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PLANNING AND DEVELOPMENT ACT 2005

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STATE PLANNING POLICY 4.2

**ACTIVITY CENTRES FOR PERTH  
AND PEEL**



**PLANNING AND DEVELOPMENT ACT 2005**

## STATE PLANNING POLICY 4.2

**ACTIVITY CENTRES FOR PERTH AND PEEL**

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## PLANNING AND DEVELOPMENT ACT 2005

## STATE PLANNING POLICY 4.2

## ACTIVITY CENTRES FOR PERTH AND PEEL

## 1. CITATION

This policy is *State Planning Policy 4.2 Activity Centres for Perth and Peel*, made under Part 3 of the *Planning and Development Act 2005*. It replaces *State Planning Policy 4.2 Metropolitan Centres Policy Statement for the Perth Metropolitan Region*.

## 2. INTRODUCTION AND BACKGROUND

The Perth and Peel regional planning framework seeks to:

- reduce the overall need to travel;
- support the use of public transport, cycling and walking for access to services, facilities and employment; and
- promote a more energy efficient urban form<sup>1</sup>.

The planned network of activity centres in *Directions 2031* aims to provide an even distribution of jobs, services and amenities throughout Perth and Peel.

The main purpose of this policy is to specify broad planning requirements for the planning and development of new activity centres and the redevelopment and renewal of existing centres in Perth and Peel. It is mainly concerned with the distribution, function, broad land use and urban design criteria of activity centres, and with coordinating their land use and infrastructure planning.

Other purposes of the policy include the integration of activity centres with public transport; ensuring they contain a range of activities to promote community benefits through infrastructure efficiency and economic benefits of business clusters; and lower transport energy use and associated carbon emissions.

The policy also reflects the Western Australian Planning Commission's (WAPC) intention to encourage and consolidate residential and commercial development in activity centres so that they contribute to a balanced network.

***What are activity centres?***

*Activity centres* are community focal points. They include activities such as commercial, retail, higher-density housing, entertainment, tourism, civic/community, higher education, and medical services. Activity centres vary in size and diversity and are designed to be well-served by public transport.

***What types of activity centres does this policy cover?***

This policy covers the following types of activity centres (see **Table 3**):

*Perth Capital City*

*Strategic metropolitan centres*

*Secondary centres*

*Specialised centres*

*District centres*

*Neighbourhood centres* (supplemented by local centres)

*Directions 2031* recognises the need for a primary centre tier in the activity centre hierarchy. While there are no centres that currently perform this primary centre function, it is also acknowledged that some of the strategic metropolitan centres will develop and justifiably emerge as primary centres in the future.

This policy makes limited reference to industrial centres or the Metropolitan Attractors outlined in *Directions 2031*. Only recommended forms of retail and commercial development within industrial zones are noted.

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<sup>1</sup> Principle agreed by the Local Government and Planning Ministers' Council 27 March 2008

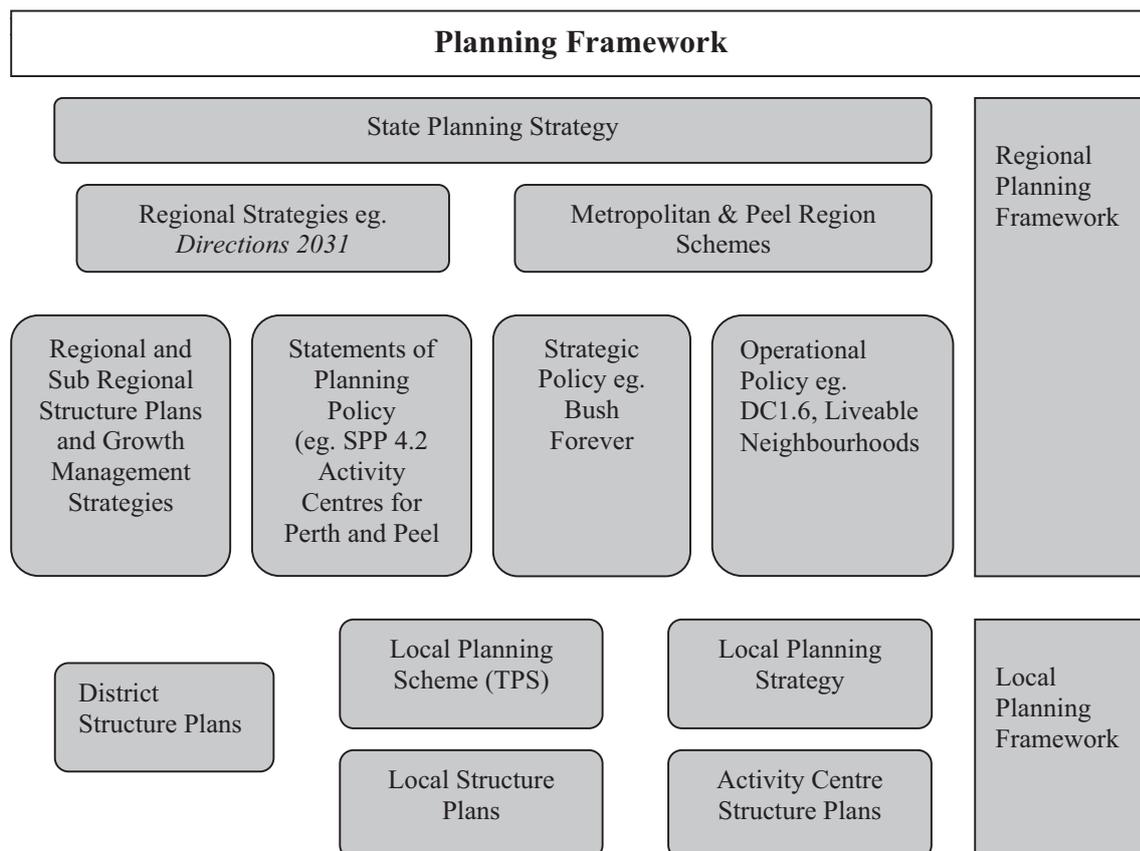
### 3. APPLICATION OF THE POLICY

This policy applies throughout the Perth and Peel regions to guide the preparation and review of local planning strategies, schemes and structure plans; and development control. Activity centre structure plans should be prepared also using the *Structure Plan Preparation Guidelines*.

The policy should be read in conjunction with other aspects of the State Planning Framework, particularly *Directions 2031*; *State Planning Policy 3 Urban Growth and Settlements*; *State Planning Policy 3.1 Residential Design Codes* (Multi Unit Housing Code provisions); *Liveable Neighbourhoods* (element 7); and *Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development*.

**Figure 1** highlights the Activity Centres Policy position in Western Australia's planning framework. The planning framework comprises:

- Regional Planning Framework – includes statutory region schemes, State planning policies and operational (development control) policies, and non-statutory regional strategies and structure plans that are prepared and administered by the WAPC. Regional strategies provide the broad framework for planning at the regional level and the strategic context for statutory region and local planning schemes.
- Local Planning Framework – includes local planning strategies and schemes prepared by local governments. Local planning strategies interpret State planning policies at the local level and provide the rationale for the zones, reservations and planning controls in the local planning scheme. Local planning schemes provide the statutory mechanisms to implement local planning strategies through zonings, reservations, structure plans, detailed area plans and development control.



**Figure 1:** Planning Framework

#### 4. POLICY OBJECTIVES

<b>Activity Centre Hierarchy</b>	1. Distribute activity centres to meet different levels of community need and enable employment, goods and services to be accessed efficiently and equitably by the community.
<b>Activity</b>	2. Apply the activity centre hierarchy as part of a long-term and integrated approach by public authorities and private stakeholders to the development of economic and social infrastructure.
<b>Movement</b>	3. Plan activity centres to support a wide range of retail and commercial premises and promote a competitive retail and commercial market.
<b>Urban Form</b>	4. Increase the range of employment in activity centres and contribute to the achievement of sub-regional employment self-sufficiency targets.
<b>Out-of-centre development</b>	5. Increase the density and diversity of housing in and around activity centres <sup>2</sup> to improve land efficiency, housing variety and support centre facilities.
	6. Ensure activity centres provide sufficient development intensity and land use mix to support <i>high-frequency</i> public transport.
	7. Maximise access to activity centres by walking, cycling and public transport while reducing private car trips.
	8. Plan activity centre development around a legible street network and quality public spaces. <sup>3</sup>
	9. Concentrate activities, particularly those that generate high numbers of trips, within activity centres.

#### 5. POLICY PROVISIONS

To meet the policy objectives, this policy makes the following provisions:

##### 5.1 Activity Centre Hierarchy

(1) Existing and planned activity centres of district centre level and above are listed in **Table 2**. New activity centres may be endorsed by the WAPC, subject to this Policy.

(2) The responsible authority should not support activity centre structure plans or development proposals that are likely to undermine the established and planned activity centre hierarchy. Activity centre structure plans and developments should be consistent with the centre's classification in the hierarchy. The responsible authority should consider the main role/function and typical characteristics for each centre type outlined in **Table 3**.

(3) The hierarchy provides a strategic planning framework to guide public authorities in the preparation of long-term capital investment programs and to promote more private investment, particularly at strategic metropolitan centres.

##### 5.1.1 Specialised centres

(1) The primary functions of the specialised centres are outlined in **Table 1**. These are the principal specialised centres, although other smaller-scale centres exist with like characteristics. Specialised centres focus on regionally significant economic or institutional activities that generate many work and visitor trips, which therefore require a high level of transport accessibility.

Specialised centre	Primary function
Curtin/Bentley	Education/Technology campus
Murdoch	Health/Education/Research
UWA-QEII	Health/Education/Research
Perth Airport	Aviation and logistic services
Jandakot Airport	Aviation and logistic services

(2) Specialised centres provide opportunities for the development of complementary activities, particularly knowledge-based businesses. A range of land uses that complement the primary function of these centres will be encouraged on a scale that will not detract from other centres in the hierarchy. It is noted that Perth and Jandakot airports are subject to Commonwealth legislation and are, therefore, outside the State and local government jurisdictions.

##### 5.1.2 Neighbourhood and local centres

(1) Neighbourhood centres are important local community focal points that help to provide for the main daily to weekly household shopping and community needs. They are also a focus for medium-density housing. There are also many smaller local centres such as delicatessens and convenience stores that provide for the day-to-day needs of local communities.

<sup>2</sup> Apart from Perth and Jandakot airports.

<sup>3</sup> A street system designed to provide a sense of direction and connection, giving clear signals regarding the spatial layout and geography of an area. (after *West Leederville Planning and Urban Design Study* - Town of Cambridge 2009)

(2) Neighbourhood and local centres play an important role in providing walkable access to services and facilities for communities. These centres should be recognised in local planning strategies, and also in structure plans for new urban areas.

## 5.2 Activity

### 5.2.1 Diversity and intensity of activity

(1) Retail, commercial, health, education, entertainment, cultural, recreational and community facilities and higher-density housing should be concentrated in centres in a compact urban form. Diversity of land uses promotes a more equitable distribution of services, facilities and employment and an overall reduction in travel demand.

(2) This policy encourages higher-order activity centres (strategic metropolitan, secondary and district) to develop in a manner that does not result in a predominantly single-purpose centre.

(3) Within larger centres, retail and commercial land uses should be distributed to enable development opportunities on various land parcels in a compact urban form.

(4) Land uses that generate activity outside normal business hours (eg. hospitality and entertainment, community facilities, gymnasiums) should be located in activity centres to generate additional evening and weekend activity and to take advantage of shared use of facilities such as car parking and public transport. Lower intensity uses such as showrooms should be located outside the core of activity centres.

(5) The responsible authority should encourage the inclusion of a *mix of land uses* in activity centre structure plans and, where appropriate, *major developments*. It should consider the diversity performance target (see **Table 3**) as a guide, having regard to factors such as the extent of land in common ownership, the proposed scale of development and the extent to which the activity centre or its catchment has already developed.

### 5.2.2 Residential density

(1) Commercial and residential growth should be optimised through appropriately-scaled buildings and higher-density development in *walkable catchments* of centres.

(2) Higher-density housing should be incorporated within and immediately adjacent to activity centres to establish a sense of community and increase activity outside normal business hours. Performance targets for residential density are in **Table 3**.

(3) Housing supply in specialised centres (apart from Perth and Jandakot airports) should be assessed on a case-by-case basis.

