

# Activity Centres for Greater Bunbury Policy

April 2012



Department of  
Planning





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## 1 Introduction

Activity centres are community focal points within cities and towns. They are the central nodes that provide a diverse range of services, facilities and activities to enable residents, workers and visitors alike to participate as part of the community.

Activity centres vary in size and diversity and are designed to be well-served by public transport. They generally aim to bring together varying land uses such as commercial, residential, civic/cultural and recreational as opposed to the traditional land use planning notion of segregating them, which relies heavily on the need for private vehicles.

Specifically, activity centres provide communities with:

- greater opportunities for integrating land use and transport, particularly public transport and walking;
- an important focal point by increasing opportunities for social interaction; and
- a strong basis for economic growth.

Standalone shopping and retail centres that are not multi-functional are not considered to be activity centres. With the inclusion of other mixed land uses however, they may be developed into activity centres.

The *Activity Centres for Greater Bunbury Policy* replaces the *Interim Greater Bunbury Commercial Centres Strategy*, which was prepared in April 2007 as an interim position statement to identify the Western Australian Planning Commission's expectations for commercial development within Greater Bunbury.

The main focus of the *Interim Strategy* was to guide development of commercial centres, in particular the location and development of shopping and associated commercial activities in the Greater Bunbury area. It was mainly concerned with the location, distribution, broad design criteria and staging of development of commercial activities at the regional and district level and its hierarchy was based on the floorspace cap principle. It was intended as an interim measure until a more formal position could be adopted. More detailed guidance was to be provided through a formal commercial centres strategy and the subsequent development of local planning strategies.

There has been growing concern in recent years over rising fuel prices; the environmental impact of the high reliance on private vehicles; and the desire to create a public realm with a sense of place and community ownership. This has led to consideration being given to the importance of providing multi-functional

community-focused town centres that offer far more than just shopping centres, which has resulted in a need for a policy to guide activity centres.

The *Activity Centres for Greater Bunbury Policy* is based on the principles of *State Planning Policy 4.2 - Activity Centres for Perth and Peel*. The *Activity Centres for Greater Bunbury Policy* will be included in the State Planning Framework as set out in *Statement of Planning Policy No. 1 State Planning Framework Policy* and will apply to the area within the boundaries of the *Greater Bunbury Region Scheme*. It will specify broad planning requirements for the planning and development of new activity centres and the redevelopment and renewal of existing centres within the City of Bunbury and the Shires of Capel, Dardanup and Harvey. The policy is mainly concerned with the distribution, function, broad land use and urban design criteria of activity centres and with coordinating their mixed land uses and infrastructure planning.

Other purposes of the new policy include integrating 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 intention to encourage and consolidate residential and commercial development in activity centres so that they contribute to a balanced network.

The following types of activity centres are identified within this policy (Table 2 and Figure 1):

- City centre
- District centres
- Neighbourhood centres
- Specialised centres
- Town centres (major and minor towns)

In order for existing retail centres to increase in size, they must be developed into activity centres in accordance with this policy and contain a percentage of non-retail land uses (Table 3).

This policy should be read in conjunction with other relevant policies/elements of the planning framework (including, but not restricted to, *Liveable Neighbourhoods*), the *Greater Bunbury Region Scheme* and local planning scheme/s.

## 2 Policy objectives

**Table 1: Policy objectives**

<b>Activity centre hierarchy</b>	1. Distribute activity centres to meet different levels of community needs 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.
	3. Plan activity centres to support a wide range of retail, commercial premises and promote a competitive retail, commercial market.
	4. Increase the range of employment in activity centres and contribute to the achievement of sub-regional employment self-sufficiency objectives.
	5. Increase the density and diversity of housing in and around activity centres to improve land efficiency, housing variety and to support centre facilities.
	6. Ensure activity centres provide sufficient development intensity and land use mix to support high-frequency public transport (defined in Appendix 1).
<b>Movement</b>	7. Maximise access to activity centres by walking, cycling and public transport while reducing private car trips.
<b>Urban form</b>	8. Plan activity centre development around a legible street network and quality public spaces.
<b>Out-of-centre development</b>	9. Concentrate activities – particularly those that generate high numbers of trips, within activity centres.



