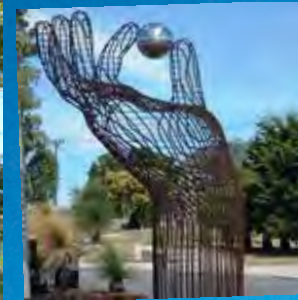


City of **Cockburn**

## Phoenix Activity Centre Structure Plan



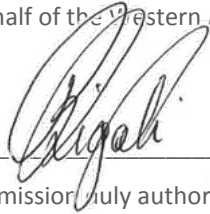
## Endorsement

This structure plan is prepared under the provisions of the City of Cockburn Local Planning Scheme No. 3.

IT IS CERTIFIED THAT THIS STRUCTURE PLAN WAS APPROVED BY RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION  
ON:

**1 April 2022**

Signed for and on behalf of the Western Australian Planning Commission:



an officer of the Commission duly authorised by the Commission pursuant to section 16 of the Planning and Development Act 2005 for  
that purpose, in the presence of:



Witness

5 April 2022

Date

5 April 2032

Date of Expiry

## TABLE OF AMENDMENTS

| Amendment No. | Summary of Amendment | Amendment Type | Date Endorsed by WAPC |
|---------------|----------------------|----------------|-----------------------|
|               |                      |                |                       |
|               |                      |                |                       |
|               |                      |                |                       |

## Executive Summary

The City of Cockburn’s Local Commercial and Activity Centres Strategy (LCACS) was adopted by Council in 2012 and sets out the strategic vision and broad framework to guide the planning and development of the City’s activity centres over the next 15 years. The LCACS sets out that its successful implementation will require early, targeted activity centre structure planning for major commercial activity centres likely to experience significant future growth in the short to medium term. It sets out the requirement for activity centre structure plans to be prepared for district and larger centres, which includes the Phoenix District Centre.

There has already been a considerable amount of strategic planning work completed for the Phoenix District Centre. The Phoenix Revitalisation Strategy was adopted by Council for the Phoenix Centre in 2009. In line with the recommendations of the Revitalisation Strategy, there has been an increase to the residential densities within the 800m catchment around the centre, rezoning of a new ‘Mixed Use’ area, and numerous improvements to the public realm.

The Phoenix Shopping Centre is likely to undergo refurbishment and possible expansion in the future. The new ‘Mixed Use’ zoning in the Activity Centre is likely to generate new land use and development proposals. The Activity Centre Structure Plan is needed to guide this development. The Revitalisation Strategy has identified the need for improvements to movement and connectivity in the area – the Activity Centre Structure Plan further addresses these issues.

The Activity Centre Structure Plan examines the key opportunities and constraints of the area, and identifies key

actions to support maturation of the Activity Centre. It also measures the impact that these actions are predicted to have on the criteria or metrics set out in the LCACS.

| <b>SUMMARY TABLE</b>                 |                 |
|--------------------------------------|-----------------|
| Total area covered by structure plan | 38.59ha         |
| Area of each land use:               |                 |
| <i>Mixed Use:</i>                    | 1.48ha          |
| <i>R40</i>                           | 15ha            |
| <i>R60</i>                           | 0.8ha           |
| <i>R80</i>                           | 1.4ha           |
| <i>Local Reserve - Civic</i>         | 5.9315ha        |
| Estimated number of dwellings        | 764             |
| Estimated residential site density   | 20 dwellings/ha |
| Estimated population                 | 1528            |
| Estimated commercial floor space     | 37,513sqm       |

# Objectives

The Activity Centre Structure Plan provides a framework to create a place that is:

- **Adaptable** - A place that can respond to the diverse and changing needs of the community.
- **Easy to move around** - A place that is easy for all users to move around, particularly pedestrians and cyclists, and that connects well to existing movement networks and areas of interest.
- **Safe and welcoming** - A place where people feel safe and secure, and that encourages positive social interaction.
- **Distinctive** - A place that reflects local identity and has a distinctive character.
- **Attractive** - An attractive, enjoyable place where people will want to live, work, and visit.
- **Sustainable** - A place that is environmentally sustainable.

The Activity Centre Structure Plan provides a framework to coordinate development in the private realm and improvements in the public realm to achieve these objectives.

Key features of the plan include:

- Development Concept Plans to guide development for each precinct.
- Design requirements and staging for minor and major developments.
- Adoption of Design Guidelines (Local Planning Policy) for the Activity Centre, including:
  - Guidance for the 'Mixed Use' zone to encourage commercial uses, including offices, at ground floor.

- Guidance for new development to address streets and public spaces.
- Landmark built form in the Activity Centre to add visual interest and improve legibility and amenity.
- A vehicle access plan for the Mixed Use zone to ensure safe and legible access.

- Creation of a town centre boulevard for Rockingham Road between Coleville Crescent and Phoenix Road.
- Formulation of a Public Art Strategy that identifies themes to strengthen a unique identity for the Phoenix Activity Centre and improve legibility.
- Improvements to public open space to improve their function, and make them more attractive pedestrian connections to the Activity Centre.
- Preparation of a Signage Strategy for Rockingham Road.
- Preparation of a wayfinding strategy for the Activity Centre to assist in promoting cyclist and pedestrian movements between nearby attractions and within the centre.
- Preparation of a Master Plan for the City of Cockburn Administration Site.
- Monitoring of the performance of the Activity Centre by undertaking a review every two years, measuring against the LCACS metrics and addressing the elements discussed within this Structure Plan relating to:
  - Land use mix diversity targets;
  - Residential density targets;
  - Built form and streetscape intensity.

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# PART ONE

## IMPLEMENTATION

### 1.0 Structure Plan Area

The Activity Centre Structure Plan boundary was defined in the City of Cockburn Local Commercial and Activity Centre Strategy (LCACS).

This was based on the guidance set out in SPP 4.2 'Activity Centres for Perth and Peel' (SPP 4.2), which outlines that the extent of each activity centre should be identified by a boundary in the activity centre structure plan for the purposes of estimating the growth potential and land use mix of the activity centre; and managing the interface between centre-scaled development and adjacent land.

The Activity Centre Structure Plan boundary is illustrated in Figure 1 and is consistent with that set out in the LCACS. It encompasses a 400m walkable catchment that includes the 'District Centre' zoned land, the 'Mixed Use' zoned land on the western side of Rockingham Road, some adjacent residential zoned lots, and the City's administration site. This area enables comprehensive consideration of land use and movement in the Activity Centre.

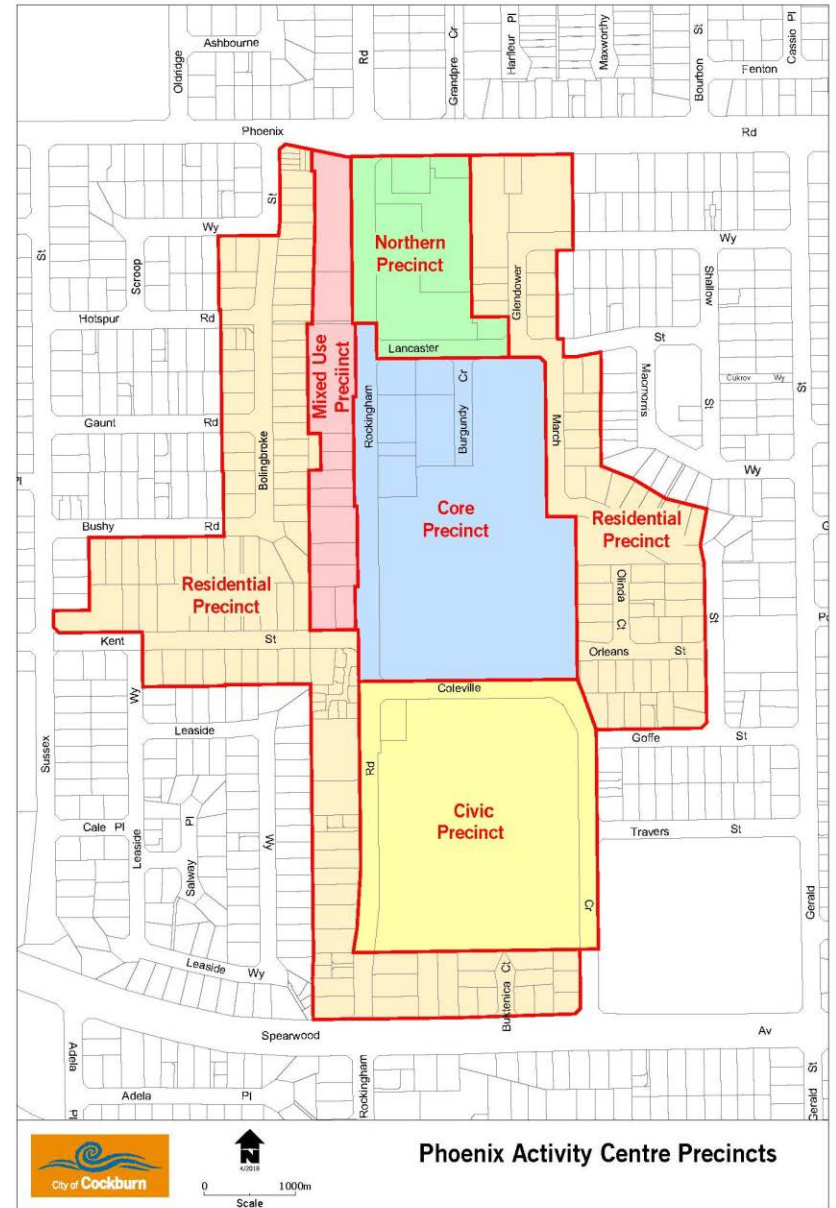
### 2.0 Operation Date

This Activity Centre Structure Plan came into operation on the date it was approved by the Western Australian Planning Commission ("WAPC") \_\_\_\_\_

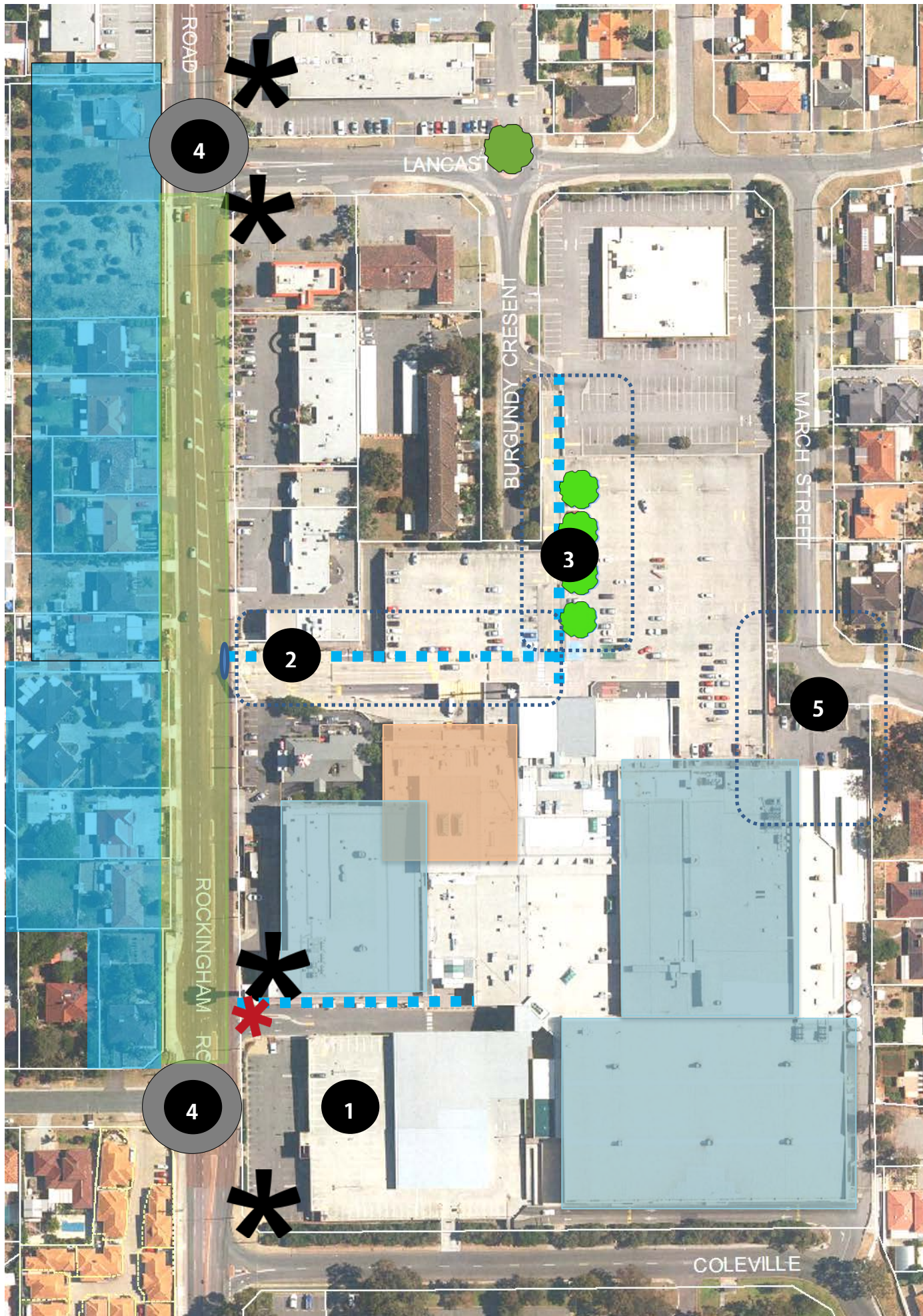
### 3.0 Activity Centre Structure Plan - Development Concept Plans