### 5.2.3 Employment

(1) Employment self sufficiency targets for each sub-region are outlined in *Directions 2031*. Activity centres are priority locations for employment generating activities and should contribute towards the achievement of these targets. Local planning strategies and district structure plans should define employment locations and job targets for activity centres, consistent with sub-regional targets.

(2) Focusing non-retail employment in centres can provide opportunities for clusters of compatible businesses which can lead to greater productivity through information and technology exchange, and more efficient use of infrastructure and services.

(3) Planning decision-making should facilitate:

- employment opportunities in activity centres in higher-order centres by maximising the density and range of activities to improve access to jobs;
- smaller-scale offices and commercial tenancies, particularly in neighbourhood and district centres, to facilitate the transition of home-based businesses and the growth of small business;
- low-impact service industries locating in centres close to residential areas;
- education and training, health and other specialist facilities in activity centres;
- co-locating retail, residential, commercial, entertainment and other compatible urban uses with tertiary education, health and other suitable specialised centres; and
- horizontal and vertical integration of compatible land uses in activity centres.

### 5.2.4 Offices

(1) Major offices should be located in the Perth Capital City and in strategic metropolitan, secondary and specialised centres (where appropriate). State and local governments and other public authorities should, wherever possible, locate offices within higher-order activity centres. Office development in district centres should complement the function of the centre while neighbourhood centres may include small-scale offices.

(2) Offices, unless incidental to or servicing industrial developments, should not be located on land zoned for industry under the region or local planning schemes.

## 5.3 Movement

### 5.3.1 Prioritising public transport and other modes

(1) Increasing demands for access, particularly to the Perth Capital City, strategic metropolitan, secondary and specialised centres, may have adverse environmental and quality of life impacts due to increased peak period traffic congestion. Future demands for access and movement cannot be met efficiently if there is a continued reliance on private cars and only a limited mode shift towards public transport, walking and cycling.

TABLE 2: ACTIVITY CENTRES HIERARCHY

ACTIVITY CENTRES HIERARCHY		SPECIALISED CENTRES
* emerging centres		Curtin/Bentley
CAPITAL CITY		Murdoch
Perth	Northbridge	UWA - QEII
West Perth	East Perth	Perth Airport
PRIMARY CENTRES		Jandakot Airport
STRATEGIC METROPOLITAN CENTRES		
Rockingham	Joondalup	
Armadale	Midland	
Morley	Cannington	
Fremantle	Stirling	
Mandurah	Yanchep*	
SECONDARY CENTRES		
Alkimos*	Two Rocks North*	
Belmont	Maddington	
Booragoon	Mirraboooka	
Victoria Park	Pinjarra	
Claremont	Subiaco	
Cockburn	Wanneroo	
Ellenbrook	Warwick	
Karrinyup	Whitfords	
Kwinana	Clarkson	
Leederville		
DISTRICT CENTRES		
<b>Central sub-region</b>	<b>North-west sub-region</b>	<b>South-west sub-region</b>
Ashfield	Alexander Heights	Baldivis
Cottesloe	Butler (Brighton)*	Cockburn Coast*
Highgate	Currambine	Karnup*
Wembley/Jolimont	Girrawheen	Secret Harbour
Mount Hawthorn	Greenwood	Spearwood
North Fremantle	Madeley	Warnbro
Oats Street	Neerabup	Wandi*
South Perth (Peninsula)	Sorrento	
West Leederville	Woodvale	
East Victoria Park	Eglinton*	<b>South-east sub-region</b>
Livingston	Yanchep district structure plan: centres 'C', 'F' and 'K'*	Byford
Bassendean		Forrest Lakes
Inglewood	<b>North east sub-region</b>	Gosnells
Bentley	Forrestfield	Kelmscott
Bull Creek	Kalamunda	Wungong
Burswood	Mundaring	Mundijong*
Canning Bridge	Albion*	Thornlie
Dianella		North Forrestdale*
Dog Swamp		
Kardinya		<b>Peel sub-region</b>
Fitzgerald Street		Falcon
Floreat		Halls Head
Glendalough		Lakelands
Main Street		Waroona
Melville		Ravenswood (Riverfront)*
Northlands		
Maylands		
Mount Lawley		
Noranda		
Petra Street		
Riseley Street		
Riverton		
Scarborough		
Southlands		
Stirling Central		
NEIGHBOURHOOD CENTRES		
LOCAL CENTRES (Any centre with a <i>shop-retail</i> floorspace under 1500m <sup>2</sup> NLA)		

\*denotes emerging centre



**ACTIVITY CENTRES HIERARCHY**



**LEGEND**



TABLE 3: ACTIVITY CENTRE FUNCTIONS, TYPICAL CHARACTERISTICS AND PERFORMANCE TARGETS

Typical characteristics	Perth Capital City	Strategic metropolitan centres	Secondary centres	District centres	Neighbourhood centres
<b>Main role/function</b>	Perth Capital City is the largest of the activity centres, providing the most intensely concentrated development in the region. It has the greatest range of high order services and jobs, and the largest commercial component of any activity centre.	Strategic metropolitan centres are the main regional activity centres. They are multipurpose centres that provide a diversity of uses. These centres provide the full range of economic and community services necessary for the communities in their catchments.	Secondary centres share similar characteristics with strategic metropolitan centres but serve smaller catchments and offer a more limited range of services, facilities and employments. They perform an important role in the city's economy, and provide essential services to their catchments.	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.	Neighbourhood centres provide for daily and weekly household shopping needs, community facilities and a small range of other convenience services.
<b>Transport connectivity and accessibility</b>	Focus of regional road and rail infrastructure as well as radial bus network.	Important focus for passenger rail and high frequency bus networks.	Important focus for passenger rail and/or high frequency bus network.	Focal point for bus network.	Stopping / transfer point for bus network.
<b>Typical retail types</b>	<ul style="list-style-type: none"> <li>▪ As per strategic metropolitan centres</li> </ul>	<ul style="list-style-type: none"> <li>▪ Department store/s</li> <li>▪ Discount department stores</li> <li>▪ Supermarkets</li> <li>▪ Full range of speciality shops</li> </ul>	<ul style="list-style-type: none"> <li>▪ Department store/s</li> <li>▪ Discount department store/s</li> <li>▪ Supermarkets</li> <li>▪ Speciality shops</li> </ul>	<ul style="list-style-type: none"> <li>▪ Discount department stores</li> <li>▪ Supermarkets</li> <li>▪ Convenience goods</li> <li>▪ Small scale comparison shopping</li> <li>▪ Personal services</li> <li>▪ Some speciality shops</li> </ul>	<ul style="list-style-type: none"> <li>▪ Supermarket/s</li> <li>▪ Personal services</li> <li>▪ Convenience shops</li> </ul>
<b>Typical Office development</b>	<ul style="list-style-type: none"> <li>▪ Major offices</li> <li>▪ Commonwealth and state government agencies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Major offices</li> <li>▪ State government agencies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Major offices</li> <li>▪ Professional and service businesses</li> </ul>	<ul style="list-style-type: none"> <li>▪ District level office development</li> <li>▪ Local professional services</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local professional services</li> </ul>

TABLE 3: ACTIVITY CENTRE FUNCTIONS, TYPICAL CHARACTERISTICS AND PERFORMANCE TARGETS

Typical characteristics	Perth Capital City	Strategic metropolitan centres		Secondary centres		District centres		Neighbourhood centres	
		Minimum	Desirable	Minimum	Desirable	Minimum	Desirable	Minimum	Desirable
Future indicative service population (trade) area <sup>4</sup>	Greater metropolitan region	150,000–300,000 persons	800m	Up to 150,000 persons	400m	20,000–50,000 persons	400m	2000–15,000 persons (about 1 km radius)	200m
Walkable Catchment for residential density target	N/A	30	45	25	35	20	30	15	25
Residential density target per gross hectare <sup>5</sup>	N/A								

Table 3: Diversity performance target - mix of land uses<sup>6</sup>

Perth Capital City	Centre size - Shop-retail floor space component	Shop-retail floor space	Mix of land uses floorspace as a proportion of the centre's total floor space <sup>7</sup>
Strategic metropolitan centres, secondary and district centres	above 100 000m <sup>2</sup>	above 50 000m <sup>2</sup>	N/A
	above 20 000m <sup>2</sup>	above 10 000m <sup>2</sup>	50 %
	less than 10 000m <sup>2</sup>		40 %
			30 %
			20 %
			N/A
Neighbourhood centres			N/A

<sup>4</sup> Service population or retail trade areas for (residential-associated) centres are indicative only and often overlap.<sup>5</sup> Typically, the average R Code (or net density) equivalent is two to three times the number of dwellings per gross hectare.<sup>6</sup> "Mix of land uses" includes office, civic, business, health, community, entertainment cultural uses and showrooms: see definition in Appendix 1.<sup>7</sup> Total shop-retail and mix of land uses floor space.

(2) Activity centres should be accessible by cars and freight vehicles, and particularly by public transport, walking and cycling. It is intended that this policy will guide the planning and provision of public transport infrastructure.

(3) Activity centres should be planned in line with transit-oriented development principles<sup>8</sup> to make it convenient and practicable for residents, employees and visitors to travel by public transport instead of by private car. These principles are elaborated in *Development Control Policy 1.6 Planning to Support Transit Use and Transit-Oriented Development*.

(4) *High trip-generating activities* (see **Appendix 1**) should be located to maximise opportunities to use public transport and to reduce the need for travel between places of residence, employment and recreation. The primary entrance to such activities in an activity centre of a district level and above should be within 400m of a *high-frequency public transport service* (defined in **Appendix 1**).

(5) Where agreed by the Public Transport Authority and relevant local government, contributions for the provision or improvement of capital works for public transport facilities and ongoing service provision, and for additional public realm enhancements to directly benefit cyclists and pedestrians, may be provided in lieu of a proportion of the car parking bays that would otherwise be required by the development.

### 5.3.2 Traffic and parking

#### General requirements

(1) The siting and planning of activity centres and management of traffic should:

- take account of the current and planned road capacity servicing the locality;
- ensure that vehicular access to arterial roads do not compromise their safe operation or desired transport function;
- ensure loading/unloading facilities and associated vehicle manoeuvring areas are designed so as to optimise public safety and convenience;
- balance regional traffic requirements for travel to, through (where appropriate) and around a centre with local traffic access needs; and
- sustain high levels of pedestrian movement and an external street-based retail and business environment by providing suitable traffic volumes and permeability within and around the activity centre.<sup>9</sup>

(2) The planning of activity centres should also:

- take account of the need for access and parking priority accorded to different users and modes including public transport, freight/delivery, people with a disability, bicycles, pedestrians and private cars, and balance competing user needs such as workers and visitors;
- promote an efficient supply of car parking by a suitable allocation of on-street, off-street public and shared parking including cash-in-lieu and reciprocal / shared use arrangements;
- prioritise access by different users and modes. eg. central locations for short-stay parking with commuter and other long-stay parking near the edge of centres;
- enable most parking in higher-order centres to be supplied in the form of public or common-user facilities rather than reserved for a class of users. eg. customers of a particular site or business; and
- identify necessary improvements to public transport, walking and cycling infrastructure and capital and recurrent service funding needs.

(3) For land within the boundary of an activity centre, the responsible authority should as a rule, set upper limits to car parking in view of opportunities for reciprocal and shared parking, availability of on-street or other public parking and the need for land efficiency.

(4) As a guide, two bays per 100m<sup>2</sup> for showrooms and offices and 4-5 bays per 100m<sup>2</sup> for shops. Minimums may be required, however, there should be flexibility for developers to provide less or no parking on-site and contribute cash-in-lieu towards facilities and services for common-use parking, public transport and alternative modes.

(5) The responsible authority should ensure safe and convenient access for pedestrians and cyclists (including end-of-trip facilities) and people with a disability. These include weather-protected car bays for workers and visitors with a disability. Typical supply is:

**Table 4: Typical car parking supply**

Motorcycles and bicycles in secure facilities	5-10% of all bays
People with a disability	Relevant Australian Standard
Parents with small children and prams	1 in every 15 bays

<sup>8</sup> Transit oriented development refers to locating moderate to high-intensity retail, commercial, mixed use, community and residential development close to train stations and/or *high-frequency* bus routes to encourage public transport use over private vehicles.

<sup>9</sup> See also Austroads *Guide to Traffic Management - Part 7: Traffic Management in Activity Centres*

(6) Parking facilities should be located, scaled, designed (eg, screened by buildings), and landscaped so as to:

- not visually dominate frontages to streets or other public spaces, or
- minimise disruption to the continuity of the urban form and pedestrian amenity within the *walkable catchment*.