### 3 Policy provisions

- (1) Table 1 outlines the key policy objectives, which will be implemented by:
- outlining the activity centre hierarchy in regional strategies;
  - the region planning scheme identifying the City centre;
  - preparation and review of local planning strategies;
  - amendment of the *Greater Bunbury Region Scheme* and the relevant local planning scheme;
  - preparation of activity centre, district and local structure plans;
  - application of development control provisions in local schemes and structure plans; and
  - preparation of retail sustainability assessments.

To meet the policy objectives, the following provisions apply.

#### 3.1 Activity Centre Hierarchy

- (1) Planned activity centres and existing retail centres which are proposed to be redeveloped into activity centres are listed in Table 2. Additional activity centres may be endorsed by the Western Australian Planning Commission, subject to this policy.
- (2) The hierarchy provides a strategic planning framework to guide developers and public authorities in the preparation of long-term capital investment programs and to promote more private investment, particularly in the City centre and District centres.
- (3) The responsible authority should consider the main role/function and typical characteristics for each centre type outlined in Table 2 and should not support activity centre structure plans 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.
- (4) The responsible authority shall not approve major development of activity centres unless a retail sustainability assessment and an activity centre structure plan have been prepared and endorsed in accordance with clause 3.2. and clause 3.3, respectively.
- (5) This policy has identified the Bunbury central business district (CBD) as the only centre within the City centre hierarchy as it is considered to be the prominent focal point for Greater Bunbury. Proposals for any of the other centres that would undermine the primacy of the CBD would need to be justified in accordance with this policy.

**Table 2: Activity centre hierarchy: functions, typical characteristics and performance targets**

Activity centres	City centre	District centres
Hierarchy of activity centres	Principal Regional Centre	Sub-regional centres
Main role/function	The City centre is the largest of the activity centres, providing the most intensely concentrated development in Greater Bunbury. It has the greatest range of high order services and jobs and the largest commercial component of any activity centre in Greater Bunbury. The City centre services greater Bunbury and the South West region.	District centres serve sub-regional catchments and offer a range of essential services, facilities and employment opportunities to support their sub regional catchments. They perform an important role in Greater Bunbury's economy.
Name of activity centre	<ul style="list-style-type: none"> <li>Bunbury Central Business District</li> </ul>	<ul style="list-style-type: none"> <li>Bunbury Forum</li> <li>Dalyellup *</li> <li>Eaton Fair</li> <li>Parks Centre</li> <li>Treendale *</li> <li>Any strategic centre that maybe identified through the Greater Bunbury Strategy</li> </ul>
Transport connectivity and accessibility	Focus of regional road and rail infrastructure as well as radial bus network.	Important focus for passenger rail and direct connection and/or high-frequency bus network.
Typical retail types	<ul style="list-style-type: none"> <li>Department stores</li> <li>Discount department stores</li> <li>Supermarkets</li> <li>Specialty shops</li> <li>Personal services</li> </ul>	<ul style="list-style-type: none"> <li>Supermarkets</li> <li>Discount department stores</li> <li>Speciality shops</li> <li>Convenience goods</li> <li>Small/medium scale comparison shopping</li> <li>Personal services</li> </ul>
Typical office development	<ul style="list-style-type: none"> <li>Major offices</li> <li>Commonwealth and state government agencies</li> <li>Major institutional uses such as courts and local government office</li> </ul>	<ul style="list-style-type: none"> <li>Professional and service businesses</li> <li>District level office development</li> <li>Local professional services</li> </ul>
Entertainment	<ul style="list-style-type: none"> <li>Regional convention centre/ theatre</li> <li>Exhibition centre (gallery, museum)</li> <li>Restaurants</li> <li>Cinema</li> <li>Amusement parlour</li> <li>Wide range of arts, cultural and entertainment facilities</li> </ul>	<ul style="list-style-type: none"> <li>Smaller scale restaurant and tavern</li> <li>Amusement parlour</li> <li>Cinema</li> <li>Sub-regional scale recreation/ sporting facilities</li> </ul>
Future indicative service population (trade) area **	Greater Bunbury region and South West region	20,000–50,000 persons
Walkable Catchment for residential density target	N/A	400m
Dwelling density per hectare	Density development desirable in appropriate locations.	Minimum 30

\* Future activity centres

\*\* Service population or retail trade areas for (residential-associated) centres are indicative only and often overlap.

