).
- 22 Support the continued growth of appropriate retail and commercial uses in Malaga in a manner that consolidates its role as a major employment hub and destination for homemaker retailing of metropolitan significance.
- 23 Support the Planning Scheme Amendment No. 138 that proposes to change the designation to 'Highway Service Zone' from those 'General Industrial' and 'Light Industrial' lots with direct frontage along Malaga Drive and along Alexander Drive (refer Figure 7). The rezoning seeks to resolve minor zoning irregularities and provide a suitable area for complimentary, low-intensity commercial land uses taking advantage of improved commercial exposure along those roads. An increase in Highway Service Zoned land will provide an opportunity to accommodate future demand for bulky goods retailing.
- 24 Consider the introduction of planning mechanisms that would allow for the provision of limited office floorspace in order to provide a range business services to the Malaga Mixed Business Area. Examples of potential planning mechanisms are provided below:
 - a) Allow office uses to occupy a share of Gross Lease Area (GLA) on sites within the Highway Service Zone. This share may be in the order of 25% of a site's GLA and would permit the development of stand-alone office suites providing industrial uses are also accommodated on the site.
 - b) Identify specific locations within the Malaga Business Area where the development of office and limited convenience retail can be concentrated. These locations may be classified as 'Local Centres' in the centres hierarchy.

Pros and cons exist for both of the above approaches and these should be considered in further detail, in order to support the metropolitan significance of the Malaga Mixed Business Area.

- 25 Consider the future opportunities for a 'Bullsbrook Mixed Business Area' fronting the Great Northern Highway.

Figure 7: Malaga Mixed Business Area



Source: City of Swan Local Planning Scheme No. 17; City of Swan; BingMaps

10 PLANNING AND DEVELOPMENT ASSESSMENT CRITERIA

When does a Proposal need Planning Approval?

An amendment to the Local Planning Scheme will normally be needed to create or expand an activity centre if:

- The Local Planning Scheme or an applicable local policy does not currently provide for an activity centre or shops on the subject land; or
- The proposal would locate or extend the retail proposal, or its access, parking or other ancillary areas, onto land whose zoning, or other planning provisions preclude the proposal or regulate it or the site in a manner that would not allow the proposal to proceed; or
- The proposal would exceed any expressed floorspace limit in the Local Planning Scheme or an applicable local policy, or exceeds any level that significantly revises the centre's role and function. This definition is at the discretion of Council.

Information Applicants must provide when Seeking Planning Approval for a Proposal

Address of the subject site and Title particulars.

Details of any proposed development:

- Amount of shop/retail, commercial and other floorspace (in m²)
- Number of tenancies and their sizes
- Any particulars on type of floorspace (e.g. supermarket, discount department store, specialty stores, offices, consulting rooms etc.)
- Car parking (e.g., number of spaces, at-grade and grade-separated components).

Where Council considers strategic policy directions are not being met, or it is unclear that they are met, justification can be sought from applicants.

The application must meet any other site planning and other requirements specified in the Local Planning Scheme and in other planning policy documents with statutory effect.

The following considerations are provided as guidance to Council in assessing applications for relevant development in the City of Swan. These considerations are provided also as guidance to proponents in terms of the level of information required to support activity centre and retail development applications. Note that the level of information required to support an application will be at the discretion of Council.

1 Accessibility and Urban Design

Activity centre design in the City of Swan is to be informed by:

- The relevant sections in the SPP 4.2
- The relevant sections in this Strategy
- Any relevant provisions in local policies
- State Government Urban Design Guidelines.

Council should be satisfied that the proposed centre is consistent with the following community development issues:

- 1 Demonstrate that the proposed centre/development would be an accessible focal point for the community to be served, and consistent with any relevant structure plan or development plan for the area
- 2 Indicate the extent to which the proposal is to be transit-based, and the extent to which it is suitably integrated with public transport and is accessible by cycling and walking
- 3 Integrate architecturally and functionally into the surrounding urban areas
- 4 Ensure that, where commercially viable, any retailing is integrated with a range of non-retail, commercial, residential and community facilities and activities
- 5 Include opportunities to promote residential development within or adjacent to existing and proposed activity centres.