#### **Strategic metropolitan and specialised centres**

(7) The responsible authority should:

- provide guidance for the location and management of parking supply to prioritise access between different user groups and specify targets (eg. short stay turnover, supply and management of service/delivery parking, compliance and an enforcement regime for public parking);
- base parking supply and management standards on reciprocal use and other efficiency opportunities, especially common-user parking facilities;
- ensure that the access, circulation and parking needs for all users including cyclists, motor cyclists, disability parking, service/delivery vehicles, public transport and essential services are catered for; and
- require application of a regulatory and parking fee system that supports the efficient supply and use of parking and alternatives to private car use.

#### **5.4 Urban form**

(1) District centres and higher-order centres should incorporate a network of streets and public spaces as principal elements.

(2) The following should be considered:

- a well-formed structure typically consists of small, walkable blocks that improve accessibility within a centre;
- buildings need to address streets<sup>10</sup> and public spaces to promote vitality and encourage natural surveillance;
- activity centres should contain a mix of uses along street frontages, and arrange key retail and other attractors to maximise pedestrian flows along streets;
- new activity centre development or redevelopment should include ‘sleeving’<sup>11</sup> of large-scale retail and car parks, more externally-oriented or “active” building frontages<sup>12</sup> and fewer blank walls; and
- ‘town squares’, public and civic spaces and parks need to be attractive, well located spaces that provide a quality meeting place for the community as an integrated component of the centre.

#### **5.5 Resource conservation**

(1) The planning of activity centres should contribute to the conservation of resources, in particular a reduced consumption of energy and water.

(2) Building orientation and design should maximise opportunities for passive solar and natural ventilation and the use of renewable sources of energy such as solar panels and wind turbines.

(3) The Model Centre Framework (**Appendix 2**) provides further design guidelines for the application of sustainable development principles such as maximising renewable energy use and water conservation.

#### **5.6 Out of centre development**

(1) Health, welfare, community services, entertainment, recreation, commercial and cultural facilities (**Appendix 1**) likely to attract a significant number of employees or users and/or generate significant vehicle trips should generally be located in, or adjacent to, activity centres.

(2) Where such uses cannot be accommodated within, or adjacent to, activity centres development should be restricted to established Mixed Business or equivalent zones with good access to public transport, rather than being dispersed.

##### **5.6.1 Bulky goods retailing and mixed business**

(1) The responsible authority should ensure that *shop-retail* uses are located in a pedestrian friendly urban environment. In general, bulky goods retailing is unsuited to the *walkable catchment* or the core of activity centres given their size and car-parking requirements, low employment densities and need for freight vehicle access.

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<sup>10</sup> Developments fronting a street (or private road) in a manner whereby pedestrian access to the majority of individual businesses can be achieved directly from the street, and/or where customer car parks on private property generally do not separate the street boundary from the front of a building.

<sup>11</sup> The technique of enclosing much of the perimeter of a large bulky building with smaller retail or commercial tenancies that incorporate active facades to the adjacent street or public space - see Model Centre Framework (**Appendix 2**).

<sup>12</sup> The visual effect provided by a building, such as a shop or office, whose ground floor use is directly accessible and can be seen from the street or public space which it faces; the opposite effect to a blank wall.

(2) Bulky goods are displayed and sold from retail showrooms that typically comprise extensive display and storage areas with direct vehicle access and car parking. Bulky goods retailing<sup>13</sup> does not include the sale of food, clothing or personal effects goods.

(3) The responsible authority should promote clusters of bulky goods retail adjacent to, or in close proximity to activity centres and the regional road and public transport networks. This should maximise the use of infrastructure, including the shared use of car parking; limit the number of car trips; and economically support other activity centre business.

(4) The encroachment of bulky goods retail into residential and industrial zones should be avoided. Furthermore, locating such development in an ad hoc manner or as ribbon development along regional roads is discouraged. Bulky goods retail should be developed with access and urban design controls so as not to interfere with traffic flow and safety, or detract from the amenity of public transport or the locality.

(5) Local governments should review the land use permissibility of bulky goods retail to reduce its potential dispersal throughout industrial zones. Such development should be directed to selected Mixed Business or equivalent zones with suitable road and public transport access. Local planning schemes and planning decision-making for bulky goods retail should include consideration of land requirements based on demonstrated future floorspace needs and the need to retain affordable industrial land.

(6) The preferred sequence of suitable locations is:

1. Edge-of-centre sites integrated with, but not within, the *walkable catchment* or core activity centre precincts.
2. Where it is demonstrated that sufficient suitable sites in or adjacent to activity centres are not available, out-of-centre mixed business or equivalent zones integrated with established and well-located bulky-goods nodes.
3. In limited circumstances where it is demonstrated that sufficient suitable sites in or adjacent to activity centres or within or integrated with existing bulky-goods nodes are not available, other out-of-centre mixed business or equivalent zones.

### 5.6.2 Commercial uses in industrial zones

Shops and office development should only be permitted on land zoned industrial under region and local planning schemes where:

- shops provide a local convenience service predominantly for people employed in the locality and are confined to a local centre; and
- offices are ancillary to the predominant industrial use of the premises or are confined to a local or small-scale centre that services industrial developments.

## 6. Implementation

(1) Key requirements to implement the policy are outlined in **Figure 2**, and will involve:

1. Outlining the activity centre hierarchy in regional and sub-regional strategies.
2. Region planning schemes identifying Perth Central Area and zoning the strategic metropolitan centres.
3. Preparation and review of local planning strategies.
4. Amendment of local planning schemes.
5. Preparation of activity centre structure plans and district and local structure plans.
6. Application of development control provisions.
7. Retail needs assessment and/or retail sustainability assessment.

(2) The responsible authority should not support activity centre or other structure plans, scheme amendments or development proposals that are likely to:

- undermine the activity centre hierarchy or the policy objectives;
- result in a deterioration in the level of service to the local community or undermine public investments in infrastructure and services; or
- unreasonably affect the amenity of the locality through traffic or other impacts.

(3) Unacceptable impact<sup>14</sup> may include a physical or financial cause that would result in an adverse effect on the extent and adequacy of facilities and services available to the local community that would not be made good by the proposed development itself.

### 6.1 Regional planning

(1) Sub-regional structure plans (growth management strategies) and district structure plans will indicate the location and general spatial extent of activity centres, consistent with the activity centre hierarchy.

<sup>13</sup> See Definition of *Bulky goods retail/showrooms* in **Appendix 1**

<sup>14</sup> Refer to **Section 6.5** - Retail Sustainability Assessment

(2) New activity centres identified through these plans may be endorsed by the WAPC, subject to this Policy.

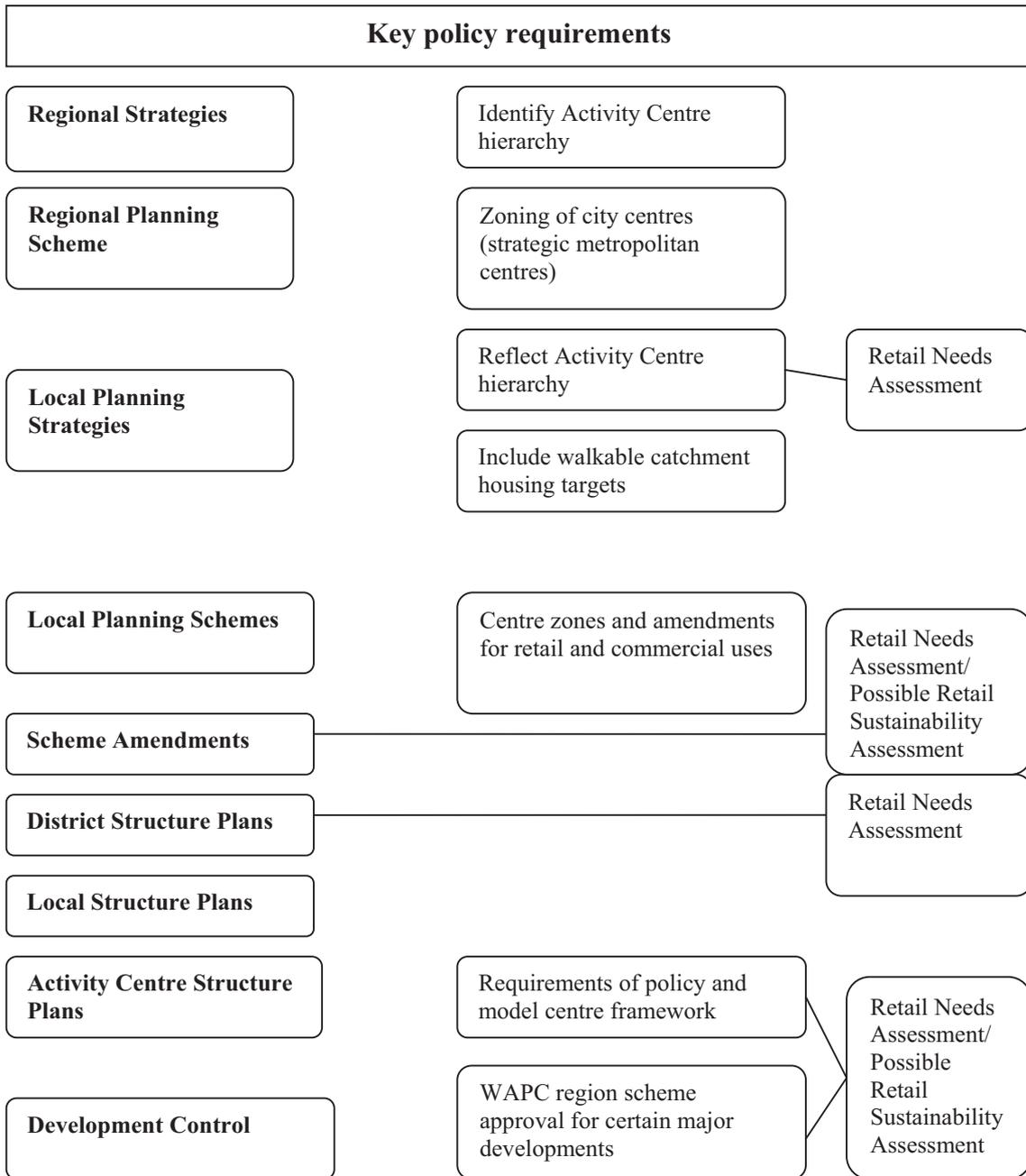
(3) Perth Capital City and strategic metropolitan centres should be zoned *City Centre* under the region planning schemes.

**6.2 Local planning strategies**

**6.2.1 Role**

(1) Local planning strategies should reflect the policy provisions including the activity centres hierarchy. These strategies will be used as the basis for preparing and amending local planning schemes, and for preparing and assessing activity centre structure plans, district and local structure plans and development applications.

(2) New activity centres identified through local planning strategies may be endorsed by the WAPC, subject to this Policy.



**Figure 2:** Key policy requirements for implementation

(3) Local planning strategies should guide the long-term distribution of retail and commercial floorspace and housing supply via a network of centres that:

- capitalise on opportunities to revitalise activity centres in established urban areas, as a catalyst for urban renewal in the surrounding catchment;
- provide sufficient development opportunities to enable a diverse supply of commercial and residential floorspace to meet projected community needs;
- cater for a full range of needs from shopping, commercial and community services from local convenience to higher-order comparison retail/goods and services;
- mitigate the potential for an over-concentration of shopping floorspace in large activity centres at the expense of a more equitable level of service to communities; and
- promote the walkable neighbourhoods principle of access to employment, retail and community facilities by distributing activity centres to improve access by foot or bicycle, rather than having to depend on access by car in urban areas.

### 6.2.2 Retail needs assessment

(1) Local planning strategies provide an information base to support planning decision-making by including an assessment of projected retail needs of communities in a local government area and its surrounds. They should take account of the impacts of the strategy proposals on adjacent local government areas and existing or planned centres.

(2) The local planning strategy should show the estimated retail need and indicative distribution of floorspace across the activity centres in the local government area, consistent with the activity centre hierarchy.

(2) Retail needs assessments are also intended to guide district and activity centre structure plans, and generally include:

- the projected population and its socio-economic characteristics;
- household expenditure and required retail floorspace;
- changing shopping patterns and trends; and
- the needs of different retail sectors.