Neighbourhood centres	Special centres	Town centres
Local centres	Support Specialised services	Support Rural towns
Neighbourhood centres provide for daily and weekly household shopping needs, community facilities and a small range of other convenience services.	Special centres provide convenience and specialised services for Greater Bunbury.	Town centres are the main rural activity/service centres. They are multi-purpose centres that provide a diversity of uses and the full range of economic and community services necessary for the communities in their catchments.
<ul style="list-style-type: none"> <li>• Australind</li> <li>• Bunbury City Plaza</li> <li>• Glen Iris *</li> <li>• Kingston *</li> <li>• Minninup Forum</li> </ul>	<ul style="list-style-type: none"> <li>• Bunbury Regional and St John of God Hospitals, Edith Cowan University and South West Institute of Technology</li> </ul>	<p><b>Major town centres</b></p> <ul style="list-style-type: none"> <li>• Capel</li> <li>• Dardanup</li> <li>• Harvey</li> </ul> <p><b>Minor town centres</b></p> <ul style="list-style-type: none"> <li>• Burekup</li> <li>• Boyanup</li> <li>• Brunswick Junction</li> <li>• Roelands</li> </ul>
Stopping/transfer point for bus network.	Important focus for passenger rail and direct connection and/or high-frequency bus network.	Focal point for bus network and future rail.
<ul style="list-style-type: none"> <li>• Supermarkets</li> <li>• Personal services</li> <li>• Convenience goods</li> </ul>	<ul style="list-style-type: none"> <li>• Convenience goods</li> <li>• Smaller scale banks</li> <li>• Speciality shops (i.e. specific to the centre)</li> </ul>	<ul style="list-style-type: none"> <li>• Supermarkets</li> <li>• Speciality shops</li> <li>• Convenience goods</li> <li>• Banks</li> </ul>
<ul style="list-style-type: none"> <li>• Local professional services</li> </ul>	<ul style="list-style-type: none"> <li>• Professional services related to the centre (i.e. health and education specific)</li> </ul>	<ul style="list-style-type: none"> <li>• State government agencies where demand and funding warrants</li> <li>• Local government offices</li> <li>• Local professional services</li> </ul>
<ul style="list-style-type: none"> <li>• Amusement parlour</li> <li>• Small scale eating house/cafe and tavern</li> </ul>	<ul style="list-style-type: none"> <li>• Small scale eating house/cafe and tavern</li> </ul>	<ul style="list-style-type: none"> <li>• Smaller scale arts, cultural, recreation and entertainment facilities</li> <li>• Amusement parlour</li> <li>• Smaller scale eating house/cafe and tavern</li> </ul>
2,000–15,000 persons	N/A	Town and surrounding rural hinterland population
200m	N/A	N/A
Minimum 25	N/A (Note: refer to policy 3.3.3 (3))	N/A

**Table 3: Diversity performance target – mix of land uses (defined in Appendix 1)**

	Centre size - <i>Shop/retail</i> (defined in Appendix 1) floor space component	<i>Mix of land uses</i> floorspace as a proportion of the centre's total floor space (total shop/retail and mix of land uses floorspace)
<b>City, Special and Town centres</b>	NA	
<b>District and Neighbourhood centres</b>	More than 15,000m <sup>2</sup>	30%
	10,000m <sup>2</sup> to 15,000m <sup>2</sup>	20%
	5000m <sup>2</sup> to 10,000m <sup>2</sup>	15%
	Less than 5000m <sup>2</sup>	N/A