Figure 1. Phoenix Activity Centre Structure Plan area (extract from Local Commercial and Activity Centre Strategy)









DEVELOPMENT CONCEPT PLAN – CORE PRECINCT

Development in the Core Precinct should have due regard to the following desired key outcomes:

1. Proposed new shopping centre entry from Rockingham Road/Kent Street, and closure of existing entry immediately to the north.
2. Pedestrian connection improvements – provision of improvements to the pedestrian link including consideration of new surface treatment to clearly delineate the path; weather protection and safe separation for vehicles.
3. Pedestrian connection improvements to the pedestrian link including consideration of new surface treatment to clearly delineate the path; weather protection and safe separation for vehicles, in addition to the possible inclusion of trees along the north-south link on the upper deck of parking.
4. Any upgrade to Rockingham Road is to investigate the inclusion of a new roundabout at Kent Street and Lancaster Street to slow traffic and to provide turnaround points to allow rationalisation of crossovers.
5. Improvements to March Street servicing area.
6. Provision for amenity space to be considered in a location on Rockingham Road (or directly accessible to Rockingham Road) when redevelopment of the shopping centre occurs to provide an active frontage and presence to Rockingham Road; and an identifiable entry to the centre. Consideration to be given to inclusion of the following elements:
  - Seating for pedestrians
  - Landscaping
  - Children’s play equipment
  - Artworks

-  Potential Landmark Sites (if redevelopment occurs)
-  Potential Public Art locations

IDEAS AND EXAMPLES FOR THE CORE PRECINCT



Ideas for 'public space'



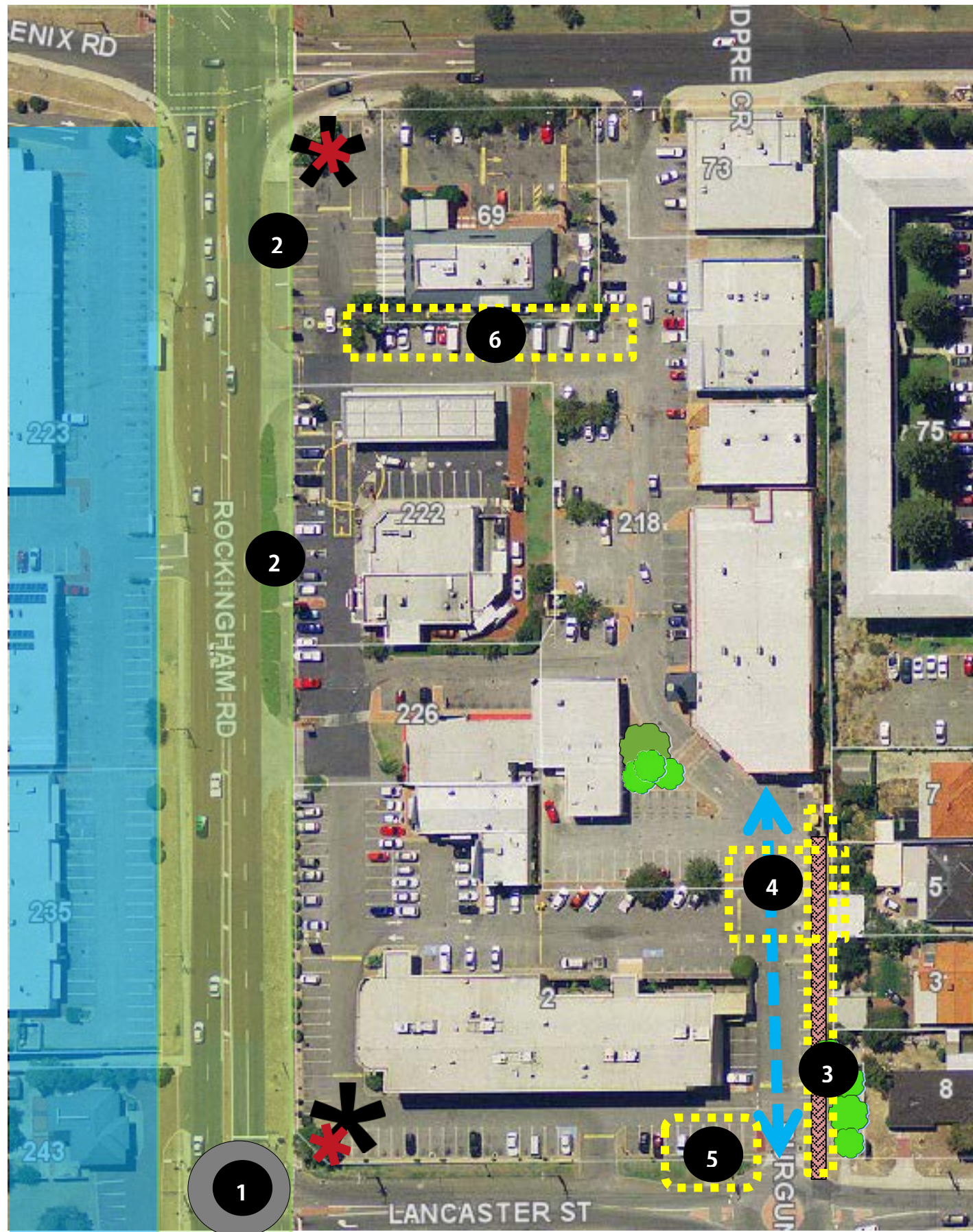
Ideas to enhance pedestrian access



Ideas for Rockingham Road upgrade to enhance provision for pedestrians





Ideas for Mixed Use development



**DEVELOPMENT CONCEPT PLAN – NORTHERN PRECINCT**

Development in the Northern Precinct should have due regard to the following key desired outcomes:

1. Any upgrade to Rockingham Road is to investigate inclusion of a new roundabout at Kent Street and Lancaster Street to slow traffic and to provide turnaround points to allow rationalisation of crossovers.
2. Upgrades to Rockingham Road, including possible terraced landscaping.
3. Improvements to ‘dead space’ in the south eastern corner of the precinct with removal of under used parking bays, inclusion of a safe pedestrian north-south pathway, and appropriate landscaping.
4. Improve vehicle access through this pinch-point.
5. Requirement for the footpath to connect to parking areas, requiring deletion of parking bay(s) to improve pedestrian movement.
6. Investigate reconfiguration of parking bays to be tandem to prevent cars queuing at the petrol bowsers causing obstruction.

-  Potential Landmark Sites
-  Potential Public Art locations

**CONCEPTS AND IDEAS**



Ideas for median landscaping Rockingham Road



Provision for pedestrians in new development

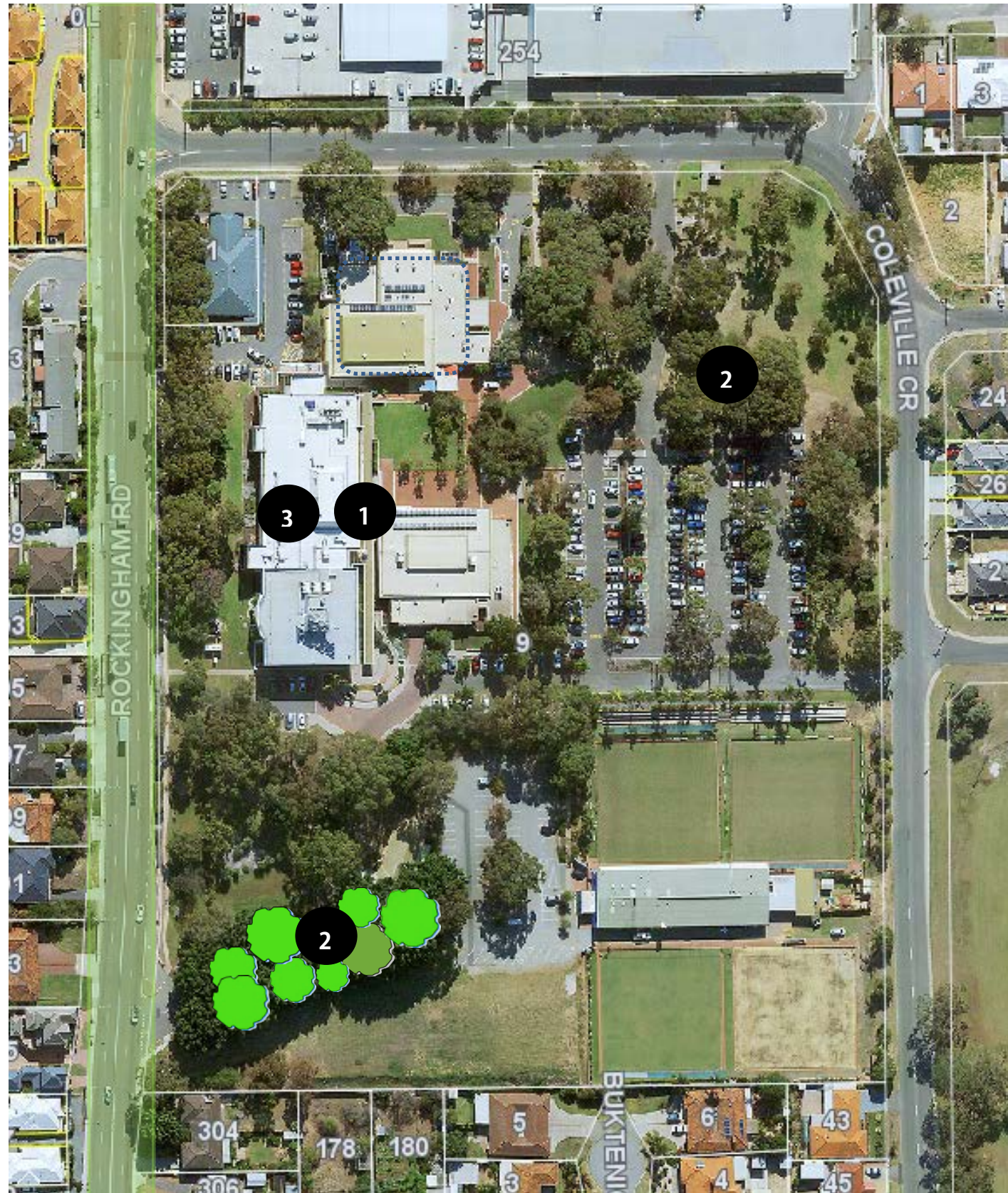


Ideas for landmark buildings



Terraced Landscaping

### 3.3 Development Concept Plan – Civic Precinct



#### DEVELOPMENT CONCEPT PLAN – CIVIC PRECINCT

A Master Plan will be required to determine the future of this site, and this should include investigation of the following key elements:

1. Retention of a 'civic presence' incorporating Life Learning Centre.
2. Identification of mature trees and vegetation to be retained.
3. Adaptive reuse of the existing administration building.
4. Creation of a new 'community space'.
5. Residential development with an appropriate interface with surrounding development.



Retention of key stands of vegetation in POS areas.