### 6.2.3 Housing density targets

(1) Activity centres should be coded under the *Residential Design Codes*, applying *activity centre* and built form-based controls to enable housing development that complements the desired scale and intensity of other development in the centre.

(2) Local planning strategies and schemes and activity centre structure plans should optimise housing potential in *walkable catchments* and meet density targets (**Table 3**).

### 6.3 Local planning schemes

(1) Activity centres should be zoned under local planning schemes consistent with the region planning scheme and the activity centre hierarchy. The zoning should reflect the objective of providing flexibility and promoting a mix of activities.

(2) Standard zones in **Table 5** (from the Model Scheme Text Guidelines) should be applied in conjunction with special control areas or development areas where appropriate.

**Table 5: Zoning classifications of centres**

Strategic metropolitan centre	Strategic regional centre zone
Secondary centre	Regional centre zone
District centre	District centre zone
Neighbourhood centre	Local centre zone
Service industry, showrooms, trade and professional services <sup>15</sup>	Mixed business zone

#### 6.3.1 Defining activity centre boundaries

(1) Local planning strategies, schemes and district and local structure plans should identify the indicative boundaries of activity centres in both established and new urban areas. The extent of each activity centre should be identified by a boundary in activity centre structure plans as agreed with the responsible authority for the purpose of:

- identifying the extent of applicability of this policy;
- estimating the growth potential and land use mix of an activity centre; and
- managing the interface between centre-scaled development and adjacent land.

(2) The centre boundary may be defined by factors such as:

- existing zoning in MRS or local planning scheme;
- topographical features;
- major infrastructure elements;
- walkable catchment to major public transport stops; and
- use of rear boundaries are an interface or transition for land use change.

<sup>15</sup> In particular circumstances, which, due to their scale, character and land requirements, cannot conveniently or economically be accommodated within Centre zones.

(3) The resulting centre boundary must contain sufficient land to deliver an appropriate degree of land use diversity for the relevant type and scale of centre.

(4) Unduly elongated centre form is not supported and ribbon commercial development should be discouraged to avoid adverse impacts on the safe and efficient flow of traffic on major through-traffic routes. The concept of activity (urban) corridors was introduced in Network City and will be explored further by way of pilot projects identified in *Directions 2031* but is not to be interpreted as extended ribbon commercial development.

#### 6.4 Activity centre structure plans

(1) Activity centre structure plans need to be prepared for strategic metropolitan, secondary, district and specialised centres, but not for neighbourhood or local centres.

(2) Activity centre structure plans should be endorsed prior to a *major development* being approved to ensure a centre's development is integrated, cohesive and accessible. In exceptional circumstances (in the absence of an endorsed activity centre structure plan), any *major development* must satisfy relevant requirements of the Model Centre Framework.

(3) The *Structure Plan Preparation Guidelines* which outlines the process for the preparation of activity centre structure plans should be considered in conjunction with this policy, including the Model Centre Framework and any other applicable regulations.

(4) An existing endorsed structure plan will remain effective in the interim until an activity centre structure plan is endorsed in accordance with this policy.

##### 6.4.1 Activity centre structure plan requirement

(1) **Table 6** outlines when an activity centre structure plan is required and the responsible authority that will endorse it.

(2) Due to the importance of strategic metropolitan centres, activity centre structure plans are expected to be prepared and adopted within three years of the policy being finalised. Their classification under the activity centre hierarchy may be reviewed in line with this requirement.

**Table 6: Activity centre structure plan requirement**

Centre plan required	Perth Capital City	Strategic metropolitan centres	Secondary centres	Specialised centres	District centres	Neighbourhood centres
Approval required	N/A <sup>16</sup>	WAPC	WAPC	WAPC <sup>17</sup>	WAPC (if floorspace exceeds 20,000 m <sup>2</sup> <i>shop-retail nla</i> ) <sup>18</sup> Otherwise: Local Government	Local Government may require a detailed area plan

Nla: net lettable area

##### 6.4.2 Responsibility for preparation

(1) Local governments and, where appropriate, landowners, can prepare activity centre structure plans for strategic metropolitan, secondary, district and specialised centres.

(2) While not subject to the centre plan provisions of the policy, the planning and development of neighbourhood centres should be guided by detailed area plans where required by a local planning scheme or structure plan. In new urban areas such plans should demonstrate how the centre satisfies *Liveable Neighbourhoods* (Element 7).

##### 6.4.3 Contents and performance indicators

(1) Activity centre structure plans should encompass the whole of a centre as defined by the boundaries (refer **Section 6.3.1**).

(2) Activity centre structure plans should demonstrate how the proposed development of the centre meets the requirements of the policy and the Model Centre Framework (**Appendix 2**). It should also be demonstrated how the activity centre structure plan satisfies *Liveable Neighbourhoods* (Element 7), particularly for new urban areas.

(3) **Table 7** outlines the contents required in activity centre structure plans and should be read with the Model Centre Framework, which provides more detailed guidance. The responsible authority should use the centre performance indicators to assess the activity centre structure plan based on the level of maturity of the centre.

<sup>16</sup> Not required given that the City of Perth City Planning Scheme and the East Perth Redevelopment Scheme provide an overall planning framework for the Perth Capital City area.

<sup>17</sup> Jandakot and Perth airports are exceptions as they are subject to Commonwealth legislation.

**Table 7: Activity centre structure plan contents and performance indicators**

Contents required		Performance indicators
<b>Centre context</b>	1. Regional context	1.1 Consistency with the role and typical functions in <b>Table 3</b> .
	2. Local context	2.1 Responsive to the area's natural, cultural and historical heritage. 2.2 Integration with the surrounding area.
<b>Movement</b>	3. Public transport infrastructure	3.1. Prioritisation of public transport.
	4. Walking and cycling access	4.1. Provision for end-of-trip facilities. 4.2. Improved access and facilities for pedestrians and cyclists.
	5. Traffic assessment	5.1. Improved access by all modes, including freight vehicles.
	6. Freight servicing	
	7. Centre parking strategy	7.1. Provides for upper limits and common-use of car parking.
<b>Activity</b>	8. Estimated employment	8.1. Number, range and density of jobs.
	9. Floorspace estimate by land use	9.1. The <i>mix of land uses</i> ' floorspace target ( <b>Table 2</b> ). 9.2. Provision of community, civic and cultural facilities.
	10. Housing density	10.1. Housing density target.
	11. Retail sustainability assessment or retail needs assessment (where required)	11.1. Retail scale justified in context of catchment and centre classification.
<b>Urban form</b>	13. Key nodes, landmarks and view lines	
	14. Street interface	14.1. Ratio of external, street-oriented to internal (mall-based) tenancies. 14.2. Passive surveillance of streets and public spaces. 14.3. Active uses at ground floor.
	15. Public spaces	15.1. Quality of public and open spaces.
	16. Landscaping	
<b>Resource conservation</b>	17. Energy and water conservation	17.1. Demonstrated energy-efficient building orientation and design. 17.2. Provision for water saving and re-use of water in landscaping and buildings.
<b>Implementation</b>	18. Collaboration 19. Staging and monitoring 20. Use of conditions 21. Planning obligations and incentives	18.1 Demonstrated collaboration with local government and with transport and other relevant infrastructure agencies. 18.2 Effective strategy and coordination arrangements for staged implementation of the structure plan.

### 6.5 Retail sustainability assessments

A Retail Sustainability Assessment (RSA) assesses the potential economic and related effects of a significant retail expansion on the network of activity centres in a locality. 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.

#### 6.5.1 Scope and requirements

(1) The RSA 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 the normative primary service (trade) areas in **Table 3**;
- the Commission's *Guidelines for Retail Sustainability Assessments*; and
- an assessment of the costs imposed on public authorities by the proposed development, including the implications for and optimal use of public infrastructure and services provided or planned in the locality.

(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.

(3) The methodology, assumptions and data used in such analysis must be specified and be appropriate, transparent and verifiable.

#### 6.5.2 When required and exemptions

(1) *Major developments* and scheme amendments or structure plans that provide for *major development* are to include a RSA. Furthermore, any proposal that would result in the total *shop-retail* floorspace of a neighbourhood centre exceeding 6000 m<sup>2</sup> nla, or expanding by more than 3000 m<sup>2</sup> *shop-retail* nla also requires a RSA.

(2) 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.

(3) 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.

(4) *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.

### 6.6 Development control

#### 6.6.1 General requirements

(1) Activity centre structure plans should be prepared prior to approval of any *major development* within an activity centre.

(2) Developments should:

- comply with the endorsed activity centre structure plan or local planning (commercial) strategy; and
- be located in an appropriate level centre of the activity centre hierarchy.

(3) The shopping component of larger activity centres should, where possible, be staged to take into account actual and projected growth of the number of people living and working in its trade area.

(4) Development proponents should demonstrate consistency with this policy, including relevant aspects of the Model Centre Framework (**Appendix 2**).

(5) In dealing with any development application the responsible authority will consider the region planning scheme; any operative or proposed local planning strategy or scheme; state planning policy; and any relevant endorsed policy, strategy or plan.

(6) In granting an approval to an application the responsible authority may impose reasonable conditions to achieve the objectives of the above planning instruments or for relevant planning purposes. These conditions may include:

- modifying the floorspace provision or design and arrangement of the proposal;
- the responsible authority or another agency undertaking related works or reasonable financial contributions to such works ; and
- ceding of land required to achieve the objectives or provisions of the above planning instruments, where the land requirement is related to the needs created by the proposal.

#### 6.6.2 Proposed delegation under region planning schemes

(1) Local governments will be responsible for approval of development provided that the following classes of development will be referred to the WAPC for determination in accordance with the relevant notice of delegation under the region planning scheme:

- Development that may have significant regional implications.
- *Major development*, which either the local government or the WAPC (after consulting the responsible local government) considers appropriate to a higher level in the activity centres hierarchy, based on the main role/function and other criteria in **Table 3**.
- Developments wholly or partly on zoned land in specialised centres; and
- All developments wholly or partly on reserved land in specialised centres (apart from Jandakot and Perth Airports), except for *permitted development*.

## APPENDIX 1: INTERPRETATIONS

Unless otherwise noted, terms used in this policy have common meanings and include those listed in the *Planning and Development Act 2005* and the *Town Planning Amendment Regulations 1999*.

### Bulky goods retail or showroom

Large premises used to display, sell by wholesale or retail, or hire:

- automotive parts and accessories
- camping and recreation equipment
- electrical light fittings
- animal and pet supplies
- floor coverings
- furnishings, bedding and manchester
- furniture
- goods of a bulky nature that require a large area for handling, display or storage; or direct vehicle access to the site of the premises by the public for the purpose of loading goods into a vehicle after purchase or hire.
- home entertainment goods
- household appliances
- office equipment supplies
- party supplies
- swimming pools and supplies
- hardware
- garden supplies

### Gross hectare

The area of zoned land under the region planning scheme. ie. excluding the area reserved for parks and recreation, railways, primary and other regional roads and public purposes.

### High-frequency public transport

A public transport route that runs a service at least every 15 minutes during week day peak periods.

### High trip generating land uses

Land use	High
	>100 vehicle trips in peak hour
Educational establishment	>100 students
Restaurant, tavern, night club, reception area etc.	>1000 persons (seats) or > 2000m <sup>2</sup> gross floor area
Fast food outlet	>500m <sup>2</sup> gross floor area
Shop	>1000m <sup>2</sup> gross floor area
Non-food retail	>2500m <sup>2</sup> gross floor area
Offices	>5000m <sup>2</sup> gross floor area

See Volume 5 Part b of *Transport Assessment Guidelines* for derivation of values.

### Major development

Development of any building or extension/s to an existing building where the building or extensions are used or proposed to be used for *shop-retail* purposes and where the shop-retail nla of the:

- proposed building is more than 10000m<sup>2</sup>; or
- extension/s is more than 5000 m<sup>2</sup>.

### Mix of land uses

Floorspace within the boundaries of an activity centre that is used or proposed for activities within the following land use categories:

- Office/business: administrative, clerical, professional and medical offices;
- Health/welfare/community services: government and non-government activities that provide services such as hospitals, schools, community services and religious activities;
- Entertainment/recreation/culture (excludes outdoor areas): sports centres, gyms, museums, amusements, gambling services and hotels; and
- Bulky goods retail/showroom.