### 3.2 Retail sustainability assessment

- (1) Proposals for new, or expansion to, existing activity centres, scheme amendments or structure plans that provide for *major development* (defined in Appendix 1) are to include a Retail Sustainability Assessment (RSA). Furthermore, any proposal that would result in the total *shop-retail* (defined in Appendix 1) floorspace of District and Neighbourhood centres exceeding 6,000 metres<sup>2</sup> *net lettable area (nla)* (defined in Appendix 1), or expanding by more than 3,000 metres<sup>2</sup> shop-retail nla also require a retail sustainability assessment.
- (2) An RSA assesses the potential economic and related effects of a significant retail expansion on the network of activity centres in a locality. It considers analysis of the existing supply and demand conditions within the area; and the timing and quantity of sustainable floorspace for the development in relation to existing centres in the region. The RSA should address 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. An 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 projected population and its socio-economic characteristics;
  - household expenditure and required retail floorspace;
  - changing shopping patterns and trends;
  - the needs of different retail sectors;

- the supportable shop-retail floorspace for an appropriate service population, based on the normative primary service population (trade) areas in Table 2;
- 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 service provided.

- (3) The retail sustainability assessment should consider overall costs and benefits of the proposal and findings should be expressed in terms of any potential impacts on each affected activity centre. The methodology, assumptions and data used in such analysis must be specified and be appropriate, transparent and verifiable
- (4) The Western Australian Planning Commission may prepare guidelines in the future to assist with the preparation of retail sustainability assessments.
- (5) Where an endorsed local planning (commercial) strategy, district, local or activity centre structure plan includes an indicative amount of shop-retail floorspace, a retail sustainability assessment is only required where, in the opinion of the responsible authority, a significant increase to this shop-retail floorspace is proposed.
- (6) Major developments in the Bunbury City centre do not require a retail sustainability assessment.
- (7) The retail sustainability assessments are also intended to guide activity centre structure plans and district structure plans.

Please see  
Figure 1: Activity Centres  
A3 pdf

### 3.3 Activity centre structure plans

- (1) Activity centre structure plans need to be prepared and endorsed prior to approval of any *major development* within an activity centre to ensure a centre's development is integrated, cohesive and accessible. Developments should:
  - comply with any endorsed activity centre structure plan or local planning (commercial) strategy; and
  - be consistent with the centres relevant centre hierarchy in Table 2 and Figure 1.
- (2) 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. Activity centre structure plans, will need to address Liveable Neighbourhoods (Element 7), the provisions in the local planning scheme and/or model provisions pertaining to structure plans and address the content requirements of Table 4, in relation to:
  - centre context
  - movement
  - activity (retail and non-retail component)
  - urban form
  - resource conservation
  - implementation and staging
  - the 'Model Centre Framework' contained within Appendix 2 of SPP 4.2. 'Activity Centres for Perth and Peel';
- (3) An activity centre structure plan should include the above elements, providing for each:
  - an analysis of existing conditions;
  - opportunities and constraints;
  - a description of the alternative approaches considered; and
  - a description of the proposed approach, supported by maps, diagrams, sketches and photographs.
- (4) Where possible, larger activity centres should be staged to take into account actual and projected growth of the number of people living and working in its trade area.
- (5) 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) The preparation of activity centre structure plans is to be the responsibility of landowners and developers. Notwithstanding, a local government or the Western Australian Planning Commission may prepare an activity centre structure plan.
- (7) While generally not subject to the activity centre structure 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)*.
- (8) The responsible authority should use the activity centre performance indicators in Table 4 to assist in the assessment of the activity centre structure plan based on the level of maturity of the centre.
- (9) Activity 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.