Existing Adult Exercise Equipment



## 4.0 Staging Plan

The following development triggers and requirements have been identified for the Phoenix Activity Centre:

| Development requirements and staging |  |   |
|--------------------------------------|--|---|
|                                      | PROPOSAL   | REQUIREMENTS  |
| SHOPPING CENTRE                      | Minor expansion to the floor space (Minor Development Application as defined by LCACS) | <p>The following should be provided as part of an application to commence development:</p> <ol style="list-style-type: none"> <li>(1) Demonstrated improvements to the pedestrian environment, including:               <ol style="list-style-type: none"> <li>a) Inclusion of a covered walkway on the north south pedestrian path of the northern upper deck of car parking.</li> <li>b) Improvements to the pavement of this path to more clearly delineate the pedestrian path.</li> <li>c) Investigation of insertion of openings in the upper car park deck to provide more light to the ground floor parking area, and to facilitate the possibility of tree planting.</li> </ol> </li> <li>(2) Artworks will be required pursuant to the City of Cockburn's Percent for Art Local Planning Policy to enhance the appearance of the servicing areas to Rockingham Road, or where the servicing area is removed or relocated, in another suitable location on Rockingham Road, to be determined by the City of Cockburn.</li> <li>(3) Where any significant modifications are proposed along Rockingham Road, including relocation or reconfiguration of existing uses, there are to be demonstrated improvements to the pedestrian environment; improvements to the appearance of the servicing area and Rockingham Road interface; and additional landscaping.</li> </ol> |
|                                      | Major floor space expansion (Major Development Application as defined by LCACS)        | <p>In addition to the above requirements, the following should be provided as part of an application to commence development:</p> <ol style="list-style-type: none"> <li>a) Improvements/redesign of the March Street servicing area to improve safety and residential amenity.</li> <li>b) If an application is made for major development as defined by State Planning Policy 4.2 Activity Centres for Perth and Peel, a functional 'public space' is to be included as part of that proposal and is to be located in an area with high levels of public visibility and accessibility, such as along Rockingham Road, to the satisfaction of the City of Cockburn. The public space should be activated with retail tenancies (shop and or food beverages), provide a high level of amenity, and contribute to a more active and alternative interface with Rockingham Road.</li> </ol>   |

|   |  |   |
|---|--|---|
|   | <b>Major expansion that exceeds identified floor space range (Table 1)</b> | <p>Prior to consideration of proposals for major development which exceeds the shop-retail floorspace area identified in Table 1, the City of Cockburn will require the preparation of a Retail Sustainability Assessment, in accordance with State Planning Policy 4.2 Activity Centres for Perth and Peel.</p> <p>Where the City and the WAPC determine that the proposal substantially changes the intent or form of the Structure Plan, an amendment to the Structure Plan will be required prior to consideration of the proposal.</p>                                   |
| <b>NORTHERN END</b>   |  | <ul style="list-style-type: none"> <li>a) Demonstrated connectivity from building entrances to footpaths.</li> <li>b) Artworks provided as required by Percent for Art Local Planning Policy to provide pedestrian amenity.</li> </ul>  |
| <b>2 Lancaster Street, Spearwood (corner of Rockingham Road and Lancaster Street)</b> | <b>Major expansion</b>   | <ul style="list-style-type: none"> <li>a) Improvements to 'dead space' in the south eastern corner of the precinct with removal of under-used parking bays, inclusion of a safe pedestrian north-south pathway, and appropriate landscaping.</li> <li>b) Improvements to vehicle access through this pinch-point.</li> <li>c) Requirement for the footpath to connect to parking areas, requiring deletion of parking bay(s) to improve pedestrian movement.</li> <li>d) Landmark feature and/or public art on the corner of Lancaster Street and Rockingham Road.</li> </ul> |
| <b>ADMINISTRATION SITE</b>  | <b>Any major development</b>   | Preparation of a Master Plan for the Administration site.   |

| <b>TABLE 1: RETAIL AND SHOP FLOOR SPACE MAXIMUM RANGE</b> |   |   |   |   |
|---|---|---|---|---|
|   | <b>2011</b>                                 | <b>2016</b>                                 | <b>2020</b>                                 | <b>2026</b>                                 |
| <b>SHP</b>  | 15,864m <sup>2</sup> - 26,440m <sup>2</sup> | 18,890m <sup>2</sup> - 31,483m <sup>2</sup> | 21,231m <sup>2</sup> - 35,385m <sup>2</sup> | 22,508m <sup>2</sup> - 37,513m <sup>2</sup> |
| <b>RET</b>  | 54m <sup>2</sup> – 89m <sup>2</sup>         | 68m <sup>2</sup> – 113m <sup>2</sup>        | 80m <sup>2</sup> – 133m <sup>2</sup>        | 85m <sup>2</sup> – 142m <sup>2</sup>        |

## 5.0 Percent for Artworks Strategy

The vision for the Phoenix Activity Centre Structure Plan is to create a place that is:

### ***DISTINCTIVE*** – A place that reflects local identity and has a distinctive character

Public art can play an important role in establishing a unique sense of place, and can help define the character of an area.

Public art is encouraged throughout the Phoenix Activity Centre to achieve the following:

- a) Create visual interest and ‘activate’ adjacent spaces, particularly to enhance the pedestrian and cyclist environment.
- b) Improve legibility throughout the Activity Centre.
- c) Provide functional infrastructure for pedestrians and cyclists where possible (such as bicycle parking, seating, shade devices, lighting, drink fountains).
- d) Be meaningful for the local community, contributing to local identity within the Activity Centre.
- e) Serve as landmarks for the Activity Centre where identified in this Policy.
- f) Address safety, maintenance and conservation issues.

Public art/artworks provided by developers or Council are to be generally in accordance with the following requirements, in addition to the requirements of Local Planning Policy APD80 ‘Percent for Art’ where applicable:

### 5.1 Key Themes

The Cockburn Coast area is subject to a Placemaking and Public Art Strategy; the Packham North District Structure Plan area has artworks that reflect history relating to Watsonia Factory and Woodlands Homestead.

The Spearwood area shares much common history and themes with the Cockburn Coast area, and this Artworks Strategy seeks to identify some more specific and unique themes for the Spearwood area to strengthen community identity.

The following local themes have been identified for the Phoenix Activity Centre for further exploration and reflection through public art. These themes recount the past, and have relevance to the future:

#### ***A Place of Diversity***

*The original settlers of Spearwood came from England, Ireland, Denmark, and Germany; and after 1912 from Croatia, Italy and Portugal.*

*They had diverse backgrounds and occupations – many came via the Goldfields, or from the Eastern States seeking new work opportunities. The one thing they all had in common was that they were resourceful, adaptable, hardworking, and optimistic about the future.*

*They were settlers whose diverse occupations and backgrounds added further to the energy and enthusiasm which characterised the growing community in Spearwood.*

*They moved to Spearwood in search of opportunities for affordable, productive land and employment. They were attracted by its proximity to Fremantle and because of employment opportunities in the nearby area – reasons that today still attract people to the area.*

### ***A Place with Strong Community Spirit***

*The original settlement in Spearwood was closer than that previously seen in the areas further south, or in Bibra Lake, Jandakot, and Hamilton Hill. For residents this meant there were opportunities to meet more frequently, and to work together to gain the facilities they needed for their families. It also meant there was a need for cooperation from neighbours in the growing of produce. A strong sense of community was therefore borne out of living in close proximity.*

*Historically Spearwood did not have a 'town centre', rather a number of places were used to host events – churches, schools, private residences such as those of Mrs Straughair or William Watson.*

*At the outbreak of World War I there were 40 Spearwood residents who enlisted, which was a significant proportion of the district's population. In addition, every member of the community participated in the war effort by fundraising.*

*While the area has always had a strong relationship with Fremantle, it seems there has always been a desire to ensure that as the area grows it does not become part of Fremantle.*

*A strong sense of community spirit still exists in the area today, with many long term residents; an active residents' association; and a long running soccer club dating back to 1929, the Cockburn City Soccer Club (originally the Spearwood Rovers).*

### ***A History of Agriculture and Market Gardening***

*Spearwood is well-known for its history of market gardening, and the area was one of Perth's first major market gardening areas, providing a variety of produce for Western Australia, including fruit, vegetables, and grapes, including the prize winning Globe onion.*

*The area was known for events such as the Spearwood Show, and the Spearwood Agricultural Association who ceded the Council administration land.*

### Precinct 1: Phoenix Core Artworks Requirements

The following are identified as priority locations for artworks in the Phoenix Core, and artworks in these locations are encouraged:

1. The area on Rockingham Road adjacent to the Coles servicing area and bus stop.
2. The corner of Coleville Crescent and Rockingham Road.

#### 1. Rockingham Road adjacent to the Coles servicing area

Artworks are encouraged in this area to enhance the servicing area of Rockingham Road in the following way:

- Artwork which functions to screen the servicing area and enhance the blank façade to Rockingham Road, which may include a vertical garden element, mural or LED lighting.
- Artwork that also serves to enhance the amenity of pedestrians and patrons of the bus stop.
- Landmark artwork that improve legibility.



**Figure 2. Example of facade mural artwork**



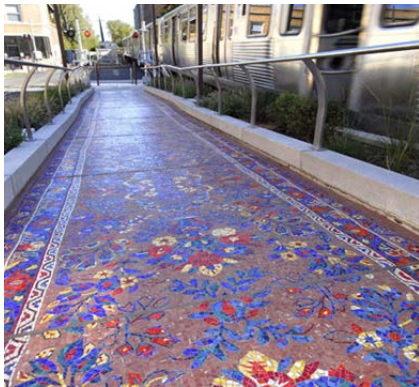
**Figure 3. Example of facade treatment to servicing vents**

### Precinct 2: Northern Precinct Artworks Requirements

Where required by APD80 'Percent for Art', the following artworks are encouraged in the northern commercial end:

1. Artworks which serve to enhance pedestrian/cyclist amenity such as bicycle parking or canopy shading.
2. Artworks that are integrated into the building entry to assist in providing clearly identifiable pedestrian entry point(s).
3. Artworks that assist with legibility through the precinct and connection to adjacent areas, particularly for pedestrians.
4. Landmark artworks on the corner of Rockingham Road and Phoenix Road which function as an appropriate 'entry statement' to the Activity Centre in line with the identified theme(s).
5. Artworks on the corner of Lancaster Street and Rockingham Road to function as a landmark for this precinct and Lancaster Street itself in line with the identified themes.





*Figure 4. Example of pedestrian path treatment*



*Figure 5. Example of surface treatment to assist with wayfinding*

### **Precinct 3: Mixed Use Area**

Where required by APD80 'Percent for Art', the following artworks are encouraged in the Mixed Use Area:

1. Integrated artworks that enhance visual interest for pedestrians, and contribute to the 'finer grain' detail and scale of development.
2. Functional artworks where these can be safely accommodated and where it complements the built form, such as bicycle parking, seating, planter beds.
3. Landmark artworks only on the corner of Rockingham Road and Phoenix Road which function as an appropriate 'entry statement' to the Activity Centre in line with the identified theme(s).



*Figure 6. Functional artworks - bicycle rack*



*Figure 7. Lighting as artworks*

## 6.0 Action Plan

| Action No. | ACTION   | Responsible Agency | Responsible City of Cockburn Service Unit  | Priority |
|------------|--|--------------------|--|----------|
| 1.         | <p><b>Adoption of Design Guidelines Local Planning Policy for the Activity Centre:</b></p> <ul style="list-style-type: none"> <li>• <i>Adoption of Design Guidelines for the 'Mixed Use' zone providing guidance for mixed use development to encourage commercial uses, including offices, at ground floor.</i></li> <li>• <i>Adoption of Design Guidelines which require new development in the Activity Centre to address streets and public spaces.</i></li> <li>• <i>Preparation of Design Guidelines that require landmark built form in the Activity Centre to add visual interest and improve legibility and amenity.</i></li> </ul> | City of Cockburn   | Strategic Planning   | High     |
| 2.         | <p><b>Adoption of a vehicle access plan for the Mixed Use zone to ensure safe and legible access.</b></p>  | City of Cockburn   | Strategic Planning   | High     |
| 3.         | <p><b>Upgrade of Rockingham Road between Coleville Crescent and Phoenix Road:</b></p> <ul style="list-style-type: none"> <li>• <i>Investigate the provision of an amenity space in a location on Rockingham Road (or directly accessible to Rockingham Road) when redevelopment of the shopping centre occurs.</i></li> <li>• <i>Investigate inclusion of cycle lanes on Rockingham Road as part of the proposed improvements to improve north south connection.</i></li> <li>• <i>Investigate improvements to the amenity at bus stops on Rockingham Road.</i></li> </ul>   | City of Cockburn   | Strategic Planning, Engineering Services, Parks services and Phoenix Shopping Centre | High     |
| 4.         | <p><b>Investigation of reconfiguration of car parking in the northern end (BP site) to determine whether existing bays adjacent to the access should be parallel.</b></p>  | City of Cockburn   | Strategic Planning and Engineering Services  | Low      |
| 5.         | <p><b>Formulation of a Public Art and Wayfinding Strategy that identifies themes to strengthen a unique identity for the Phoenix Activity Centre and improve legibility.</b></p>   | City of Cockburn   | Strategic Planning   | Medium   |

|    |   |                         |  |                |
|----|---|-------------------------|--|----------------|
| 6. | <i>Improvements to Bavich Park and Gerald Reserve to improve their appearance, and make them more attractive pedestrian connections to the Activity Centre.</i>   | <i>City of Cockburn</i> | <i>Parks Services</i>                              | <i>Medium</i>  |
| 7. | <i>Preparation of a Signage Strategy for Rockingham Road.</i>   | <i>City of Cockburn</i> | <i>Strategic Planning and Statutory Planning</i>   | <i>High</i>    |
| 8. | <p><i>Preparation of a Master Plan for the City of Cockburn Administration Site to include investigation of the following key elements:</i></p> <ul style="list-style-type: none"> <li>• <i>Retention of a ‘civic presence’</i></li> <li>• <i>Identification of mature trees and vegetation to be retained</i></li> <li>• <i>Adaptive reuse of the existing administration building</i></li> <li>• <i>Creation of a new ‘community space’</i></li> <li>• <i>Residential development with an appropriate interface with surrounding development</i></li> </ul> | <i>City of Cockburn</i> | <i>Strategic Planning and External consultants</i> | <i>High</i>    |
| 9. | <p><i>Monitor the performance of the Activity Centre by undertaking a review every two years, addressing the elements discussed within this Structure Plan relating to:</i></p> <ul style="list-style-type: none"> <li>• <i>Land use mix diversity targets</i></li> <li>• <i>Residential density targets</i></li> <li>• <i>Built form and streetscape intensity</i></li> <li>• <i>Measuring against the LCACS metrics</i></li> </ul>  | <i>City of Cockburn</i> | <i>Strategic Planning</i>                          | <i>Ongoing</i> |

**PART TWO - EXPLANATORY**

# 1. INTRODUCTION

## 1.1 Need for Activity Centre Structure Plan

Activity centres are community focal points. They are hubs that attract people for a variety of activities such as shopping, working studying and living. They include uses such as commercial, retail, higher-density housing, entertainment, tourism, civic/community, higher education and medical services.