### Net lettable area (nla)

The area of all floors in the internal finished surfaces of permanent walls but excluding:

- all stairs, toilets, cleaners cupboards, lift shafts and motor rooms, escalators, tea rooms, and plant rooms, and other service areas;
- lobbies between lifts facing other lifts serving the same floor;
- areas set aside as public space or thoroughfares and not for the exclusive use of occupiers of the floor or building; and
- areas set aside for the provision of facilities or services to the floor or building where such facilities are not for the exclusive use of occupiers of the floor or building.

### Permitted development

Refer Planning Bulletin 94

**Shop/retail (shopping or shop)**

The land use activities included in “Planning land use category 5: Shop/retail” as defined by the Commission's Perth Land Use and Employment Survey (as amended from time to time). (Planning land use categories are broad descriptors of land use activities).

**Structure Plan Preparation Guidelines**

Means guidelines on the preparation of structure plans as published by the Commission from time to time, in accordance with the applicable regulations.

**Walkable catchment**

Derived from application of the ‘ped-shed’ technique<sup>19</sup> to the existing or proposed street network in the boundaries of the centre plan. ie. The:

- extent of the walkable catchment is either 200m, 400m or 800m depending on centre type (outlined in **Table 3**); and
- Walkable catchment is measured from rail stations, major bus transfer stations or stops located on high-frequency bus routes.

**APPENDIX 2: MODEL CENTRE FRAMEWORK****CONTENTS****1.0 Introduction**

- 1.1 About this framework
- 1.2 How to use this framework

**2.0 Centre context**

- 2.1 Regional context
- 2.2 Local context
- 2.3 Activity centre structure plan requirements

**3.0 Movement**

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- 6.4 Activity centre structure plan requirements

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- 7.1 Collaboration
- 7.2 Staging and monitoring
- 7.3 Use of conditions
- 7.4 Planning obligations and incentives
- 7.5 Activity centre structure plan requirements

**8.0 Activity centre structure planning checklist**

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<sup>19</sup> Refer Appendix 3 of *Liveable Neighbourhoods*

## 1.0 Introduction

### 1.1 About this framework

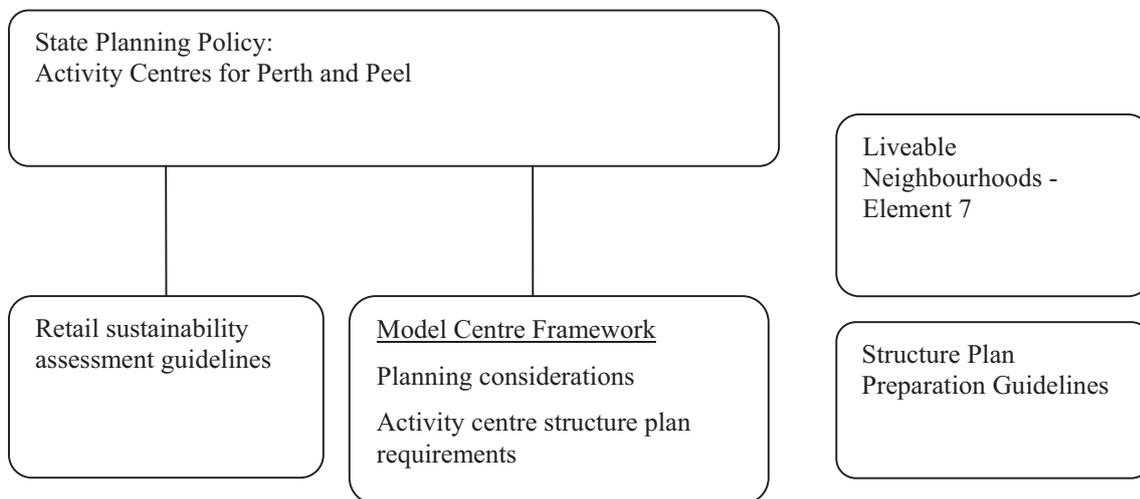
The Model Centre Framework deals with the principles of design and key considerations related to planning for activity centres in Perth and Peel. The aim of the framework is to provide guidance on the preparation of activity centre structure plans and support *State Planning Policy 4.2: Activity Centres for Perth and Peel* (Activity Centres Policy).

The framework is to be considered when preparing and assessing activity centre structure plans. **Section 6.4** of the Activity Centres Policy outlines the required contents and performance indicators to be used to assess activity centre structure plans. In exceptional circumstances (in the absence of an endorsed activity centre structure plan), any *major development* should still satisfy the relevant requirements of the Model Centre Framework. The activity centre structure plan requirements are summarised in a checklist at the end of the document.

An activity centre structure plan sets out the spatial plan and strategy to achieve a compact, pedestrian-friendly, mixed-use activity centre that will offer a range of lifestyle choices, reduce car dependency and limit environmental impact.

**Figure 1** outlines the key documents that need to be considered in the preparation of an activity centre structure plan, including the *Structure Plan Preparation Guidelines*.

It is not possible for this document to cover all the issues involved in planning for activity centres. Guidance on transit orientated design<sup>20</sup>, transport planning and management<sup>21</sup> and crime prevention<sup>22</sup> for example, should be considered when preparing an activity centre structure plan and related development applications. Footnotes and suggestions for further reading are provided where topics may warrant further investigation.



**Figure 1:** Activity centre structure plan key documents

### 1.2 How to use this framework

The following elements are to be addressed in the Activity centre structure planning process:

- Centre context
- Movement
- Activity
- Urban form
- Resource conservation
- Implementation.

Activity centre structure plans are required for strategic metropolitan centres, secondary centres, district centres and specialised centres. Activity centre structure plans should include the above elements, providing for each:

- an analysis of existing conditions
- opportunities and constraints
- a description of the alternative approaches considered
- a description of the proposed approach, supported by maps, diagrams, sketches and photographs.

<sup>20</sup> Development Control Policy 1.6: Planning to Support Transit Use and Transit Oriented Development (January 2006)

<sup>21</sup> Austroads *Guide to Traffic Management - Part 7: Traffic Management in Activity Centres*

<sup>22</sup> Planning bulletin 79: Design Out Crime Planning Guidelines (June 2006)



Strategic transport routes      Examining the strategic transport network will inform how a centre connects to other places. Analysis of key transport routes (road, rail, or cycle) and where these intersect a centre can suggest how to optimise its layout.

## 2.2 Local context

Detailed analysis of an activity centre and its immediate hinterland provides an understanding of the people who live around, work within and visit the centre. This will inform how well the centre meets the commercial, social and community needs of its catchment area, where improvement can be made, and how it may adapt over time.

### Planning considerations

Local policy context	Provides the local activity centre structure planning context in terms of the local planning strategy, scheme and structure plans and measures the centre's performance against key policy objectives and targets.
Centre boundary	Defining the area over which an activity centre structure plan operates is essential. Centre boundaries must match the intended role and function, accommodate sufficient growth, and deliver appropriate land use diversity.
Demographic profile	Understanding the key economic, employment and social trends <sup>24</sup> within a centre's catchment area will inform future planning proposals and growth predictions.
Defining characteristics	Natural, historical, and cultural features all contribute to the identity of a place and should be considered in an activity centre structure plan. A plan should also capitalise on the unique elements of place such as topographical features, view lines, and focal points to reinforce place identity.

## 2.3 Activity centre structure plan requirements

1. Classify the centre and assess its current performance against the activity centres hierarchy and the functions and performance targets in **Table 2** of the Policy.
2. Document and map the centre's regional context, recording the centre's strengths, weaknesses, opportunities and constraints.
3. Clearly define and map the existing centre boundary and any proposed extension.
4. Document and map the centre's demographic profile and defining characteristics.
5. Conduct a baseline assessment of land and its use within the centre's boundary and *walkable catchment*<sup>25</sup>.
6. Document and map transport links and accessibility nodes within the centre boundary and its surrounds. Note local street hierarchy, bus services and stops, rail facilities, and pedestrian/ cycle access and provision.
7. Review relevant state and local planning policy, guidance, and best practice noting key objectives and targets relating to the centre.

## 3.0 Movement

**SPP 4.2 Objective:** *Maximise access to activity centres by walking, cycling and public transport while reducing private car trips.*

The physical organisation of an activity centre must be supported by a balanced network of transport alternatives in particular walking, cycling, and public transport. Greater emphasis should be placed on establishing and maintaining a well-connected street network that is integrated with the surrounding area. In the case of existing centres, this could mean introducing new streets to improve connectivity or sharing street space between different modes rather than focusing on car movement.

## 3.1 Regional Perspective

An activity centre has the capacity to reduce the overall amount of car travel if it is conveniently accessible by high-frequency public transport and the regional road network (for distribution and servicing). A centre's location in relation to strategic transport routes will dictate ease of access, how people arrive, and even influence user perception of place.

### Planning considerations:

Strategic road hierarchy      The Metropolitan Road Hierarchy<sup>26</sup> categorises roads according to function and capacity. A centre's position in relation to strategic roads will determine how it is serviced and its ability to capitalise

<sup>24</sup> Data sources include the Census, and the local housing and commercial strategy.

<sup>25</sup> See **Table 3** of the Activity Centres Policy.

<sup>26</sup> Main Roads Western Australia manages the primary road network for the Perth and Peel region.

	on the 'movement economy' of passing trade. Centres are best located off, or visible from arterial roads.
Points of arrival	Key places of entry such as train stations, major intersections, and bus interchanges act like a centre's 'front door'. These gateways can influence how people interpret a centre and its function. Sites suitable for 'landmark' development should be identified to reinforce entryways. In order to attract people and businesses gateways should be welcoming, appropriately scaled and easily recognisable.
Key sites	Local authorities should maximise the use of the most accessible sites within an activity centre by (re)locating anchor retail, intensive employment, or major people attractors there.

### 3.2 Public transport

Attractive, efficient and convenient public transport access will reduce private car dependency and lead to a more efficient use of land within a centre to the benefit of businesses and the community. The quality of the public transport infrastructure plays an important role in the attractiveness of this travel mode over others.



Activity centres can be served by a range of different public transport modes. Good public transport patronage needs to be 'earned' by investing in an attractive and safe environment for users, meeting resident and worker travel demand, and providing direct access to a diverse range of uses.

#### Planning considerations:

Partnerships	Collaboration between the Public Transport Authority, developers and local governments is essential to providing effective and convenient public transport servicing.
Network provision	Frequent services that meet travel demand and connect to major destinations are necessary for providing a quality transit system that attracts use. Reasonable waiting times and comprehensive services to cater for off-peak and weekend travel are key to ensure a viable alternative to the private car.
Waiting areas	Safe, high-quality stops and interchange facilities create a positive perception of public transport. Infrastructure should match the scale and frequency of use, and planning should ensure facilities are well-designed, highly visible and easy to access.
Interchange	Convenient and safe interchange is essential to integration between different modes of transport. Activity centre structure plans should promote more sustainable travel choices, by ensuring that interchange points relate well to travel generating uses and cater for smooth transition between travel modes at transport hubs.

### 3.3 Pedestrian movement and amenity

Walking is one of the most sustainable methods of travel and is the primary mode of transport within an activity centre; offering the greatest potential to replace short car trips at the local level particularly within the *walkable catchment*. The ability of an activity centre to deliver a concentrated focus of people relies on it having an efficient urban structure that locates groups of activities within walking distance of each other.

As such the quality of the walk becomes important, as does the choice and directness of the pedestrian routes. The planning and development of activity centres should therefore place greater emphasis on walking.



Pedestrian movement is a sign that a centre engenders human interaction. More building floorspace and activities at ground floor level is likely to mean more pedestrians and more human interaction.



Activated laneways provide direct pedestrian connections through the centre as well as supporting a variety of small scale uses.

### Planning considerations:

#### Desire lines

Pedestrians typically prefer to take the most direct route between attractions. Directness and a choice of routes between places are more likely to be delivered by a fine-grained network of streets and paths. Activity centre structure plans should ensure the pedestrian network reflects the main desire lines within the centre and allow for priority measures at road crossings.

#### Network provision

Priority should be given to pedestrians over traffic in centres. It is necessary to ensure walking routes are safe, networked, well-signposted, and connected to key destinations<sup>27</sup>. Activity centre structure plans should dedicate more road space to pedestrians by providing a coherent network of wide footpaths, pedestrianised zones and mid-block links (laneways and arcades) to encourage walking.

#### Legibility

A legible layout is one where people can form a clear, accurate image of the place. This is discussed further in 'Public Spaces' in the chapter *Urban Form*.

<sup>27</sup> Walk WA: A Walking Strategy for WA 2007-2020 (Department of Sport and Recreation, 2007)

### 3.4 Cycling

The planning and development of activity centres should also make greater provision to encourage cycling for centre employees and visitors<sup>28</sup>.