**Table 4: Activity centre structure plan contents and performance indicators**

	<b>Contents required</b>	<b>Performance indicators</b>
<b>Centre context</b>	1. Regional context	1.1 Consistency with the role and typical functions in Table 2
	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 <i>end-of-trip facilities</i> (defined in Appendix 1).
		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	6.1 Provides an appropriate design to accommodate operational (service and delivery) vehicles for the intended development
7. Centre parking strategy	7.1 Provides for maximum standards 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 mix of land uses floorspace target (Table 3)
		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>	12. Key nodes, landmarks and view lines	12.1 Maintains visual permeability, sight lines and access to key nodes and landmarks within and external to the activity centre
	13. Street interface	13.1 Ratio of external, street-oriented to internal (mall-based) tenancies
		13.2 Passive surveillance of streets and public spaces
		13.3 Active uses at ground floor
	14. Public spaces	14.1 Quality of public and open spaces
15. Landscaping	15.1 Hard and soft landscaping design should address: <ul style="list-style-type: none"> <li>• microclimate</li> <li>• amenity improvements</li> <li>• assistance in 'way finding'</li> <li>• the need for high quality, durable and easy care elements</li> <li>• use of local and 'waterwise' species</li> <li>• the retention of existing vegetation where possible and practicable</li> </ul>	

Continued overleaf:

	<b>Contents required</b>	<b>Performance indicators</b>
<b>Resource conservation</b>	16. Energy and water conservation	16.1 Demonstrated energy-efficient building orientation and design
		16.2 Provision for water saving and re-use of water in landscaping and buildings
<b>Implementation</b>	17. Collaboration	17.1 Demonstrated collaboration with local government and with transport and other relevant infrastructure agencies
	18. Staging and monitoring	18.1 Effective strategy and coordination arrangements for staged implementation of the structure plan
	19. Use of conditions	19.1 Proposed conditions have a proper statutory purpose; do not duplicate existing applicable controls; and are implementable

### 3.3.1 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. In activity centre structure plans, the extent of the boundary should be consistent with the above or 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 the *Greater Bunbury Region Scheme* and/or the local planning scheme;
  - topographical features;
  - major infrastructure elements;
  - walkable catchment to major public transport stops; and
  - use of rear boundaries as an interface or transition for land use change.

- (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. Unduly elongated centre form and ribbon commercial development is not supported, to avoid adverse impacts on the safe and efficient flow of traffic on major through-traffic routes. The Western Australian Planning Commission does not support ribbon development.
- (4) Activity centre structure plans should encompass the whole of a centre as defined by the boundaries.

### 3.3.2 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) Land uses that generate activity outside normal business hours (ie. hospitality, 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.



- (3) The responsible authority should encourage the inclusion of a *mix of land uses* (defined in Appendix 1) in activity centre structure plans and, where appropriate, *major developments*. It should consider the diversity performance target (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.
- (4) This policy encourages activity centres to develop in a manner that does not result in a predominantly single-purpose centre.

### 3.3.3 Residential density

- (1) Activity centres should be coded under the *Residential Design Codes*, applying *activity centre* (defined in Appendix 1) and built form-based controls to enable housing development that complements the desired scale and intensity of other development in the centre. Commercial and residential growth should be optimised through appropriately-scaled buildings and higher-density development within *walkable catchments* (defined in Appendix 1) of centres.
- (2) Local planning strategies and schemes and activity centre structure plans should optimise housing potential in walkable catchments and meet density targets in Table 2.
- (3) Housing supply in specialised centres should be assessed on a case-by-case basis.

### 3.3.4 Employment

- (1) Activity centres are priority locations for employment generating activities and should contribute towards the achievement of local job targets. Local planning strategies and district structure plans should define employment locations and local job targets for activity centres.
- (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.

### 3.3.5 Offices

- (1) Major offices should be located in the City, District 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 *Greater Bunbury Region Scheme* or local planning schemes.

### 3.3.6 Sustainable forms of transport, traffic management and parking

- (1) 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.
- (2) Activity centres should consider the principles used in *transit-oriented development* (defined in Appendix 1) 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*.
- (3) *High trip-generating activities* (defined in 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.
- (4) 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.
- (5) 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. e.g. 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. e.g. 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.
- (6) 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.
- (7) 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.
- (8) 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

# See also Austroads Guide to Traffic Management - Part 7: Traffic Management in Activity Centres.

### 3.3.7 Resource conservation

- (1) In addition to complying with the provisions on resource conservation set out in *Liveable Neighbourhoods*, activity centre structure plans should also 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. *Liveable Neighbourhoods* provides further design guidelines for the application of sustainable development principles.