State Planning Policy 4.2 Activity Centres For Perth and Peel (SPP 4.2) was gazetted in 2010, and its main purpose 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.

The Spearwood Activity Centre (also referred to as the 'Phoenix Centre') has been designated within SPP 4.2 as a 'District Centre'. It is the City of Cockburn's second largest centre with 28,000m<sup>2</sup> of retail floor space, and many other associated commercial uses. This centre is the only district level centre within the City of Cockburn, with Cockburn Gateway being the City's regional centre.

SPP 4.2 sets out a policy requirement for activity centre structure plans to be prepared for all district level centres and above. Activity centre structure plans set 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. They are important strategic planning documents which guide land use, urban form, transport and infrastructure planning for larger activity centres.

The City of Cockburn's Local Commercial and Activity Centres Strategy (LCACS) was adopted by Council in 2012 and sets out the strategic vision and broad framework to guide the planning and development of the City's activity centres over the next 15 years. The LCACS sets out that that its successful implementation will require early, targeted activity centre structure planning for major commercial activity centres likely to experience significant future growth in the short-medium term. It sets out the requirement for activity centre structure plans to be prepared for district and larger centres, which includes the Phoenix District Centre.

There has already been a considerable amount of strategic planning work completed for the Phoenix District Centre. The Phoenix Revitalisation Strategy was adopted by Council for the Phoenix Centre in 2009. In line with the recommendations of the Revitalisation Strategy, there has been an increase to the residential densities within the 800m catchment around the centre, rezoning of a new 'Mixed Use' area, and numerous improvements to the public realm.

The Phoenix Shopping Centre is likely to undergo refurbishment and possible expansion in the future. The new 'Mixed Use' zoning in the Activity Centre is likely to generate new land uses and development proposals. The Activity Centre Structure Plan is needed to guide this development. The Revitalisation Strategy has identified the need for improvements to movement and connectivity in the area – the Activity Centre Structure Plan further addresses these issues.

The Activity Centre Structure Plan examines the key opportunities and constraints of the area, and identifies key actions to support maturation of the Activity Centre. It also measures the impact these actions are predicted to have on the criteria, or metrics set out for the centre in the LCACS.

## 1.2 Defining the Activity Centre Boundary

SPP 4.2 outlines that the extent of each activity centre should be identified by a boundary in the activity centre structure plan for the purposes of estimating the growth potential and land use mix of the activity centre; and managing the interface between centre-scaled development and adjacent land.

SPP 4.2 provides some guidance on defining activity centre boundaries. This includes consideration of factors such as existing zonings; topographical features; major infrastructure; walkable catchments; and use of rear boundaries as an interface for land use change.

The City's activity centres were defined in the LCACS, based on the guidance provided in SPP 4.2. The Phoenix Activity Centre Structure Plan boundary is illustrated in Figure 1 and is consistent with that set out in the LCACS.

It encompasses a 400m walkable catchment that includes the 'District Centre' zoned land, the 'Mixed Use' zoned land on the western side of Rockingham Road, some adjacent residential zoned lots, and the City's administration site. This area enables comprehensive consideration of land use and movement in the activity centre.



Figure 8. Activity Centre Structure Plan area

### 1.3 Vision for the Activity Centre

The Phoenix Revitalisation Strategy sets out key principles that were developed during the preparation and visioning phases of the project which included extensive community input.

These principles have been further refined and consolidated to create a vision for the Activity Centre, which is to create a place that is:



**ADAPTABLE** – A place that can respond to the diverse and changing needs of the community



**EASY TO MOVE AROUND** – A place that is easy for all users to move around, particularly pedestrians and cyclists, and that connects well to existing movement networks and key areas of interest in the surrounding area



**SAFE AND WELCOMING** – A place where people feel safe and secure, and that encourages positive social interaction



**DISTINCTIVE** – A place that reflects local identity and has a distinctive character

## 2. CENTRE CONTEXT 2.1 Catchment Area

The Phoenix Activity Centre catchment area encompasses the suburbs of Spearwood and Hamilton Hill. Given the offering of the Activity Centre, the catchment is primarily confined to the surrounding suburbs. Demand analysis suggests that the centre is trading well, indicating that the centre has a well-justified economic purpose.

Cockburn Gateways, Booragoon Garden City Shopping Centre and Kardinya Park District Centre are within close proximity to the centre. The offering of Kardinya Park is similar, but given the distance between the centres, approximately 7km, and the more local catchment of a district centre, it is not considered to directly compete with the centre. However the growth of the larger centres, Booragoon (12km) and Cockburn Central (11km) does impact on the catchment of the Phoenix Activity Centre, as the growth of these centres is also seeing a substantial growth in their catchment.

The future activity centres of Port Coogee and Cockburn Coast are also within close proximity to the centre, but are expected to have a different offering to that of the Phoenix Activity Centre, with more of a focus on entertainment and other retail.

### 2.2 Neighbouring Attractors

The Activity Centre is within close proximity to a number of natural attractions, including Manning Park and the coast. Strengthening connections from the Activity Centre to these attractions is considered important to increase pedestrian and cyclist movement through the area, and to build a unique community identity for the Spearwood area.

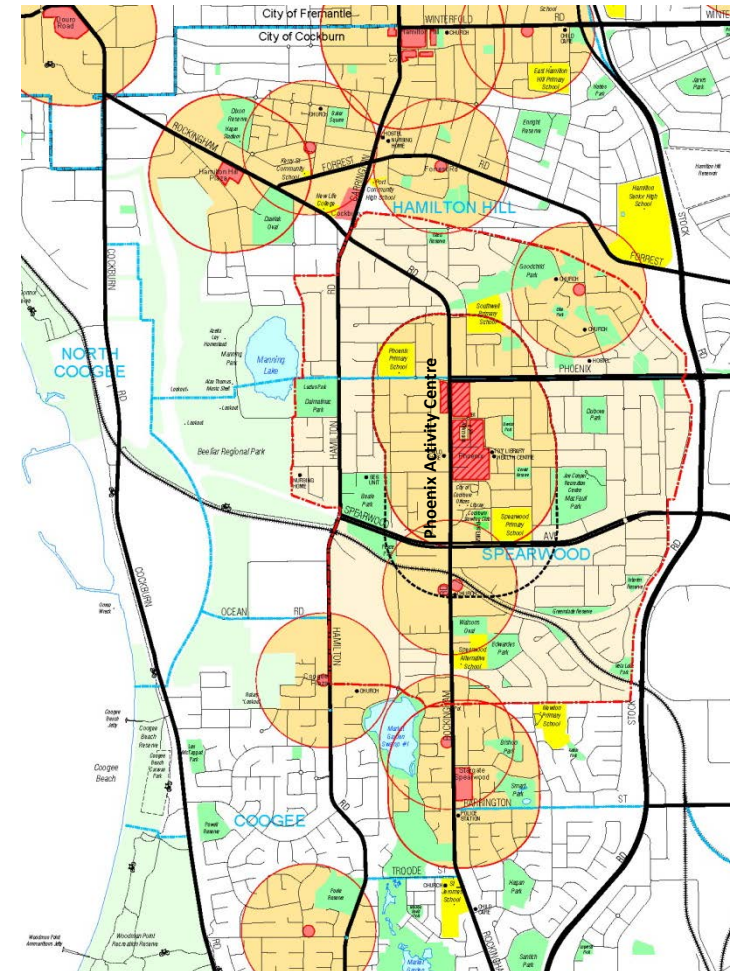


Figure 9. Local and Neighbourhood Centre catchments surrounding the Phoenix Activity Centre



## 2.3 State Planning Context

### State Planning Policy 4.2 Activity Centres

State Planning Policy 4.2 Activity Centres (SPP 4.2) aims to:

- improve the integration of activity centres with public transport;
- lower transport energy use and associated carbon emissions;
- ensure centres contain a range of activities to promote community benefits; and
- promote the economic benefits of business clusters.

The Phoenix Activity Centre has been designated within SPP 4.2 as a District Centre. SPP 4.2 describes the role of a District Centre as follows:

*“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.”*

This description is in alignment with the current activities of the Phoenix Activity Centre, with the City’s administration office providing for a greater diversity of employment than would otherwise be anticipated. The current floor space of the Phoenix Activity Centre is 33,000m<sup>2</sup>, comprised primarily of 20,000m<sup>2</sup> of shop floor space and 5,000m<sup>2</sup> of office floor space.

### Directions 2031

*Directions 2031* is the latest spatial planning framework for Perth and Peel and outlines the planning vision that will guide the planning of Perth and Peel to 2031 and beyond.

The Strategy aims to provide for different lifestyle choices, vibrant nodes for economic and social activity and a more sustainable urban transport network. *Directions 2031* recognises that the role and function of centres will vary depending on their catchment, but should generally:

- provide services, employment and activities that are appropriate for and accessible to the communities they support;
- be integrated with, and encourage the efficient operation of the transport network, with particular emphasis on promoting public transport, walking and cycling, and reducing the number and length of trips;
- be designed based on transit oriented development principles;
- provide opportunities as places to live through higher density housing and the development of social and cultural networks;
- encourage the agglomeration of economic activity and cultivation of business synergies; and support the development of a local identity and sense of place.

## 2.4 Local Planning Context

### Local Commercial Centre and Activity Centre Strategy

The City of Cockburn’s Local Commercial and Activity Centres Strategy (LCACS) represents a new strategic direction for the planning and development of activity centres within the City. It is an important planning document for implementing the new direction for the planning of activity centres in Perth and Peel set by the policy context outlined in *Directions 2031*, and SPP 4.2. These two documents reflect a growing recognition within the State Government and the planning profession of the complex issues relating to sustainability and planning for the urban environment.

The LCACS sets the strategic vision and broad framework to guide the planning and development of the City’s activity centres and to help guide planning for the City’s strategic employment centres over the next 15 years. The LCACS provides:

- a set of guiding principles derived from an analysis of the objectives of *Directions 2031* and SPP4.2 within the unique context of the City;
- a framework for implementing the principles within the City’s strategic and statutory planning processes;

- an action plan which sets out the key tasks which will aid the implementation of the LCACS; and
- a number of background studies which provide reliable base information on which the City and other stakeholders can base their planning and decision making.

One of the major areas of influence for the LCACS is the guidance of the assessment of structure plans, activity centre structure plans, detailed area plans (DAPs) and development applications within activity centres. There are three distinct levels of planning approval that need to be considered in the implementation of the LCACS. These are:

- Structure planning (district and local);
- Activity centre structure planning (or detailed area planning); and Development Applications.

The LCACS assessment areas outlined in Section 4.2 are put to work in the City's decision making when considering proposals at these three planning approval stages. Reporting, justification and assessment of proposals against each assessment area at these three levels must ensure the implementation of the LCACS.

The LCACS included the assessment of each activity centre against criteria or 'metrics'. The Activity Centre Structure Plan identifies how the proposed actions are likely to improve the scores for each of these metrics, and will allow progress to be measured.

### *Phoenix Revitalisation Strategy (2009)*

The Phoenix Revitalisation Strategy was adopted by Council in 2009 and provides a strategic framework for improvements to the Phoenix town centre and the surrounding 800m catchment which encompasses parts of the suburbs of Spearwood and Hamilton Hill.

The study area of the Revitalisation Strategy covers the area that correlates approximately to the 800m walkable catchment from the Phoenix town centre, including approximately 4,300 residential properties in the surrounding area.