Cycling is an under-exploited and healthy mode of transport. It is inexpensive, reliable and convenient, particularly for shorter trips.

#### Planning considerations:

Network provision

To promote cycling as a viable mode of transport provision should be made for a comprehensive network<sup>29</sup> that connects the centre safely and conveniently to other local destinations. This includes dedicated or shared paths and the reallocation of road space to provide more space for cyclists, such as cycle lanes or bus lanes where cyclists are permitted.

End of trip facilities

Facilities should be provided to cater for and promote cycling within commercial and community developments such as showers, change rooms and lockers.

Cycle parking

Standards to ensure the supply of adequate cycle parking for public and private use should be adopted and mandated as part of the development control process.

### 3.5 Vehicle movement and access

Despite a need to reduce the current level of car use, activity centres still need to provide vehicle access for operational (service and delivery) and mobility purposes. A balanced approach to vehicle movement and access requires:

- a greater sharing of road space between different modes of travel;
- a permeable road network that provides greater choice of movement; lower traffic speeds through control mechanisms;
- fewer and safer points of conflict between vehicles and pedestrians; and
- specific measures at intersections that provide greater priority to pedestrians, cyclists and public transport.



Rokeby Road, Subiaco is an example of a successful retail based street where traffic behaviour and speed is controlled through the use of signposted limits, narrow travel lanes and medians, on-street parking, in-street bus standing and pedestrian plateaus with a unique paved surface.

<sup>28</sup> Development Control Policy 1.5: Bicycle planning (July 1998)

<sup>29</sup> Perth Bicycle Network Plan

**Planning considerations:**

Traffic volumes	Traffic side effects such as noise, fumes and safety can have an adverse affect on centre amenity. A balance between providing vehicular access and minimising traffic impact is needed. A traffic assessment <sup>30</sup> will help define the key vehicular routes within a centre and identify capacity or safety issues that need to be addressed.
Traffic management	Management can contribute to planning objectives by supporting linked and discouraging single occupancy trips, reducing vehicle speeds, and improving the attractiveness of the centre.
Priority access	Centre structure plans should identify key drop off points, taxi ranks, and parking <sup>31</sup> locations to support universal access and public transport.
Freight	Design for deliveries by identifying appropriate access routes and key freight docks.

**3.6 Parking**

The availability of car parking has a major influence on how people choose to travel to activity centres. Levels of parking can be more significant than public transport provision in determining means of travel.

Car parking also takes up large amounts of space, and potentially causes visual blight, reduced densities and physical separation of centres from the surrounding community. Reducing the amount of parking in activity centres is also essential, as part of a package of planning and transport measures, to promote sustainable travel choices.



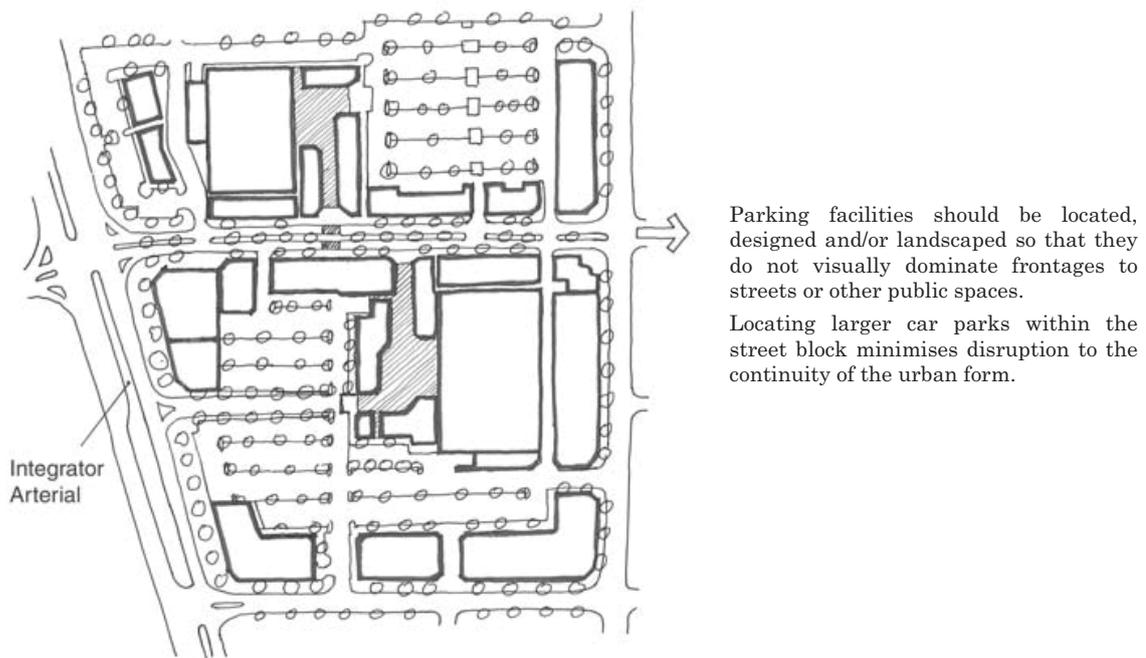
The use of on-street bays with appropriate time control provides a very efficient form of parking with minimal disruption to the continuity of the urban form

**Planning considerations:**

Use allocation	Minimise the amount of off-street parking, particularly for centres that are readily accessible by walking, cycling or public transport. Centre structure plans should adopt a parking strategy that enforces <i>upper</i> limits on parking for broad classes of development and provides spaces in accordance with universal access principles, as well as on-street parking.
Design	Parking should be well-integrated with the urban form, and not detract from pedestrian amenity in the <i>walkable catchment</i> . Off-street parking in larger activity centres should be considered for future conversion to decked parking or more intensive development containing parking and other uses.
Short stay	Centre structure plans should give priority to the provision of short-stay parking that serves the centre as a whole, rather than be dedicated to serving individual developments.

<sup>30</sup> Development Control Policy 1.7: General Road Planning (June 1998) Guidelines: Transport Assessment Guidelines for Developments (August 2006)

<sup>31</sup> Disability standards are detailed in the Building Code of Australia



### 3.7 Activity centre structure plan requirements

1. Identify gaps and deficiencies in the strategic transport network affecting the provision, efficiency and choice of access to the centre;
2. Define initiatives in consultation with transport agencies to improve access by all modes, particularly sustainable modes by (for example) service improvement, new/enhanced provision, priority measures, and congestion relief;
3. Map the main points of arrival and key sites within the centre boundary and assess their suitability in terms of centre function and role, legibility and accessibility;
4. Focus travel-intensive uses (i.e. offices, anchor retail, and commercial leisure) on sites which are (or will be) highly accessible by sustainable transport;
5. Audit the public transport facilities within the centre boundary noting any deficiencies and hindrances in the service and infrastructure provision. Define initiatives in consultation with the PTA to address the shortfall in local public transport facilities;
6. Audit the pedestrian and cycle facilities within the centre boundary noting gaps, deficiencies and hindrances in the service and infrastructure provision:
  - (a) Define clear initiatives to address the shortfall in pedestrian and cycle facilities;
  - (b) Define cycle parking and end of trip standards for broad classes of development; and
  - (c) Promote linked sustainable journeys by providing for pedestrian, cycle and bus interchange at high-frequency transport hubs.
7. Conduct a traffic assessment of the local street network to identify where capacity stress/surplus occurs. Use the findings and the contextual data collected to:
  - (i) Design streets to meet the required level of use and access (including priority access where appropriate) and form a well-connected and legible network that includes safe and efficient pedestrian routes to public transport hubs.
  - (ii) Inform traffic management proposals such as vehicle speed and access restraint, reduced severance/noise/pollution, and increased safety.
  - (iii) Locate access to major development sites that avoids detriment to road capacity and safety.
  - (iv) Identify suitable routes for delivery and service access.
8. Locate heavy freight generating uses such as distribution and warehousing away from congested central areas and preferably near the strategic road network;
9. Undertake an audit of the existing parking supply occupancy rates and patterns of use, and use the findings to identify opportunities for more efficient use; and
10. Adopt a strategy that provides for *upper* parking limits, parking standards for people with a disability and a management plan.

#### 4.0 Activity

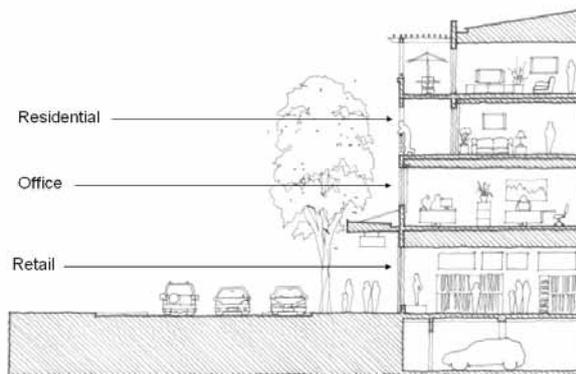
##### **SPP 4.2 objectives:**

- Ensure activity centres provide sufficient development intensity and land use mix to support high frequency public transport.
- Plan activity centres to support a wide range of retail and commercial premises and promote a competitive retail and commercial market.
- Increase the range of employment in activity centres and contribute to the achievement of sub-regional employment self-sufficiency targets.
- Increase the density and diversity of housing in and around activity centres to improve land efficiency, housing variety and support centre facilities.

By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, activity centre structure plans can help reduce the need to travel, encourage social interaction and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.

#### 4.1 Land uses and diversity

Activity centres should have an appropriate mix of uses to encourage vibrant, diverse, interactive, and safe activity centres that are lively during the day and night and reduce the overall need to travel. The diversity and the mix of land uses will vary from centre to centre. Diversifying complementary land use in conventional retail-dominated and specialised (typically single use) centres is part of the challenge for integrating activity centres into the broader (sub)urban environment.



Vertical integration of compatible land uses.



#### **Planning considerations:**

Identifying need

The need for additional floorspace will be assessed through a retail sustainability assessment or a retail needs assessment where appropriate<sup>32</sup>.

Character areas

Character areas (or precincts) are useful for organising land uses and buildings, and aiding legibility. They contain a mix of uses that are complementary and may comprise a street, block or an entire centre. This avoids any adverse effects on amenity (noise, pollution, traffic etc) created by placing conflicting uses in close proximity.

Use mix

Encouraging a diverse range of activities means a centre will be 'in use' for a longer portion of the day. Vibrant centres use land more efficiently (by promoting linked trips), facilitate social interaction and enhance safety with natural surveillance<sup>33</sup>. Activity centre structure plans should promote vibrancy by prescribing a vertical and horizontal mix of compatible uses, and by placing active uses at ground level to activate the public realm<sup>34</sup>.

<sup>32</sup> Refer to Section 6 of the policy and the Retail Sustainability Guidelines.

<sup>33</sup> Refers to the presence of passers-by and/or the overlooking of spaces and buildings by windows.

<sup>34</sup> See the *Urban Form* chapter for more detail.



An example of a centre plan with a defined centre boundary and a number of different activity precincts.

#### 4.2 Employment

Structure plans should promote activity centres as employment hubs. A greater proportion of metropolitan employment should be focused in activity centres<sup>35</sup> to provide opportunities for: attracting and retaining staff; businesses to establish knowledge-sharing and service clusters; more efficient use of infrastructure; and the population density to support public transport services.



#### Planning considerations:

##### Compatibility

While Activity centre structure plans should be flexible in the types of employment they allow, some are more conducive to (sub)urban environments than others, for example office, professional and other service-sector businesses.

##### Siting

Employment intensive uses are major generators of travel. Activity centre structure plans should locate large businesses or employment clusters on the most accessible (key) sites, particularly those within easy walking distance (400 metres maximum) of public transport hubs.