### 3.3.8 Energy

- (1) 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 summer without recourse to mechanical heating and cooling. Renewable sources of energy, such as solar panels and wind turbines can reduce the carbon footprint of development. Activity centre structure plans should have regard to the following sustainable forms of energy:

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.

- (2) Activity centre structure plans should 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.

### 3.3.9 Water

- (1) Changes in climate patterns have seen many areas of the state, including Greater Bunbury, receive less rainfall, which will increase stress on the sources of water supply. Activity centre structure plans should have regard to the following in order to conserve water:

#### 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.

**Figure 2: 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).**



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

- (2) Activity centre structure plans should mandate the use of 'waterwise' plants and trees in all centre landscape plans.

### 3.3.10 Materials and waste

- (1) Materials used in construction, and the energy used to make and transport them, can be conserved by the reuse of existing buildings and materials, wherever possible, as well as the use of recyclable materials or building materials from renewable sources. Proposals should have regard to the following in order to reduce materials wastage:

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 and/or recycled where possible.

- (2) Activity centre structure plans should establish targets for stormwater and greywater use.

### 3.3.11 Bulky goods retailing

- (1) In general, *bulky goods retail* (defined in Appendix 1) 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.
- (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 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 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 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:
  - I. edge-of-centre sites integrated with, but not within, the walkable catchment or core activity centre precincts;
  - II. 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; and

- III. 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.

## 4 Relationship with other statutory policies

- (1) The *Greater Bunbury Strategy* will indicate the location and general spatial extent of activity centres, consistent with the activity centres hierarchy.
- (2) 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, district and local structure plans and development applications.
- (3) Activity centres should be zoned appropriately under local planning schemes consistent with the *Greater Bunbury Region Scheme* and the activity centre hierarchy. The zoning should reflect the objective of providing flexibility and promoting a mix of activities. Standard zones from the *Model Scheme Text Guidelines* should be applied in conjunction with special control areas or development areas where appropriate.
- (4) The classes of development and development applications that are to be referred to the Western Australian Planning Commission are determined in accordance with the Clause 27 Resolution made pursuant to the Greater Bunbury Region Scheme. Development applications will be determined in accordance with the Instrument of Delegation, as amended, from time to time, made pursuant to the Greater Bunbury Region Scheme.



## 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*.

### Activity Centres

Activity centres are multifunction focal points that provide a diverse range of services, facilities and activities. They vary in size and diversity and are designed to be well-served by public transport.

### Bulky goods retail or showroom

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

- automotive/vehicle sales, parts and accessories
- camping and recreation equipment
- electrical light fittings
- animal and pet supplies
- floor coverings
- furnishings, bedding and manchester
- furniture
- household appliances

- office equipment supplies
- home entertainment goods
- party supplies
- swimming pools and supplies
- hardware
- garden supplies
- 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, but does not include Shop/retail.

### End-of-trip facilities

End-of-trip facilities include secure bicycle parking, changing facilities and lockers for cyclists, joggers and walkers at their place of work. Providing these facilities means people can choose not to drive or take public transport to their place of work. These facilities will also benefit people who exercise during their lunch break.

### 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 activities

Land use	High
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



# Activity Centres

## for Greater Bunbury Policy

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### 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 10,000m<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
- showrooms (subject to compliance with section 3.3.11).

### 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.

### Shop/retail (shopping or shop)

Any activity that involves the sale of goods from a shop located separate to and/or in a shopping centre and includes the sale of food, clothing or personal effects goods, but does not include bulky goods retail or showrooms.

(*Note:* 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) provides a general guide to Shop/retail activities).

### Transit oriented development (TOD)

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.

### Walkable catchment

Derived from application of the 'ped-shed' technique<sup>1</sup> to the existing or proposed street network in the boundaries of the centre plan, that is, the:

- extent of the walkable catchment is either 200 metres or 400 metres depending on centre type (outlined in Table 2); and
- walkable catchment is measured from rail stations, major bus transfer stations or stops located on high-frequency bus routes.