The aim of the Revitalisation Strategy was to develop the centre according to the principles outlined in the now superseded Network City, replaced by Directions 2031, the Western Australian Planning Commission's high level spatial framework and strategic plan that establishes a vision for future growth of the metropolitan Perth and Peel region.

Preparation of the Revitalisation Strategy included a comprehensive community consultation program, which began in October 2007 with a community visioning phase.

The Revitalisation Strategy provided a comprehensive plan for the Phoenix centre and includes the following key features:

- An increase in residential densities to improve urban land efficiency and housing choice, and create a more sustainable urban environment.
- Improvements to the movement network to improve pedestrian amenity and reduce transport energy demand and private vehicle use.
- Enhancements to local parks and community facilities to improve their visual appearance and usage.

Key recommendations of the Revitalisation Strategy that have been implemented include:

- Increasing residential densities from R20 to R40 in the 400m walkable catchment of centres, and along major public transport routes.
- Increasing residential densities within close proximity to the centre to R60.
- Increasing the residential density from R20 to R30 within the 400m to 800m walkable catchment.
- Increasing residential densities to R30/R40 surrounding parks to encourage passive surveillance and active frontages.
- Rezoning of the western side of Rockingham Road to a new 'Mixed Use' zone.

One of the key recommendations of the Revitalisation Strategy was improvements to Rockingham Road, which are currently being explored.

### City of Cockburn Town Planning Scheme No. 3

The Structure Plan area is subject to the City of Cockburn Town Planning Scheme No. 3. The Phoenix Shopping Centre and adjacent land to the north (south of Phoenix Road), are zoned 'District Centre' (RAC-3).

Pursuant to the Scheme, a residential coding of 'R60' would normally apply to the 'District Centre' zone, however, an 'RAC-3' coding has been introduced to further encourage residential development and mixed use development.

On the western side of Rockingham Road the land is zoned 'Mixed Use' with a residential coding of 'R60'. The surrounding residential area is zoned 'Residential R40' within an approximately 400m walkable catchment from the Activity Centre. Beyond this area, within the 800m walkable catchment of the Activity Centre outside the Structure Plan area, the residential coding is predominately 'R30'.

These zonings were recommendations of the Revitalisation Strategy. Much of the 'Mixed Use' zoned area was previously zoned 'Residential R40', and the residential area within the 800m walkable catchment was zoned 'Residential R20'.



Figure 10. Extract from Town Planning Scheme No. 3 – Phoenix Activity Centre

### City of Cockburn Housing Affordability and Diversity Strategy

The City of Cockburn Housing Affordability and Diversity Strategy was adopted in 2014. The following key findings are relevant to the Activity Centre Structure Plan:

*Housing stock mismatch:* The City's current housing stock does not match the projected smaller households, and will not provide an adequate range of housing choices for future households. A greater number of smaller dwellings

will be required to meet the needs of smaller households.

*Need for a compact urban form:* The Perth Metropolitan Region is still characterised by predominately low density residential codings that have resulted in a housing stock of large detached dwellings, and many dwellings that in general do not have high levels of accessibility. Providing dwellings with good access to services and public transport is particularly important for young people and people with disabilities, who are high users of public transport.

*Declining housing affordability:* The number of Australian households in housing stress has increased dramatically since 2003, and this is a trend that is likely to continue into the future. Households susceptible to housing stress are low income renters, low income households with children, older people renting, and people with disabilities.

*Cost of living impacts for low income households:* All households are impacted by increasing costs of living, however low income households are the most affected. Housing affordability is a particular issue for family households who have a variety of living expenses that make them more susceptible to financial hardship, in addition to having high housing costs through the requirement in many cases for larger dwellings that have higher rental costs.

*Need for adaptable housing:* In the City of Cockburn there is an ageing population, and 18 per

cent of people have a disability. For many of these people their home may not suit their needs either now or in the future, because the number of private and public dwellings that have been built to incorporate universal design elements is very low. Inaccessible housing leads to social disadvantage and has negative effects for social integration and participation. Modifications to dwellings to improve accessibility, such as installation of ramps, are often expensive and unsatisfactory. These costs place increased financial pressure on such households, and moving to find a better house suited to their specific needs is often not a viable option due to the high 'sunk costs' in the current accommodation.

*Demand for aged care facilities:* The ageing population, particularly the increase in people over 70 years of age, will see an increased demand for aged care facilities for those whose care needs can no longer be met within their own homes.

The demand for low and high care facilities, in addition to respite care will continue to increase across the Perth metropolitan area. In particular there will be a demand for affordable aged care.

## 2.5 Local Context

### *Demographic Profile*

The suburbs of Spearwood and Hamilton Hill, which form part of the 800m catchment of the Activity Centre, are forecast to experience a sharp

increase in dwelling growth to 2030 when it will level out.

The household forecasts indicate that this catchment will have the highest proportion of lone person households, approximately 30 per cent. The 800m catchment is characterised by small households, with approximately half of the area having household sizes of less than 1.5 people.

'Couples with dependents' were the dominant household type in 2011, however by 2031 there will almost be the same percentage of 'lone person households' and 'couples without children'.

Currently the housing stock in Hamilton Hill and Spearwood is predominately 3+ bedrooms (74 per cent and 83 per cent respectively). These dwellings do not match the forecast households in the area, and there is a greater need for smaller dwelling types to meet the demand of smaller households.

Currently the area in the northern end of the Activity Centre, where older style apartments are located, accommodate a large percentage of lone person households, indicating the importance of smaller dwellings to meet this need. 20 per cent of occupants of this area do not have a car, and 6.4 percent of residents walked to work, suggesting that they likely work in the Activity Centre.

The Activity Centre is best placed to deliver more additional smaller dwellings that will be required to meet the needs of the future community.

The community within the 800m catchment is characterised by the largest proportion of people in the City of Cockburn born overseas and from non-English speaking backgrounds.

### *Defining Characteristics*

The Phoenix Activity Centre encompasses 9.5ha of 'District Centre' zoned land that accommodates the Phoenix Shopping Centre, residential apartments and other office and retail uses. It also includes 'Residential' zoned land in the surrounding area, ranging in coding from R30 to R80. On the western side of Rockingham Road is the 'Mixed Use' (R60) zone that is currently characterised predominately by single residential dwellings, with some businesses operating from modified former dwellings.

For the purposes of the Activity Centre Structure Plan the Phoenix Activity Centre can be divided into five precincts:

1. Phoenix Core Area
2. Northern Commercial End
3. Mixed Use zone
4. Civic Precinct
5. Residential Area

### **Phoenix Core Area**

The Phoenix Core Area includes the Phoenix Shopping Centre, which is an enclosed shopping mall. It also includes a three storey residential apartment building containing 21 apartments, and

a fast food outlet. These uses are interrelated due to their siting and shared vehicle and pedestrian access.

The Phoenix Shopping Centre was originally constructed in the early 1970s, with its primary frontage to Coleville Crescent, and at-grade car parking on the western and southern sides. In these early stages Burgandy Crescent and March Street were connected on the northern side. Adjacent development on Rockingham Road comprised residential dwellings and a service station.

In the late 1970s the centre expanded on the northern and western side, including a new car parking area on the northern side that severed the connection between Burgandy Crescent and March Street. This parking area was subsequently covered with deck parking with the upper deck originally accessible only from Burgandy Court to the north.

However, by 2000 the service station on Rockingham Road was replaced with a MacDonald's restaurant and immediately to the north a ramp from Rockingham Road was added, providing access to the upper parking deck, in addition to the access to the lower level. This created a constrained access arrangement in this area that remains today.

Until the 1990s there were residential dwellings on Rockingham Road in this precinct (immediately to the north of the shopping centre), with the

exception of a bank on the corner of Rockingham Road and Lancaster Street.

This area was subsequently the subject of a 'development concept plan' prepared by Council to coordinate integrated commercial development and car parking. This development plan was adopted by Council in 1990. This 'development concept plan' identified the location of vehicle crossovers and siting of the built form setback from the road with car parking in the front setback.

The commercial development seen today occurred between 1995 and 2003 in accordance with a 'development concept plan'.

Pre-2005 the south west corner (Rockingham Road and Coleville Crescent) of the shopping centre was an open carpark, which enabled views towards this key southern entrance to the shopping centre. In 2006 this area had another level of car parking added, with a roof over a portion of the upper storey, completed in 2007. This decked car parking area has obscured a prominent part of the shopping centre.

The incremental development of the shopping centre and adjacent commercial area, particularly the car parking areas, has created a number of key issues including:

- Restricted permeability for pedestrians and cyclists in a north south direction, and from Rockingham Road.

- Poor exposure for the shopping centre to Rockingham Road, and reliance on signage as a landmark.
- Poor exposure for commercial development that is set back from Rockingham Road resulting in reliance on signage.

### **Northern Commercial End**

The northern commercial end precinct is defined as the area north of Lancaster Street and south of Phoenix Road within the Activity Centre. This area is zoned 'District Centre' and includes internal private streets, and numerous landholdings in separate ownership, with various easements over the car parking areas. The land uses in this area include a number of take-away restaurants, shops, a service station, a gym, dental surgery and a number of small shops. A number of these premises have had a variety of different land uses and businesses in the last few years.

This area was developed in its current form later than the Phoenix core area. In the early 1970s the land between Lancaster Street and Phoenix Road was the site of the Phoenix Hotel. This was constructed around the same time as the three residential apartment buildings to the east.

The existing Hungry Jacks restaurant was constructed to the north of the Hotel with no direct frontage to Rockingham Road. At the same time the 'Lancaster House' commercial office building was constructed on the new lot, which still remains.

In the late 1990s the Phoenix Hotel was demolished and replaced with the current service station and other commercial buildings which were created and subdivided/strata-titled incrementally around 'Lancaster House' and the Hungry Jacks restaurant and associated easements.

The incremental development and subdivision/strata titling of this site has created the following key issues:

- Fragmented landownership which restricts options for future development or redevelopment.
- Complex easement arrangements for car parking and access which restrict access options.
- Disjointed car parking areas.
- Lack of cohesion in the built form.
- Inadequate consideration of pedestrian and cyclist movement throughout the precinct.

### **Mixed Use Precinct**

Rockingham Road is a key component of the Activity Centre, and the adjacent land uses.

The western side of the Rockingham Road opposite the Phoenix Shopping Centre is zoned 'Mixed Use', and is predominately residential properties and a number of dwellings converted to businesses.

Redevelopment of these lots has the potential to appear ad-hoc given fragmented landownership.

Therefore Design Guidelines are required to ensure coordinated and cohesive development occurs.

The northern section of the 'Mixed Use' zone is characterised by medical uses such as physiotherapy, pathology and pharmacy, in addition to other office uses. Car parking is located in the front setback. This section of Rockingham Road is unlikely to see substantial redevelopment given the age of the buildings, less than ten years old, however 'change of use' proposals are likely over time.

### **Civic Precinct**

The City of Cockburn administration centre, Seniors Centre and Spearwood library are located to the south of the Phoenix Shopping Centre. The site contains stands of mature trees and vegetation, and has a recreation function, containing BBQs and exercise equipment.

### **Residential Precinct**

The surrounding area is zoned 'Residential' with codings of R40, R60 and R80, recoded in 2010 as an outcome of the Revitalisation Strategy. Typically lots in the area are 700m<sup>2</sup> in area, and prior to rezoning they were typical single residential dwellings, although there are some older style grouped and multiple dwellings in the area. A proportion of single residential lots that have been recoded have been redeveloped with grouped or multiple dwellings.

## 3. MOVEMENT

### 3.1 Public transport infrastructure

The Activity Centre is well-serviced by public transport, with high-frequency bus routes operating on Rockingham Road.

However, the two bus stops along Rockingham Road within the Activity Centre have poor amenity due to:

- Lack of sun protection resulting from the orientation of the bus shelter.
- Closeness to the road due to the narrowness of the road reserve - when there are large numbers of people waiting at the bus stop during peak periods, the footpath becomes partially obstructed.
- Proximity to a key Phoenix Shopping Centre servicing area.

Safe, high quality bus stops are important because they create a positive perception of public transport, and can promote the attractiveness of this travel mode over others.

Attractive, efficient and convenient public transport access can reduce private car dependency by encouraging use of public transport. This can also lead to a more efficient use of land within an activity 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.

It is therefore recommended that opportunities for improvements to the amenity of the bus stops be investigated by the City of Cockburn as part of the proposed upgrade of Rockingham Road.

### 3.2 Pedestrian and cyclist movement and amenity

#### *Regional Cycle Network*

Connections to activity centres are important for the promotion of cycling for short local trips that are often made by car but can be easily replaced by cycling.

The Activity Centre is not well served by the existing Shared Use Path or PBN networks. The City of Cockburn Bicycle Network and Footpath Plan (2010) identified the need to provide a new north/south connection through the City providing access to Fremantle and retail/commercial activities along Rockingham Road. The proposed improvements to Rockingham Road include cycle lanes on Rockingham Road to improve north south connection.