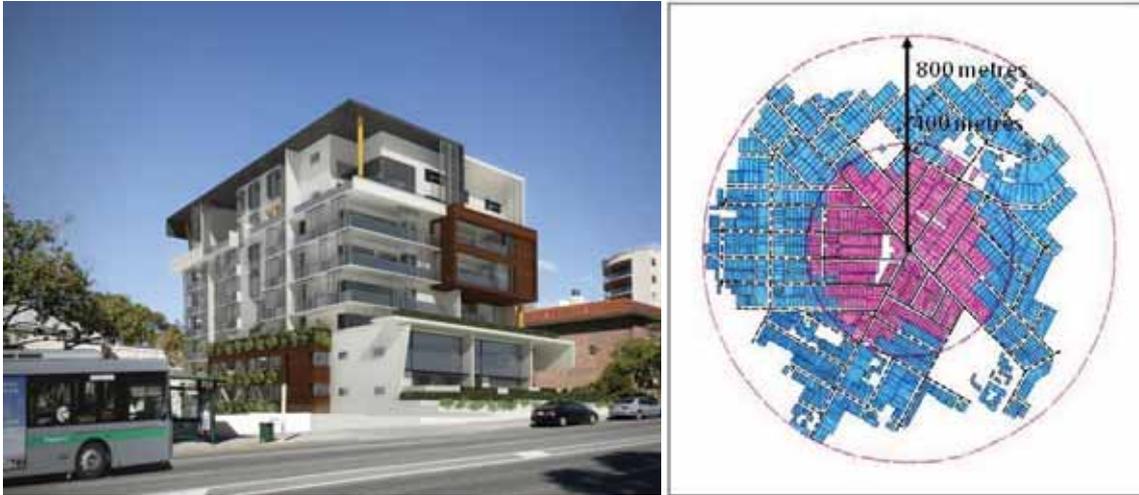
##### Working practices

Activity centre structure plans should cater for small-scale and home-based businesses and live-work housing whenever possible.

<sup>35</sup> See Section 5.2.3 of the Policy

### 4.3 Dwellings

Residential development within the *walkable catchment* of activity centres is necessary to build a sense of community, stimulate pedestrian movement, and encourage passive surveillance ‘eyes on the street’ outside normal business hours. It also provides walkable access to jobs, shopping, leisure and services, improving social inclusion and promoting more sustainable patterns of development.



Higher-density buildings in activity centres should be well designed and provide the high level of amenity associated with urban living.

#### Planning considerations:

##### Dwelling Type

Centre living can appeal to households beyond the nuclear family so provision of a range of residential dwellings in a centre helps to address the housing needs of a diverse community. Activity centre structure plans should mandate diversity in housing type (accommodating singles to families) and access to housing (elderly, disabled and affordable). Housing in upper storeys of mixed use developments is encouraged to maximise efficient use of land.

### 4.4 Retailing

While the principal aim of the activity centres policy is to encourage greater land use diversity, retailing will often remain an important function. To promote the principles of connectivity and flexibility, centres need to be planned and designed in a manner that can accommodate different retail formats and allow them to change and adapt over time.

#### Planning considerations:

##### Anchor stores

Department stores or supermarkets are major generators of travel and should be located in the most accessible areas, particularly those within easy walking distance (400 metres maximum) of public transport hubs (see key sites).

##### Foot fall

Pedestrian routes connecting key sites within an activity centre will attract the highest foot fall and should maximise the extent of direct (street-facing) retail frontage.

### 4.5 Activity centre structure plan requirements:

1. Review the existing land use patterns within the centre boundary and identify any complementing use clusters and define these as discrete character areas;
2. Record the existing uses and document any gaps in the land use mix. Identify the requirements to address the diversity performance target;
3. Assess existing community, civic and cultural facilities within the centre boundary. Make allowance for their provision relative to the scale and type of centre;
4. Where required by the activity centres policy, conduct a retail sustainability assessment or retail needs assessment;
5. Maximise pedestrian benefit by locating new retail along accessible streets and areas that can support high foot fall.
6. Identify employment sectors (retail and non-retail) and formats (i.e. live-work) and estimate the number and types of jobs provided by the centre;
7. Assess the housing densities required within the *walkable catchment* to meet the residential density targets in the Policy; and

## 5.0 Urban form

**SPP 4.2 objectives:** Plan activity centre development around a legible street network and quality public spaces.

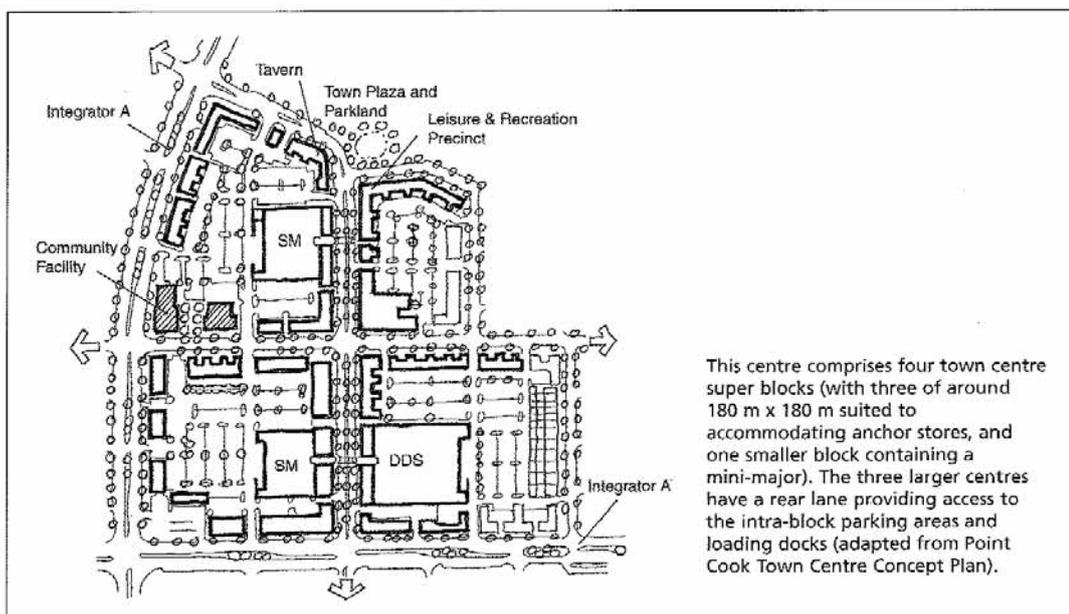
Activity centre built form should incorporate height at key points while respecting human scale and solar access, within a layout of strong, legible public streets and spaces that preserve natural assets and enhance the structure of the activity centre. The urban form of an activity centre gives shape and expression to the activities within the centre as well as to the role and scale of the centre as a whole.

Urban form also gives definition and character to the outdoor spaces, both public and private, and has a distinct influence on the degree of amenity enjoyed by building occupants. In short, urban form is the most recognisable physical attribute of an activity centre.

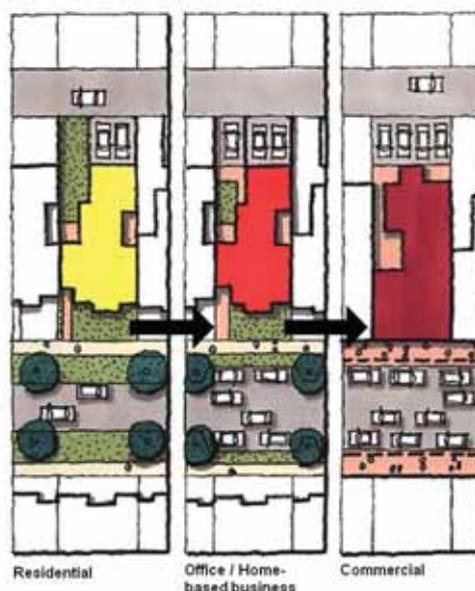
### 5.1 Urban structure and built form

The physical layout influences how people travel to and through a centre. Physical layout also influences how land uses adapt to form character areas (or precincts) or accommodate new uses.

The nature and design of buildings must reflect the location and role of the centre in terms of height, scale, orientation, material and texture. Buildings also have a bearing on the attractiveness and comfort of the street environment. They frame the internal landscape and views, and provide weather protection for pedestrian comfort.



Example of a street-based activity centre structured as four street blocks.



An example of how a well-located and configured lot can enable its use to evolve from residential to home-based business use, and then to full commercial use

**Planning considerations:**

Urban structure	Streets connect key land uses to the surrounding community <sup>36</sup> . A well-formed structure typically consists of small (70x120-240 metre) walkable blocks as they offer more choice of access than larger impermeable blocks <sup>37</sup> .
Retain and reuse	Keeping existing buildings can reinforce the unique qualities of a place. It is therefore important that key buildings, even if not heritage listed, be preserved and integrated into new development when possible.
Building envelope	The nature and design of buildings should complement the local aesthetic and environment as they frame the public realm and forge view lines. The desire to optimise floorspace should be balanced against height, bulk and proportion controls.
Occupant amenity	Centre development should minimise adverse amenity effects on neighbouring uses caused by over-shadowing, noise, odours, and over-looking. Activity centre structure plans should also set controls to ensure good amenity through minimum open space standards, safeguarding important views, and securing universal access.
Adaptability	Develop buildings with long life spans and built-in flexibility to allow for changes of use with time. This will result in a better capacity for the centre to incrementally evolve and adapt to changing economic and social conditions.

**5.2 Street interface**

The interest of an urban street is derived from the windows, doorways, people coming and going, vistas, and architectural detail, texture, and colour. Furthermore, the importance of these attributes is most significant at the ground floor level of a building where the relationship between a building and pedestrians is most important.



An example of how the upper levels of larger buildings can be setback to enable the lower levels to establish a street wall of a scale that complements the character of the place.

**Planning considerations:**

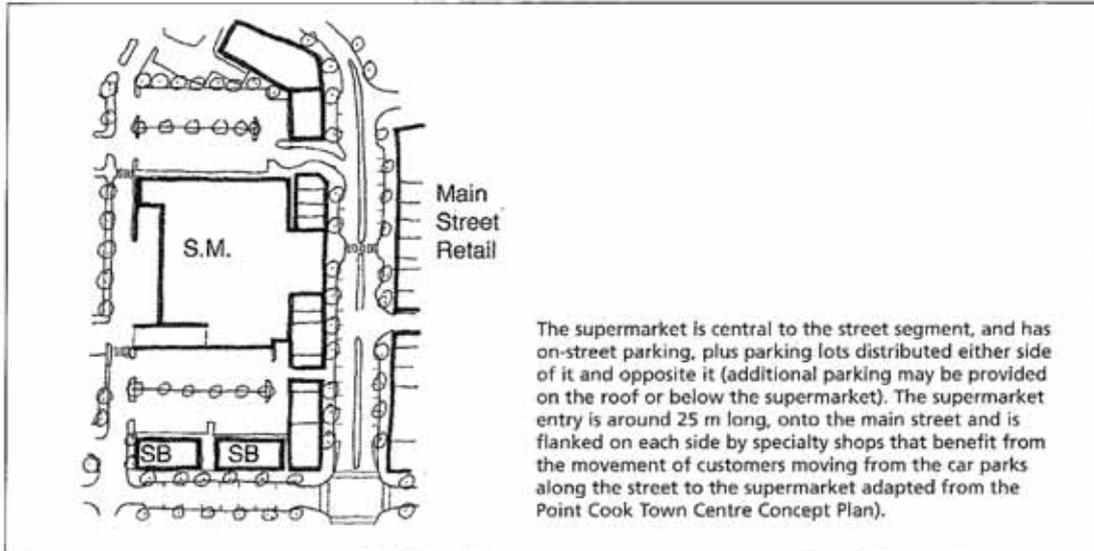
Scale	Efficient use of space within the centre boundary will avoid unnecessarily large separations between buildings and uses. Buildings should abut and address streets and public spaces. The alignment, orientation, and set back of buildings are to complement and reflect street function and widths to allow for density whilst maintaining human scale.
Building articulation	Buildings should incorporate contrasts and expression to avoid visual monotony and create interest, particularly at the public interface. This includes variations in depth, height, colour, texture or materials as well as the presence and number of openings (windows and door).

<sup>36</sup> Areas within the walkable catchment).

<sup>37</sup> Ian Bentley et al "Responsive Environments", Architectural Press (1985): Chapter 1.

## Active fronts

At ground level buildings should contain activities that contribute (either passively or actively) to the public realm. Traditional shopping centres struggle to deliver sufficient street-based activity, and hybrids only manage when the enclosed mall is a small portion of the total centre. The opportunity to sleeve large scale retail and/or introduce outwards facing uses to avoid blank walls is encouraged. Building fronts should also offer weather protection through the provision of awnings and eaves.



An example of a supermarket—conventionally an internalised box—addressing the street, “sleeved” with other uses, and given an extra storey in height to establish an active and attractive street edge.



An example of good “active” building frontage with full-height display windows at street level and doors opening directly onto the street.

### 5.3 Public spaces

Urban living places more emphasis on public spaces and facilities, bringing into focus the quality of these spaces and facilities. The public realm provides an opportunity to influence the character and function of a centre through the provision of piazzas, squares, and parks as well as streets.