2 Retail Demand/Need

Council should be satisfied that the economic analysis accompanying the proposal (refer below regarding the need for a Retail Sustainability Assessment):

- 6 Shows an existing or imminent need or demand for new or expanded retail floorspace provision to serve an identified catchment
- 7 Indicates the current catchment population level, and the current and forecast population and retail spending growth for the next 5 and 10 years
- 8 Shows the extent to which the proposal will draw trade from beyond the catchment, or from passing trade
- 9 Indicates how the new retail provision supports the activity centre hierarchy
- 10 Shows, for homemaker retail proposals, the extent to which they are also supported by the demands of the business or trade community, as well as by household shoppers
- 11 If required, Council can also seek similar economic demand justification for non-retail proposals.

3 Retail Supply

Council should be satisfied that the economic analysis accompanying the proposal:

- 12 Indicates the existing supply of retail floorspace serving the catchment
- 13 Provides details of any other proposals for new or expanded retail development in the catchment or beyond, and which could have an effect on the viability or appropriate timing of what is presently proposed
- 14 Indicates the main features of the activity centres which serve (or are intended to serve) the catchment and show how the proposed development is consistent with activity centre planning for the area
- 15 Demonstrates that the proposal is consistent with the longer-term objectives of the City of Swan Commercial and Activity Centre Strategy and that it does not compromise the ability of other activity centres to meet their designated roles in the activity centre network serving the City of Swan
- 16 Indicates any existing retail gaps in merchandise/services which the proposal will fill
- 17 Clearly identifies where a site is proposed which is an alternative to that identified in the activity centre network, and the extent to which the proposal represents a preferred site and does not impact on the objectives of the Strategy.
- 18 If required, Council can also seek similar supply-side justification for non-retail proposals.

Requirement for a Retail Sustainability Assessment (or Economic Impact Assessment)

Section 6.5 of *State Planning Policy 4.2 Activity Centres for Perth and Peel* (SPP 4.2) provides details the requirements for a Retail Sustainability Assessment (RSA).

What is a Retail Sustainability Assessment?

A RSA assesses the potential economic and related effects of a significant retail expansion on the wider activity centre hierarchy. It addresses such effects from a local community access or benefit perspective, and is limited to considering potential loss of services, and any associated detriment caused by a proposed development. Competition between businesses of itself is not considered a relevant planning consideration. (refer SPP4.2, Section 6.5)

When is a retail Sustainability Assessment required?

A RSA is required for the following:

- Any amendment to the planning scheme as detailed in earlier in this Chapter. Major developments and scheme amendments or structure plans that provide for major development are to include a RSA.

- Any proposal that would result in the total shop/retail floorspace of a neighbourhood centre exceeding 6,000m² (NLA), or expanding by more than 3,000m² of shop-retail floorspace (NLA) also requires a RSA.
- The responsible authority may waive this requirement where the proposed shop-retail floorspace is substantially within the walkable catchment of a passenger rail station, in view of the scale and likely impact of the proposal.
- Where an endorsed local planning (commercial) strategy, district, local or activity centre structure plan includes an indicative amount of shop-retail floorspace derived from a retail needs assessment, a RSA is only required where a significant increase to this shop-retail floorspace is proposed.
- Major developments and scheme amendments or structure plans that provide for major development in the Perth Capital City or strategic metropolitan centres do not require a RSA.

Guidelines for Retail Sustainability Assessment

RSAs shall assess potential effects of the sustainable future provision of shopping by existing and planned activity centres in the locality, taking into account:

- The supportable shop-retail floorspace for an appropriate service population, based on a relevant trade area for the proposal
- The WAPC Guidelines for Retail Sustainability Assessments (refer SPP 4.2)
- The RSA should consider overall costs and benefits of the proposal taking into account the objectives of this policy and the Commission's Guidelines for Retail Sustainability Assessments.
- Findings should be expressed in terms of any potential impacts on each affected activity centre.
- The methodology, assumptions and data used in such analysis must be specified and be appropriate, transparent and verifiable.

Prospective developers should discuss their proposals with Council officers prior to formal submission of a Planning Permit Application or amendment to the Local Planning Scheme, so that the extent of supporting information required by Council can be ascertained. Council reserves the right to request additional information on economic impact from the applicant, if required.

The proposal should be accompanied by an analysis of the development in the context of the policies presented in this Strategy, including (where relevant):

- How the proposal meets the strategic policy directions presented the Strategy, including those measures relating to defined activity centre roles, retention of spending, mixed-use development and so on; and

- The extent to which the proposal is an appropriate development for the location and in the context of the activity development framework.

Considerations in the Assessment of Planning Applications

While the activity centre hierarchy is the focus for developing retail, commercial and other functions, in some individual circumstances it may be appropriate for these to operate at locations outside the hierarchy for a particular purpose.