There are a number of key local destinations within close proximity to the Activity Centre that could benefit from improved connectivity, including:

- Manning Park/Azalea Ley Museum
- Port Coogee

It is considered that adoption of a wayfinding strategy for the Activity Centre would assist in promoting cyclist movements between these attractions which are within easy cycling distance.

### 3.3 Local Cycle and Pedestrian Movement

The walk network within the Activity Centre is restricted to the larger grained road network, however most centre access is designed for vehicles within car parking environments. This means that there are a number of conflict points for pedestrians and vehicles.

The car parks throughout the Activity Centre do not have good provision for pedestrians. In the Core Precinct, the upper deck on the northern side of the shopping centre lacks shade, and at the lower level there is no pedestrian path provided for. It is proposed that improvements to the pedestrian environment of the centre be a requirement of any expansion of the shopping centre to address this issue.

This includes improvements to the pedestrian link on the vehicle ramp to Rockingham Road and Burgundy Court, including consideration of new surface treatment to delineate the path; weather protection and safe separation from vehicles.

The frequency, width and design of vehicle crossovers have a significant impact on pedestrian comfort. The footpaths on both sides of Rockingham Road (particularly on the eastern side adjacent to the Phoenix shopping centre) are frequently interrupted by wide vehicle crossovers. This has a significant negative impact on pedestrian amenity by disrupting and slowing pedestrian movement, and increasing the potential for pedestrian/cyclist and vehicle conflict.

The footpaths along Rockingham Road are also narrow and mostly directly abutting the kerb given the narrowness of the road reserve.

The majority of vehicle accidents involving pedestrians occur mid-block, rather than at intersections, and this highlights the need for safe pedestrian crossings mid-block (Worley Parsons 2010). Rockingham Road through the Activity Centre was identified for a 'mid-block crossing review' in the City of Cockburn Bicycle Network and Footpath Plan (2010).

Pedestrian movement from the southern end of the Structure Plan area to the northern end is frequently taken through the shopping centre, likely to be as a result of the unpleasant pedestrian environment along Rockingham Road, and the lack of other options. This means that pedestrian movement is restricted afterhours when the Phoenix Shopping Centre is closed.

The proposed improvements to Rockingham Road include rationalisation of crossovers and a reduction in size of crossovers where appropriate. These measures will greatly assist in improving pedestrian movement on Rockingham Road, and will make this a more attractive pedestrian route.

Critically the shopping centre area lacks a clear entry point for pedestrians. The proposed improvements to Rockingham Road will provide an important opportunity to create an improved pedestrian entry to the centre.



**Figure 11. Shopping centre vehicle access - Rockingham Road**



**Figure 12. Existing connecting path on northern side of upper deck parking - opportunity for improvement to pedestrian amenity.**



Pedestrian movement in the northern end of the site is not well catered for. Pedestrian movement from Lancaster Street to the Northern Precinct is within the car park environment, and the topography of this area makes pedestrian movement even more unsafe due to poor visibility for pedestrians and vehicles (Figure 16). This area has poorly used parking bays on the eastern side and an uneven boundary that creates 'dead space' in the south eastern corner of the Northern Precinct (Figure 13).

The opportunity exists to create a separate north south pedestrian pathway in this area on the eastern side, with the 'dead space' area landscaped to improve pedestrian comfort and safety. This is a proposed requirement of any development of this land in the Northern Commercial Precinct.

Overall the Activity Centre lacks active frontages which are important for creating an interesting pedestrian environment which will attract walking. Design Guidelines have been prepared setting out the requirement for new development to include active frontages to address this issue.

Key adjoining streets for pedestrian connections to the centre are Kent Street, Lancaster Street, March Street and Glendower Way. These streets lack street trees and continuous footpaths, which negatively impacts the pedestrian experience.

The finer details of street footpath network lack connectivity which has a negative impact on pedestrian comfort and safety. In particular there are instances where street footpaths do not connect to commercial landholdings. Redevelopment of these sites should



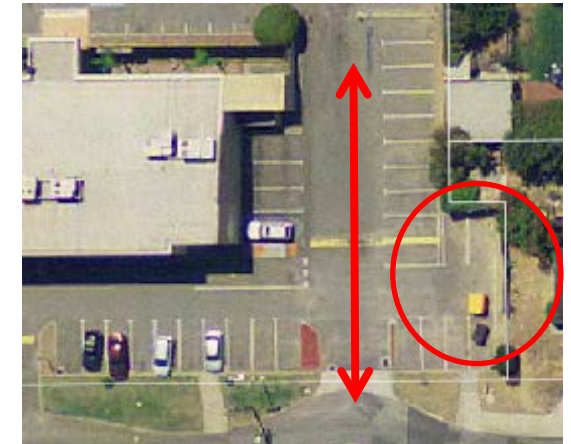
**Figure 13. Northern Precinct - area of poor north south pedestrian connectivity and underutilised car parking**

**Figure 14. Ramp from Rockingham Road**



require these connections to be established in a way that ensures convenient pedestrian movement is established and maintained.

Throughout the Activity Centre there is a lack of amenities for pedestrians and cyclists, such as seating and water fountains. A number of key pedestrian routes to the Activity Centre are long streets, such as Kent Street, which could benefit from some seating along the way to break up



**Figure 15. Northern Precinct - area of poor north south pedestrian connectivity, and 'dead space area'**

**Figure 16. Pathways that do not connect in the Northern Precinct**



the journey and encourage walking. This would particularly benefit older people, and people with disabilities.

### 3.4 Vehicle movement and access

Vehicular connectivity throughout the 'District Centre' zoned area of the Activity Centre lacks legibility and permeability. This includes movement from the Core Precinct to the Northern Precinct.

In and around the Phoenix Shopping Centre site traffic movement is constrained by ground level changes (and resultant retaining walls), deck parking arrangements, and complicated vehicular entrances. Traffic movement from Rockingham Road around the MacDonald's Restaurant has a complicated vehicular entrance which creates the potential for conflict and confusion.



**Figure 17. Rockingham Road vehicle entrance to upper deck parking - relies on signage**

In many instances legibility for vehicles is heavily reliant on signage, particularly the entrance from Rockingham Road to the upper deck of car parking (Figure 17).

A key recommendation of the Phoenix Revitalisation Strategy was the upgrade of Rockingham Road, and the City is progressing plans for an upgrade with the objective of slowing traffic, improving the pedestrian environment, enhancing the streetscape, improving legibility and signalling entry to the Activity Centre.

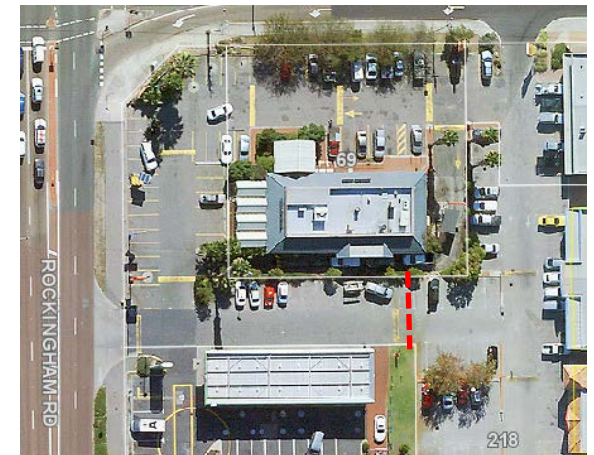
In the Northern Precinct vehicle access from Rockingham Road (northern entrance) can experience queuing from the servicing station blocking traffic. The Development Approval for the service station required the parking bays to the north of the entrance to be parallel; however the bays are perpendicular, reducing the width of this access. At times this results in queuing from the service station blocking the narrow access.

The perpendicular bays were allowed in the scenario where this access did not connect to the rest of the precinct. Therefore given that connectivity has been established it is considered appropriate to investigate whether these parking bays should be redesigned to be parallel, providing greater access width for this entry.

The Mixed Use precinct currently comprises small lots in fragmented landownership; therefore there are multiple crossovers to Rockingham Road. To achieve cohesive development and coordinated vehicle access it is proposed that in addition to Design Guidelines for the area, a vehicle access plan be prepared to ultimately create a vehicle access easement, almost a service road, in the front setback for access and parking. Ultimately this would facilitate rationalisation of crossovers and coordinated access point.



**Figure 18. Southern entrance from Rockingham Road, currently relies on signage, proposed relocation south**



**Figure 19. Northern end parking bays for re-consideration, orange line showing where access was intended to be blocked**

### 3.5 Servicing

The Phoenix Shopping Centre has a number of servicing areas on the north, east and western sides, with the two main servicing areas located on Rockingham Road, and March Street (Figures 20 and 21).

The Coles servicing area is particularly important given its prominent location on Rockingham Road between two main entrances to the shopping centre, and adjacent to a key bus stop. The following issues are noted for this servicing area:

- Includes and currently requires two wide crossovers which break pedestrian movement along Rockingham Road in this section;
- Results in a blank, inactive facade to Rockingham Road;
- Includes a level change down from the road;
- Located adjacent to a well-used bus stop.

With the exception of a complete redevelopment of the centre, this servicing area is likely to remain in this location given that it is the servicing area of a major retail tenancy that would likely remain a key component of the centre as part of any expansion or refurbishment. It is therefore possible that expansion or refurbishment of the centre may not include any specific modifications to this servicing area, yet such improvements are considered critical to address the above issues and achieve the following:

- Improve pedestrian movement along this section of Rockingham Road which is critical given it is

used to access the bus stop and main entrance to the centre.

- Provide a more active frontage to improve pedestrian amenity.

It is therefore proposed that any expansion of the centre demonstrate how improvements to pedestrian amenity have been addressed in this area.

It is considered that any artworks required pursuant to the City's Percent for Art Policy be provided in this area to improve pedestrian amenity. This is reflected in the Phoenix Percent for Artworks Strategy.

The March Street servicing area (Woolworths and Big W) has been the subject of ongoing complaints from residents on March Street expressing concerns regarding reversing servicing vehicles. Any major expansion to the shopping centre will be required to explore the potential for improvements to this area to address safe vehicle movements and the interface with residential development.



Figure 20. Rockingham Road servicing area



Figure 21. March Street servicing area

## 3.6 Movement Actions

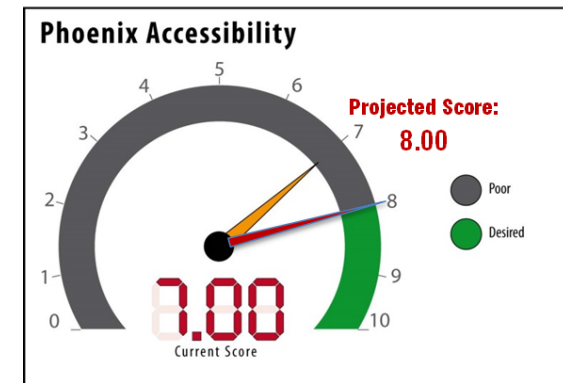
1. *Requirement for any expansion of the centre to demonstrate how pedestrian connectivity and amenity has been addressed, including:*
  - *Improvements to the pedestrian link from the centre to Burgundy Court and Rockingham Road, including consideration of new surface treatment to clearly delineate the path; weather protection and safe separation for vehicles, in addition to the possible inclusion of trees along the north-south link on the upper deck of parking.*
2. *Improvements to pedestrian amenity along Rockingham Road adjacent to the Rockingham Road shopping centre servicing area which is critical given it is used to access the bus stop and main entrance to the centre.*
  - *Provide a more active frontage to improve pedestrian amenity.*
  - *To improve legibility of the centre.*
3. *Artworks required pursuant to the City's Percent for Art Policy be provided in the vicinity of the Rockingham Road shopping centre servicing area to improve pedestrian amenity (Phoenix Percent for Artworks Strategy).*

4. *Adoption of Design Guidelines and a vehicle access plan for the Mixed Use zone to ensure safe and legible access.*
5. *Investigation of reconfiguration of car parking in the northern end (BP site) to determine whether existing bays adjacent to the access should be parallel.*
6. *Preparation of a wayfinding strategy for the Activity Centre to assist in promoting cyclist movements between nearby attractions and within the centre.*
7. *Investigate inclusion of cycle lanes on Rockingham Road as part of the proposed improvements to improve north south connection.*
8. *Requirement for any development of 2 Lancaster Street to include a separate north-south pedestrian pathway from Lancaster Street (on the eastern side) with the 'deadspace' area landscaped to improve pedestrian comfort and safety.*

## LCACS Scores and Outcomes

The Phoenix Activity Centre currently achieves an overall accessibility score of 7, which is below the benchmark score of 8 for a District Centre.