An example of an environmental asset—in this case, a river—incorporated efficiently into the urban environment without compromising the function of the centre.



Larger spaces are valuable as community meeting places; provide an opportunity for public art; and allow people to better orientate and navigate themselves.

#### Planning considerations:

##### Landscaping

Durability of landscape elements<sup>38</sup>: Paving materials and street furniture should be of high quality, and easy to maintain. Trees and other plants should be easy to care for and add to the local biodiversity. Vegetation should be retained where possible. New planting should preferably use species native to the area and be compatible with the existing vegetation.

<sup>38</sup> Visual Landscape Planning in WA. (WAPC, 2007)

Way-finding	Physical form and activity patterns influence how people orientate and navigate a centre. Appropriate street scale and connections, character areas, view lines, and integrated, human scale signage are some useful aids. Visual cues such as landmarks (points of reference usually distinctive buildings or statues) and nodes (focal places such as road intersections) also aid legibility.
Microclimate	The siting and layout of public spaces will affect their comfort and use. Careful consideration should be given to microclimatic affects. Activity centre structure plans should set design controls that protect against excessive heat and prevailing winds, capitalise on cooling summer breezes and winter sun, and minimise the urban heat island effect.
Amenity	Streetscape amenities such as benches, bins, planters, trees, street lights, kiosks, fountains and public art enliven and support public spaces. Consideration should be given to the unification and suitability of these elements within a centre. Also, lighting can affect the character; harsh light seems inhuman, while too little light can make a place feel unsafe. Mechanical plant and service areas should be sited and designed to avoid visual and acoustic impacts on streets, public spaces and dwellings.

#### 5.4 Activity centre structure plan requirements

1. Map existing block structure, building bulk/scale/layout, ownership patterns, anchor tenants, land use synergies (forming character areas) and any vacant or under-utilised land;
2. Review existing building stock and identify heritage structures or currently disused/underused buildings and allocate their reuse/intensification;
3. Allocate and map locations within the centre boundary that are suitable for accommodating optimised building envelopes;
4. Define design controls that allocate maximum (and minimum) building heights and setbacks to safeguard an attractive and appropriate scale to streets and public spaces, and solar access;
5. Define design controls to optimise building densities within the centre boundary, subject to other built form and environmental objectives;
6. Define controls to minimise environmental impacts of development including: minimum standards to safeguard occupant amenity including segregation of incompatible uses and protection against potential nuisances;
7. Define land use and design controls that provide for active uses (e.g. retail, service, hospitality) at ground floor and maximise building articulation, including the use of glazing and entrances to animate spaces and minimise blank facades/inactivity;
8. Provide weather protection using awnings, eaves, or street trees;
9. Review the provision and quality of public spaces (parks, plazas, pedestrian malls etc) and rank the spaces according to usage and function, and define and prioritise areas for improvement;
10. Provide a landscape strategy that provides for biodiversity and urban ecologies and protects against adverse microclimatic effects; and
11. Identify and map the key nodes, landmarks, and view lines. Identify opportunities to enhance legibility such as creating new/improving old links, and defining new landmarks.

#### 6.0 Resource conservation

Activity centre structure plans should ensure environmentally sustainable outcomes by incorporating innovative design, construction and management principles. Sustainable development principles aim to curb wasteful use of resources and infrastructure through more efficient use of urban land. The design of activity centres can help deliver more sustainable development by supplying higher densities and reducing the consumption of energy, water and other resources.

#### 6.1 Energy

The overall consumption of energy in the urban system can be reduced by decreasing the demand for car travel, and by designing buildings that heat up in winter and stay cool in the summer without recourse to mechanical heating and air-conditioning. Renewable sources of energy, such as solar panels and wind turbines can reduce the carbon footprint of development. Within an urban context there is also potential to gain significant efficiencies in energy consumption through economies of scale.

#### Planning considerations:

Thermal mass	The ability of construction materials to absorb, store, and later transmit heat helps buildings to avoid extremes in temperature. Generally heavyweight materials have high thermal mass thus ensuring buildings can maintain a moderate internal temperature year-round.
Renewables	Activity centre structure plans should strive for innovation in energy conservation through design and building orientation, and advocate the installation and use of renewable energy infrastructure such as solar, or wind. Local governments may identify developer incentives to include green energy sources.

District-wide source

Consider the benefits of district-wide sustainable energy sources such as geothermal or combined heat and power processes. These technologies are not yet main-stream and so require economies of scale to make them viable.



Examples of design solutions for reducing energy consumption through the use of passive shading controls, or through the use of active systems such as photo-voltaic arrays incorporated into car parking shade structures (which could be used to charge electric vehicles in the future).

## 6.2 Water

Changes in climate patterns have seen many areas of the state, including Perth and Peel, receive less rainfall, which will increase stress on the sources of water supply.

### Planning considerations:

Waterwise plants

While landscaping helps soften the public environment and provide respite consideration must be given to the type of plants used. Landscaped areas should be designed for high water efficiency through use of 'waterwise' planting.

Stormwater management

Investigate opportunities to apply Water Sensitive Urban Design principles to manage stormwater from roads and open space, and to incorporate other integrated water systems<sup>39</sup>.

Efficiency measures

Water conservation may extend to buildings through water-saving installation and management measures. Structure plans may set design controls for water-efficient development including targets to collect and re-use rainwater.

## 6.3 Materials and waste

Materials used in construction, and the energy used to make and transport them, can be conserved by the re-use of existing buildings and materials, wherever possible, as well as the use of recyclable materials or building materials from renewable sources.

### Planning considerations:

Cut and fill

Where practical, activity centre structure plans should preserve natural land contours to minimise the need for cut and fill practices in the layout of new roads and development.

Construction materials

Reclaimed or recycled materials can lead to cost savings while reducing landfill. Materials used in construction should be locally sourced, selected for low environmental impact and reclaimed/recycled where possible.

## 6.4 Activity centre structure plan requirements

1 Establish guidelines for new development to ensure that energy-saving design and technology is incorporated through passive solar building orientation and roof designs that facilitate use of photo-voltaic panels, natural ventilation and wind turbines;

2. Mandate the use of waterwise plants and trees in all centre landscape plans;

3. Establish targets for stormwater and greywater use.

## 7.0 Implementation

This chapter offers suggestions for the types of strategic actions and statutory planning tools to support the timely delivery of an activity centre structure plan.

### 7.1 Collaboration

Collaboration between local and state government agencies and landowners is essential in developing an activity centre plan. The working relationships established during the plan development stage should continue during implementation to maintain a shared responsibility for delivering the plan.

<sup>39</sup> Planning bulletin 92: Urban Water Management (Oct 2008).

For instance, some activity centres span local government area boundaries. Opportunities may include establishing capital works priorities to support centre development.

Activity centre structure plans should provide land for utility services, community facilities and institutional uses and promote maximum use of public infrastructure. Local governments and proponents need to consult with public authorities to ensure:

- Activity centre proposals are factored into public authorities' service plans;
- Infrastructure implications are identified, and planned centre development properly integrates the planning requirements of public authorities; and
- Any necessary land or servicing agreements or developer contribution mechanisms underpinning implementation of a proposed development are considered at the appropriate stage of the planning and approval process.

### **7.2 Staging and monitoring**

A clearly defined staging strategy will facilitate delivery of the plan by identifying specific tasks and responsibilities that are matched to a manageable and realistic timeframe.

Local authorities or landowners should prepare a work program that considers the influences of land ownership, funding/investment availability and delivery partnerships.

The tasks should be prioritised as short, medium and long-term initiatives according to need and deliverability while remaining flexible to account for market influences. Possible funding sources should be identified early in the process to ensure financing is staged according to the plan delivery timeframe.

Centre structure plans should be reviewed regularly to ensure their objectives are being met and remain viable. Local governments should periodically assess the impact of policies and development applications on centre development, vitality and viability.

### **7.3 Use of conditions**

Local governments should make use of planning conditions to implement activity centre structure plans and proactively manage the impacts of development. Where justified, planning conditions may be used, for example, to ensure compliance with design standards and controls; diversify use mix; and impose reasonable financial contributions.

### **7.4 Planning obligations and incentives**

Obligations secured through the development control process can prescribe the nature of development (as with an affordable housing provision), or secure a development contribution (in kind or as a financial sum) towards the reasonable costs of shared public infrastructure or to mitigate any adverse affects or externalities. In accordance with the usual regulatory controls, acceptable obligations are fairly and reasonably related in scale and kind to the proposed development.

Activity centre structure plans should clearly indicate the likely nature and scope of any obligations that may be sought towards public infrastructure and amenities as part of development in particular areas or on key sites.

Local governments should allow a flexible approach to activity centre structure planning to foster innovation in the market response to activity centre structure plans. Options to allow plot ratio, density or height variations in exchange for greater use mix or enhanced public amenity, for example, should be explored.

Activity centre structure plans should clearly indicate the likely nature and scope of any incentives as part of development in particular areas or on key sites.

### **7.5 Activity centre structure plan requirements**

1. Document the collaboration with local government and with transport and relevant infrastructure agencies.
2. Outline the proposed strategy and coordination arrangements for staged implementation of the structure plan.

### 8.0 Activity centre structure planning checklist

This checklist should be used when preparing and assessing activity centre structure plans.

An Activity Centre Structure Plan should be endorsed prior to a *major development* being approved. In exceptional circumstances (eg. in the absence of an endorsed activity centre structure plan), any *major development* should satisfy the relevant requirements of this checklist.

Model Centre Framework contents		Activity Centre Structure Plan Requirements	Centre plans		Major development
			Compliance y/n	More info	
2. Centre context	Regional context	2.3 (1)	<input type="checkbox"/>	<input type="checkbox"/>	
		2.3 (2)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Local context	2.3 (3)	<input type="checkbox"/>	<input type="checkbox"/>	
		2.3 (4)	<input type="checkbox"/>	<input type="checkbox"/>	
		2.3 (5)	<input type="checkbox"/>	<input type="checkbox"/>	
		2.3 (6)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		2.3 (7)	<input type="checkbox"/>	<input type="checkbox"/>	✓
3. Movement	Regional perspective	3.7 (1)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		3.7 (2)	<input type="checkbox"/>	<input type="checkbox"/>	
		3.7 (3)	<input type="checkbox"/>	<input type="checkbox"/>	
	Public transport	3.7 (4)	<input type="checkbox"/>	<input type="checkbox"/>	
		3.7 (5)	<input type="checkbox"/>	<input type="checkbox"/>	
	Pedestrian movement and cycling	3.7 (6)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Vehicle movement and access	3.7 (7)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		3.7 (8)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Parking	3.7 (9)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		3.7 (10)	<input type="checkbox"/>	<input type="checkbox"/>	
4. Activity	Land uses and diversity	4.5.(1)	<input type="checkbox"/>	<input type="checkbox"/>	
		4.5.(2)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		4.5.(3)	<input type="checkbox"/>	<input type="checkbox"/>	
	Retailing	4.5.(4)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		4.5.(5)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Employment	4.5.(6)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Dwellings	4.5.(7)	<input type="checkbox"/>	<input type="checkbox"/>	✓
5. Urban form	Urban Structure and built form	5.4 (1)	<input type="checkbox"/>	<input type="checkbox"/>	
		5.4 (2)	<input type="checkbox"/>	<input type="checkbox"/>	
		5.4 (3)	<input type="checkbox"/>	<input type="checkbox"/>	
		5.4 (4)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		5.4 (5)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		5.4 (6)	<input type="checkbox"/>	<input type="checkbox"/>	
	Street interface	5.4 (7)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Public spaces	5.4 (8)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		5.4 (9)	<input type="checkbox"/>	<input type="checkbox"/>	
	Landscaping	5.4 (10)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Key nodes, landmarks and view lines	5.4 (11)	<input type="checkbox"/>	<input type="checkbox"/>	
6. Resource conservation	Energy and water conservation	6.4 (1)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		6.4 (2)	<input type="checkbox"/>	<input type="checkbox"/>	✓
		6.4 (3)	<input type="checkbox"/>	<input type="checkbox"/>	✓
7. Implementation	Collaborative working	7.5 (1)	<input type="checkbox"/>	<input type="checkbox"/>	
	Staging and monitoring	7.5 (2)	<input type="checkbox"/>	<input type="checkbox"/>	
	Effective use of conditions				
	Planning obligations and incentives				