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<sup>1</sup> Refer Appendix 3 of *Liveable Neighbourhoods*





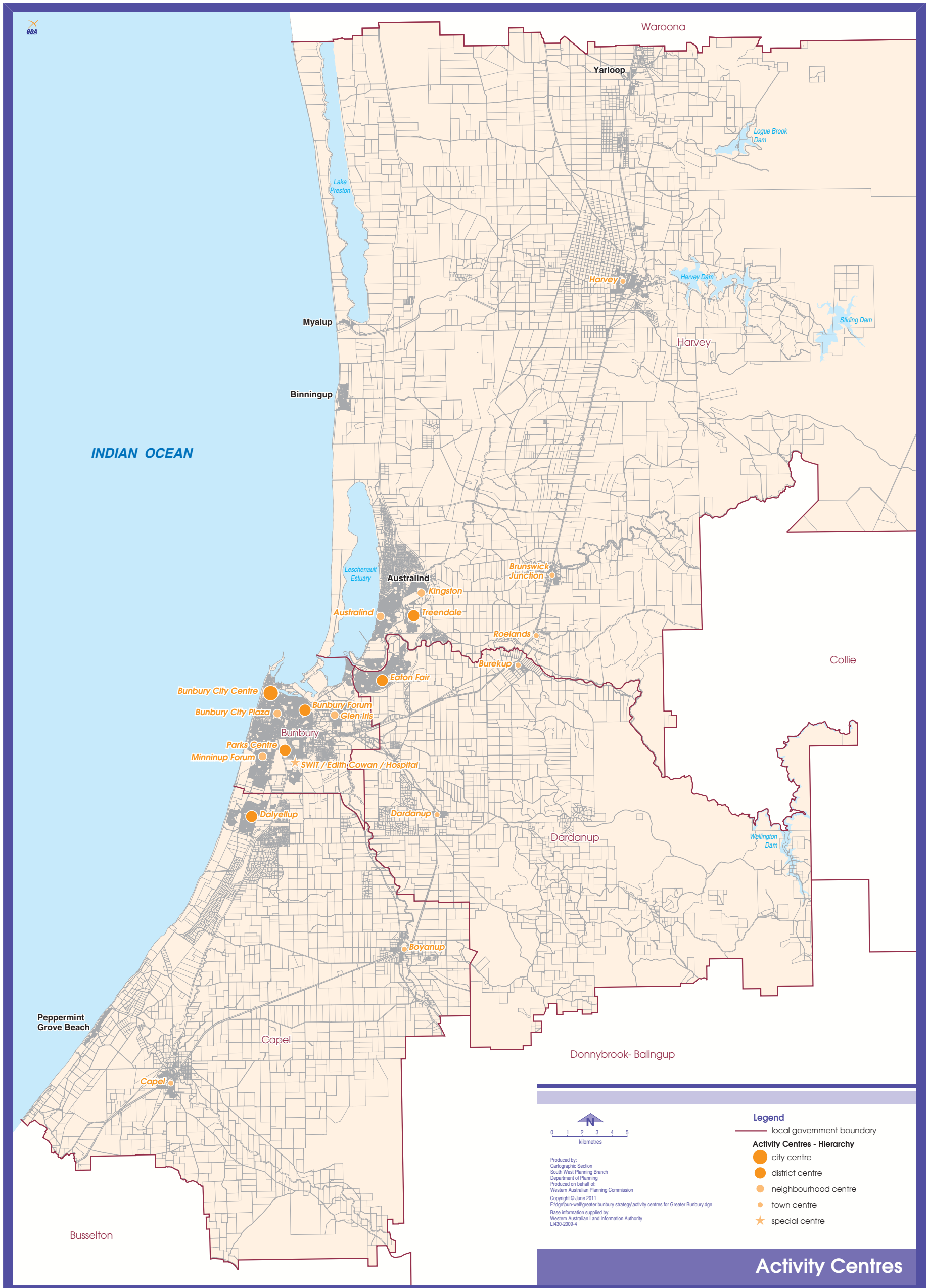


Figure 1: Activity Centres