It is anticipated that implementation of the Activity Centre Structure Plan actions and improvements to the walkability within the centre and to the centre; and to the cycle network will result in an improved score of 8 which is considered within the desired level for a district centre.



## 4. ACTIVITY

### 4.1 Dwellings

The Phoenix Activity Centre is located in an established suburban area, and historically the urban form has consisted of predominantly low density single dwellings.

The Activity Centre has some higher density housing in the four three-storey apartment buildings constructed in the late 1960s/early 1970s when the Phoenix Shopping Centre was built. In total these buildings contribute to the diversity of dwellings, and provide some of the most affordable, smaller housing options within the Activity Centre and the City of Cockburn, as follows:

- 75 Phoenix Road - 48 apartments (three storey building 1 and two bedroom apartments)
- 83 Phoenix Road and 15 Glendower Way – 51 apartments (two bedroom apartments)
- 3 Burgundy Court in the Phoenix Shopping Centre precinct (21 two bedroom/one bathroom dwellings at 67m<sup>2</sup>).



**Figure 22. Glendower Way, Spearwood – 24 single bedroom apartments**

The Phoenix Revitalisation Strategy identified residential zoning changes for the 800m walkable catchment to the centre as follows:

- Increasing residential densities within close proximity to the centre to R60.
- Increasing residential densities from R20 to R40 in the 400m walkable catchment of the Phoenix Town Centre, around local centres, and along major public transport routes.
- Increasing the residential density from R20 to R30 within the 400m to 800m walkable catchment.
- Increasing residential densities to R30/R40 surrounding public open space to encourage passive surveillance and active frontages.

These residential coding changes were gazetted in 2010, and subsequently there has been significant infill development occurring. This has taken the form of:

- ‘Battleaxe’ subdivisions with retention of an existing dwelling (typically located at the front of the dwelling, although in some cases at the rear, and the addition of another dwelling (typically one or two) to the rear.
- Demolition of an original dwelling for redevelopment of the site (typically with three grouped dwellings).
- Demolition of an original dwelling for redevelopment of the site with multiple dwellings.

These residential codings will facilitate an additional 325 dwelling units within the Activity Centre. Along Rockingham Road a new ‘Mixed Use’ zone will potentially facilitate an additional 79 dwelling units. The majority of these dwellings will be smaller dwellings particularly in the ‘Mixed Use’ zone, where they will be predominately ‘shop-top’ housing. This will assist in improving housing diversity and in meeting the needs of the growing number of smaller households.

### Phoenix Activity Centre Projected Infill Development

|   |                 |
|---|-----------------|
| <b>Residential zoned land</b>                   |                 |
| R40   | + 120 du        |
| R60   | + 37 du         |
| R80   | +17 du          |
| <b>TOTAL</b>                                    | <b>+ 325 du</b> |
| Mixed Use zoned land (total area 1.48 ha)       | +79 du          |
| <b>ADDITIONAL DWELLINGS FOR ACTIVITY CENTRE</b> | <b>411 du</b>   |

| Phoenix District Centre |                 |                 |               |               |
|-------------------------|-----------------|-----------------|---------------|---------------|
| Walkable Catchment:     | 400 m           |                 |               |               |
| Gross Area:             | 38.59 ha        |                 |               |               |
| Residential Density     |                 |                 |               |               |
| Existing                | Targets         |                 | Shortfall     |               |
|                         | Minimum         | Desirable       | Minimum       | Desirable     |
| 9.1 dwellings/ha        | 20 dwellings/ha | 30 dwellings/ha |               |               |
| 353 dwellings           | 770 dwellings   | 1,155 dwellings | 417 dwellings | 803 dwellings |

The 400m catchment includes 106 residential properties which are typically sized between 700sqm and 900sqm, in individual ownership.

It is considered unlikely that higher residential codings than those currently designated (between R30 and R80) would be likely to result in a substantial increase in ultimate dwelling numbers. The development of multiple dwellings typically occurs on larger lots, with lots larger than 1,000sqm in the Spearwood area being the most attractive for redevelopment of multiple dwellings. Smaller lots (regardless of the coding) have typically been developed to accommodate between two and four grouped dwellings.

Therefore the estimated additional 411 dwelling units in the 'Residential' and 'Mixed Use' zoned portions of the Activity Centre is likely to be the largest increase possible without undertaking compulsory acquisitions to consolidate land parcels and undertake development at a larger scale.

Under the current residential codings the minimum targets set out in SPP 4.2 will almost be achieved (417 dwellings).

It is therefore considered at this stage that the current residential codings are appropriate in the context of the Activity Centre.

However, to maximise upper floor residential dwellings which would increase dwelling numbers, particularly the number of smaller, affordable dwellings, Design Guidelines have been prepared for the 'Mixed Use' zone.

## 4.2 Land Uses and Diversity

It is important for activity centres to have an appropriate mix of uses if they are to be vibrant, safe and diverse. For this to occur diverse and complementary land uses are required, rather than a centre dominated by typical retail uses.

The Phoenix Activity Centre does perform well in relation to the 'Mix of Uses' threshold (Tables 3 SPP 4.2) with a surplus of 3,237m<sup>2</sup> floorspace that is non-retail. This indicates that there is a good balance between retail and other floor space in the centre which is an important component of diversity.

It is noted that the Activity Centre does not perform well in the 'diversity index' which measures the diversity or richness of different uses. There is the potential for increases in floor area of 'entertainment', 'office', and 'health uses'. The addition of residential floor space will also improve the diversity index. Such uses can be accommodated in the new 'Mixed Use' zone, and within the existing 'District Centre' zone.

The proposed upgrade of Rockingham Road will slow traffic and make the road more pedestrian friendly, and this will encourage new uses in the 'Mixed Use' zone. Ultimately these ground floor tenancies will be attractive as restaurants and cafes. Design Guidelines for this area will require robust ground floor that can be converted to commercial if that is not viable in the short term.

## 4.3 Employment

The Phoenix Activity Centre currently accommodates 1,065 employment opportunities, which equates to an employment density of 100 jobs per hectare. Approximately 12% of the jobs are knowledge intensive or export orientated (KIEO).

Employment can be divided into two categories - population driven activity and knowledge-intensive employment. Population driven employment will exist to a large extent with the introduction of a population (eg. retail centres, basic producer services, hospitals and institutional centre).

Knowledge-intensive employment refers to high-quality knowledge-intensive jobs where the application or creation of knowledge opens up global markets for local outputs (eg. legal and financial services, technology research and development). In general there is a lack of knowledge-intensive employment outside the Perth Central Area, which has resulted in a disparity of employment in other centres, and low employment self-sufficiency.

An immature population driven centre services only the basic consumer needs of its catchment, and is characterised by low concentrations of KICS and strategic employment.

The target maturity level for a centre must be considered in the context of the Activity Centre. Not all centres are required to reach the highest level of maturity. LCACS has outlined that secondary centres and below, maturation beyond a diverse population drive level is unnecessary and can be undesirable as it

can detract from growth and maturation of higher order centres. Therefore the Phoenix Activity Centre should focus on maturity as a diverse population driven centre. This entails a continuing role for the Activity Centre in meeting both the basic and higher level consumer needs of the community.

For a diverse population driven centre the KICS target is 7 per cent, and Phoenix currently achieves 12 per cent KICS. However there is no maximum desirable level which means that there is opportunity for a higher level to be achieved.

Continued diversification through the delivery of knowledge intensive consumer services (eg. healthcare, education) will be required to improve the employment performance.

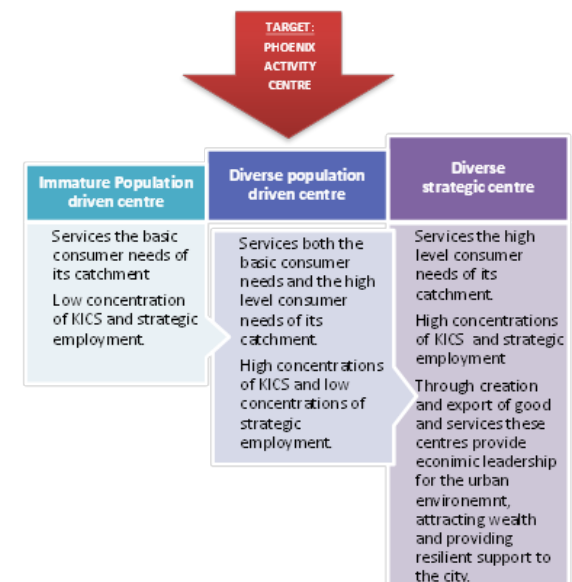


Figure 23. Target for Phoenix Centre - Diverse population drive centre

It is therefore important to ensure that the land use planning facilitates these types of uses.

Phoenix has the 6.63 ha of land required to meet the employment target of 1,393 jobs by 2031 (a 369 shortfall).

LCACS identifies the anticipated market potential of Office Business activity – this anticipates a significant increase in KICS office uses for the Phoenix Activity Centre (eg. accountants, real estate agents etc.). This will strengthen the centre’s move from a population driven centre to a diverse population driven centre.

The ‘mixed use’ zoning on Rockingham Road will provide the opportunity for office space at ground level, in addition to the potential for medical centres, consulting rooms and other such uses. It is therefore anticipated that redevelopment of the ‘mixed use’ zone will result in the creation of floor space that will contribute to an increase in KICS employment.

In the interim, existing dwellings in the ‘Mixed Use’ zone can be converted to businesses, such as offices or consulting rooms. This will cater for small scale and home-based businesses and live-work housing, creating employment opportunities, and live work

Based on this assessment no further commercial zoning changes, or expansion to the commercial zoning is considered required to improve employment performance.

However, there are actions that could encourage mixed use development in the ‘Mixed Use’ zone. This

includes design guidelines to provide greater certainty around expectations for this area.

The Design Guidelines also require an adaptable ground floor that can accommodate future commercial development even if it is not viable in the short term. This will ensure the potential for commercial development in the area is retained.

#### 4.4 Economic Activation

The Activity Centre is anchored by Phoenix Shopping Centre, which is an enclosed mall, and is supported by the City of Cockburn Administration building.

Demand analysis undertaken as part of the LCACS confirms that the centre has a well justified economic purpose.

However, the LCACS analysis identified that the Activity Centre underperforms in the following key areas:

- Purpose of Place – ‘Vision/Plan’
- Exposure - ‘Activated frontages’ and ‘Permeability’

#### Purpose of place

*Purpose:* The centre rated ‘good’ for purpose, and is deemed to have a well-justified economic purpose, however it is considered there is potential for this to be ‘very good’ with the introduction the mixed use zone, and higher densities in the town centre providing for a greater mix of dwelling types.

*Vision/Plan:* The centre rated poorly for its lack of a vision/plan for the centre. The adoption of an activity centre structure plan will improve this score to ‘very good’, providing a vision and direction for future development for the centre.

#### Exposure

*Activated frontages:* Some nodes within the centre do not address the surrounding street network at all. The adoption of design guidelines will ensure that future development addresses streets and public spaces.

*Permeability:* The shopping centre, like all mall based centres is selectively permeable, and while the mall itself is relatively easy to move through there are poor physical and visual connections between many buildings and streets, poor connections to the surrounding environment and the permeability of the centre is severely constrained outside of retail trading hours.

Improving permeability throughout the Activity Centre is a key objective of the Structure Plan, but substantial improvements will be reliant on redevelopment of the shopping centre given that this restricts movement through the centre after hours. However, improvements to legibility and physical and visual connections are considered possible through improvements to Rockingham Road, and the introduction of a wayfinding strategy.



## 4.5 Retail

While encouraging diversity of land use is a principal aim of the Activity Centre Structure Plan, retailing is still a critical component of the Activity Centre.

Like the Phoenix Activity Centre, the majority of the district centres in the Perth metropolitan area are anchored by an enclosed shopping centre. Therefore, given the important role and large proportion of land within the Activity Centre that is attributed to the Phoenix shopping centre, it is vital to examine shopping centre and retailing trends, particularly at the district centre scale. This will assist in understanding how these trends may influence the future shape and role of the Activity Centre.

Traditionally district centre shopping centres were modelled as smaller versions of the larger centres. They offered a discount department store, a supermarket (or two), and a number of specialty retail stores and food options. They provided a convenient, one stop destination for a range of goods and services, even though this was at a smaller scale with fewer options than the larger centres.

However, the larger centres have become larger, and they are continuing to expand. In the Perth metropolitan area significant expansions are proposed for a number of strategic metropolitan centres and secondary centres.

There are a number of emerging trends in relation to larger scale Australian shopping centres, including an increase in the presence of international retailers

seeking high profile locations and larger floor plates; increase in food and beverage retailing and dining in response to an increased consumer interest in food; wider range of health and beauty services; increased focus on lifestyle and entertainment; and facilities/services to complement online shopping.