Council must ensure that the integrity of the activity centre hierarchy is maintained, while nonetheless accommodating out-of-centre development of an appropriate scale and nature.

Out-of-centre developments need to be carefully assessed to ensure that such development occurs in a manner consistent with the achievement of a net community benefit without undermining the activity centres hierarchy. This assessment should include consideration (refer Action 4.1) of:

- **Locational Framework** – The applicant must demonstrate why the proposed out-of-centre location is being considered for retail or commercial development, including identifying why an in-centre or edge-of-centre location is not appropriate.
- **Accessibility Framework** – The proposal should demonstrate equitable access by ensuring the provision of convenient pedestrian links, access to public transport (as relevant), bicycle access and convenient motor vehicle access and parking.
- **Urban Design Framework** – The proposal must demonstrate a high-quality urban design that is attractive and provides a high degree of amenity for users of the facility and the general community.
- **Economic Justification** – The proposal must be supported by a suitably detailed economic or commercial assessment of the reasons for, and implications of, approval of the out-of-centre development.
- **Net community benefit** – The planning application must provide an indication of the development proposal's contribution to Net Community Benefit in terms of relevant aspects such as employment generation, impact on overall levels of vibrancy and sustainability of the locality, and contribution to liveability, social interaction, and other community-related goals.

11 MONITORING AND REVIEW

An important part of the implementation process for City of Swan Commercial and Activity Centres Strategy is to ensure that the Strategy remains relevant as circumstances change and as new opportunities arise.

Monitoring of progress in the implementation of the Strategy will be important, and this will allow proper assessment as to how the Strategy is performing and whether or not changes are warranted as a result of new and emerging trends.

Monitoring also enables Council and the community to judge how well and how efficiently the Strategy is being implemented. It is important, however, that speed of implementation should not be the sole criterion for success. Most communities seek good quality outcomes and, with a little patience, will be pleased to see on-the-ground results which ensure viable activities and attractive, competitive activity centres.

Council must ensure, therefore, that the Strategy is monitored and reviewed on a regular basis. Some indicators of progress can be readily assessed on an annual basis, while other indicators can be assessed over a longer period or sooner if important changes are identified in the marketplace and other conditions.

Indicators for monitoring and review purposes are listed in Table 11.1. These indicators are based on readily available and relatively inexpensive data, including official data, Council planning approvals and commencements data, land use and floorspace surveys, and reference to consultant reports.

Table 11.1: Indicators for Monitoring Process

Indicator	Source	Comment
1. Activity Centre Floorspace	Department of Planning Land Use and Employment Surveys	The Department of Planning is currently undertaking its latest land use and employment survey. Once completed, prepare a summary of shop and other uses by activity centre and compare with previous versions of the survey.
2. In-centre surveys	In-centre surveys	Undertake a series of short in-centre surveys in the Midland SMC of businesses and customers on a regular basis (e.g. every one or two years). The survey could cover issues such as the local community's views on the centre, changes in people's perception of the centre as a place to visit, views on competing centres, issues they identify and actions that need doing, trends in employment levels, etc. The surveys would be a helpful reference point in assessing potential impacts of the initiatives contained in the Strategy.
3. Property development proposals and projects	Council records	Track development applications, proposals, and completions through Council data.
4. Retail trading performance	Consultant reports; Property Council; industry liaison	Especially track official sources of data. Note numbers of new or expanded businesses and estimate of new jobs on an annual basis.
5. Increased floorspace provision for shops and services, as well as increased value of buildings and works	Council and ABS data for planning and building approvals, and building completions	This measure uses regular and up-to-date data, and is therefore very useful. Can indicate change in use from shop to other use and vice-versa.
6. Vacancy rates for retail and commercial floorspace (vacant m ² expressed as a % of total m ²)	Land use and floorspace surveys	Can be undertaken at any time. As a guideline, the acceptable retail floorspace vacancy rates average around 4-6% of total retail floorspace for street-based centres. Planned under-cover modern shopping centres usually have zero vacancies due to centre management of tenant mix. These measures provide a useful indication of general health of a centre.
7. Changes in property values and rates	Council rate records; property industry	Useful indicator, especially as a relative indicator (eg different rate valuations for different centres).
8. Viewpoints on health of centres as expressed by those in property, real estate, retailing, and in other relevant industry sectors	Regular contact with real estate agents, property owners, developers, retail industry, other businesses, business associations, and the wider community.	Possible annual forum organised by Council at a venue for information exchange between property and retail industry, local traders, other businesses and stakeholders, Council and other community representatives.

Source: Essential Economics Pty Ltd