The expansion and refurbishment of these larger centres, coupled with the above trends, is likely to widen the gap between district centres and the larger centres. The difference between district centres and the larger centres is becoming more pronounced both in terms of size, function, the experience offered, and the range of goods and services available. The expansion and refurbishment of the larger centres also means they offer contemporary building design and interiors which will always make them attractive destinations for shoppers.

These larger centres also have increasing catchments, whereby customers are prepared to travel further because of the range of goods and services, and the quality of the experience offered.

At the opposite end of the scale, smaller neighbourhood centres (that generally offer one supermarket and a small range of specialty stores) are able to offer high levels of convenience for shoppers.

This means that district scale shopping centres will need to find their niche role in between the larger and smaller centres.

At their smaller scale, District Centres have the potential to offer:

- Convenience with greater variety than neighbourhood centres.
- A wide range of locally tailored services
- Community gathering/event function

For district centres there are a number of emerging trends that are likely to change the tenancy mix and physical form of shopping centres.

In the past retailers sought a presence in most shopping centres, however this trend is shifting and retailers are taking a more strategic approach to where they locate. Most of these retailers offer online stores with free or low cost delivery and returns, reducing the risk for buyers.

The increase in online shopping is impacting on centres and resulting in a reduction in the number of chain outlet stores (particularly apparel) in smaller centres, and an increase in services that cannot be purchased online, such as health and beauty services.

There are 19 district centres in the Perth metropolitan area, and across all these centres the following key trends are observed:

- Decrease in apparel retail outlets with the exception of centres with a large catchment, remote from larger centres (eg, Baldivis District Centre).
- Increase in proportion of tenancies occupied by:
  - Food, beverage and dining options, including specialty food and beverages

- Health services such as gyms/health studios, massage therapy, dentists and pharmacies
- Beauty services such as nail parlours, and hairdressers
- Medical and related services – doctors’ surgeries, dentists, optometrists etc.
- Services such as travel agents, dry cleaners, clothing alterations
- Office uses– accountants, real estate agents, banks
- Discounts variety stores
- Emerging uses such as child care centres

These trends are further evidenced by the recent redevelopment/renovation of a number of district centres in Perth, where the following are observed:

**Increase in food and dining options** - Chain and independent cafes locating in the centres, in addition to specific food and beverage outlets (eg, frozen yoghurt). For example, Bassendean Centre has only one clothing boutique, and one gift shop, yet it has seven dine in café/restaurants.

**Externally accessible dining** – For example, at Riverton Forum the façade near the main entrance has an alfresco area that provides a more attractive, active frontage for the centre and clearly signifies the main entrance. This also serves to attract people to the centre for easily accessible food/coffee options that otherwise would have been within the centre primarily serving customers already at the centre.

**Increase in services** - For example, the greatest proportion of tenancies in Bassendean Centre are dedicated to services such as beauty services, travel agents, optometrist, chemist, gym and yoga studio.

**Improved amenities** - High quality parents’ facilities, children’s playgrounds and mobility aids are becoming more important to attract people to centres, and to encourage them to stay longer.

District shopping centres are typically anchored by one or two major supermarkets which serve to draw shoppers for daily and weekly grocery needs. Therefore trends in grocery shopping are of particular significance for centres of this size.

The key trend for grocery shopping in Australia is that shoppers are visiting more frequently, with the weekly shop becoming less common. This means that the convenience of accessing the supermarket becomes important. In response, new supermarket layouts reflect greater convenience for more frequent shopping.

On the basis of these trends, it is therefore likely that the future role of district shopping centres will focus on:

- Services that complement online shopping, such as online pickup points; temporary displays (linking to online stores);
- Greater range of quality food and dining options, including those that are externally accessible to the centre;



Figure 24. Play area at Baldvis Shopping Centre



Figure 25. Alfresco Dining Terrace at Riverton Forum

- ‘Pop up’ stores (eg. displaying goods from an online store for a period of time for promotional purposes);
- Serving and connecting with the local community;
- Functioning as a community meeting place;

- Medical, health, fitness and beauty services, including more specialised services;
- Office uses;
- High quality facilities such as children’s play areas and parent’s rooms.

These trends impact on the planning for the activity centre. Many of these trends have the potential to positively influence the Activity Centre because they provide a greater diversity of uses (including services to meet the needs of the local community), and more ‘externalised’ design features such cafes and non-retail uses that are externally accessible and therefore provide active frontages and visual interest. Greater convenience and accessibility also encourages walking to the centre.

| District Centre Shopping Centre Trends   |  |
|--|--|
| Trend  | Implications for the Structure Plan  |
| <i>Facilities to complement online shopping (eg. online grocery pickup points)</i>   | Provides the opportunity to activate blank frontages with new entrances for goods collection.  |
| <i>Greater focus on food and dining options, particularly externally accessible.</i> | Provides an opportunity to activate blank frontages, signify entrance points, attract people to the centre, improve pedestrian amenity, increase walking to the centre; and activate the Activity Centre after hours.  |
| <i>‘Pop up’ stores (eg. Temporarily displaying goods from an online store)</i>       | Provides the ongoing opportunity to take up vacancies in smaller tenancies throughout the centre, and to provide space for local online businesses as required.  |
| <i>Focus on serving and connecting with the local community.</i>                     | Provides the opportunity to create a community gathering point and to support local character and identity.<br><br>Flexible public and private spaces that are capable of hosting community events, markets etc.<br><br>Inclusion of facilities and playgrounds. |
| <i>A diversity of uses</i>   | Provides a greater mix of uses to serve the local community, and creates the opportunity for afterhours activation.  |
| <i>Functioning as a community meeting place</i>                                      | Use of car parking areas as spaces for ‘pop up’ events such as markets, outdoor cinema etc.  |

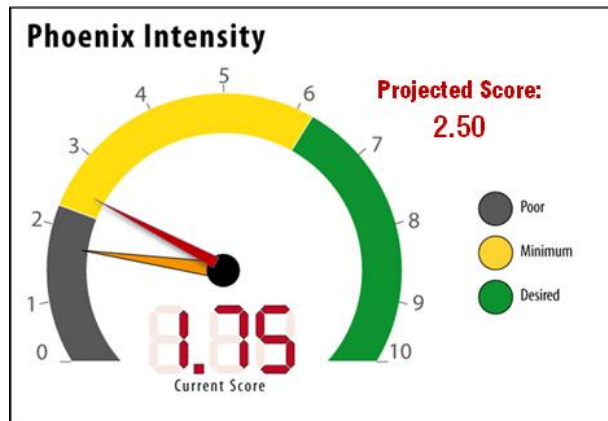
## 4.6 ACTIVITY ACTIONS

### LCACS Outcomes and Goals - Intensity

Analysis of the walkable catchment indicates that the current residential density is 9.1 dwellings per gross hectare.

This translates to an overall intensity score of 1.75, which is below the average score of 2.25 and below the best of type score for a District Centre.

The new 'Mixed Use' zoning and higher residential coding for the shopping centre site (R-AC3) will facilitate greater opportunities for housing in the



activity centre. It is anticipated that a score of 2.50 could be achievable with the addition of residential dwellings under the current zonings.

### LCACS Outcomes and Goals - Diversity

Currently the Phoenix Activity Centre has an overall diversity score of 4.25, which is below the average score of 4.75 and below the best type of score for a District Centre.

Of primary importance is the balance of retail and non-retail floorspace, which rates well. It is considered that the poor score for the 'diversity index' will improve as the centre sees more residential and office uses, however at this stage it is difficult to estimate to what extent this will improve the score.

It is also noted that this score in itself does not accurately reflect diversity of land uses that will be important for the vitality of the centre. For example, an increase in uses such as cafes and restaurants will be important for after-hours activation, and to provide local destinations that will encourage walking and cycling to the centre.

### LCACS Outcomes and Goals -Economic Activation

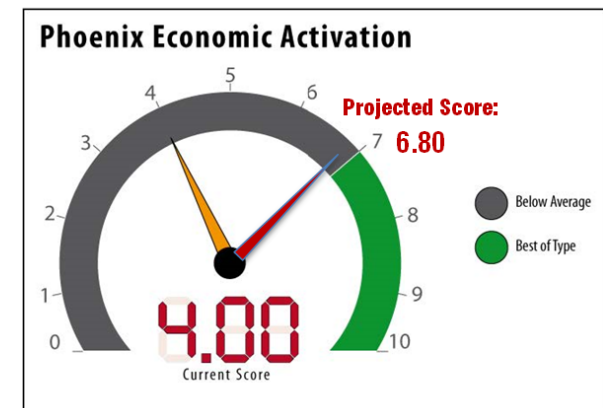
Currently the Phoenix Activity Centre achieves an overall 'Economic Activation' score of 4.00, which equates to a below target performance level.

It is anticipated that a score of 6.8 is achievable with the introduction of the new 'Mixed Use' zone and higher residential zonings for the Activity Centre; and with the implementation of the actions of this Activity

Centre Structure Plan to improve the purpose, activated frontages and permeability.

The adoption of an activity centre structure plan will also improve this score for 'vision/plan' to 'very good', providing a vision and direction for future development for the centre.

It is considered that a score above the projected 6.8 would only be achievable upon substantial redevelopment of the Phoenix Shopping Centre whereby permeability and activated frontages can be more significantly improved.



### LCACS Outcomes and Goals - Employment

Currently the Phoenix Activity Centre achieves an overall employment score of 3.5, which is above the average score of 3.25 and below the best of type score for a District Centre.

*The additional commercial zoning changes, including a new 'Mixed Use' zone on Rockingham Road and the adoption of design guidelines for this area to ensure adaptable development will ensure the creation of additional employment opportunities, resulting in an improvement to this score over time.*

## **Employment and Economic Activation Actions**

- 1. Adoption of Design Guidelines for the 'Mixed Use' zone providing guidance for mixed use development to encourage commercial uses, including offices, at ground floor.***
- 2. Inclusion of a requirement in the Mixed Use Design Guidelines for the ground floor to be adaptable to accommodate commercial development even when it may not be viable in the short term***
- 3. Adoption of the Activity Centre Structure Plan to strengthen the 'vision/plan' for the centre.***
- 4. Adoption of Design Guidelines which require new development in the Activity Centre to address streets and public spaces.***
- 5. Adoption of a Wayfinding Strategy for the Activity Centre and surrounding area to improve legibility.***

## 5. URBAN FORM

### 5.1 Key nodes, landmarks and view lines

The Rockingham Road streetscape comprises residential dwellings at a lower level on the western side, and the Phoenix shopping centre on the eastern side. The Phoenix shopping centre is heavily reliant on signage as a 'landmark', and to signify the vehicle entrances to the shopping centre.

The view from Rockingham Road facing north is characterised by:

- Lack of legibility
- Low visual amenity
- Duplication of signage

The view from Rockingham Road looking south:

- Shopping centre blends into the skyline
- 'Landmark structure' is a sign
- Limited sense of place
- Lack of landscaping on western side of Rockingham Road

The view of the northern entrance:

- Is reliant on signage to signify shopping centre entrance
- Has no facade/ identifiable features facing the street
- Has a complicated vehicular entrance



Figure 26. Rockingham Road looking south



Figure 27. Rockingham Road. Southern Entrance



Figure 28. Ramp entrance - Rockingham Road

The view of the southern entrance (Rockingham Road):

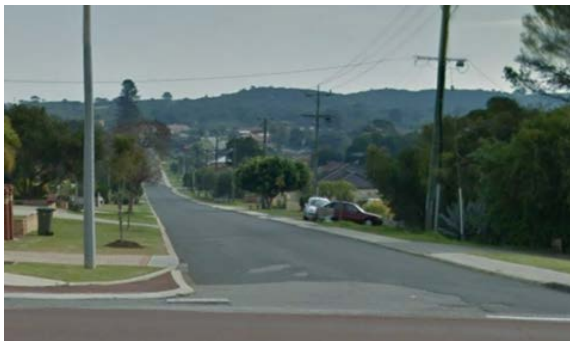
- Is reliant on Signage to signify the entrance
- Has no facade facing the street/ poor visual connection to exterior of the site

## 5.2 Landmarks

### *Natural Landmarks*

The Manning Lake Reserve ridgeline is a distinguishing natural feature in Spearwood that is highly valued by the local community.

The ridgeline is a visual asset that provides a distinctive setting for the Spearwood area and contributes strongly to the local character. The ridgeline is prominent from Rockingham Road, and in



**Figure 29. View of the Ridgeline from Rockingham Road**

particular views from Kent Street and Phoenix Road.

### *Public Art*

On Spearwood Avenue, within the 800m catchment of the Activity Centre there are themed artworks and plantings that form part of 'Friendship Way'. Friendship Way is located on Spearwood Avenue from Cockburn Road in North Coogee to Beeliar Drive in Yangebup. It is split into five sections, each commemorating an important connection the City has established - with the traditional owners of the land, with its sister cities and with the principles of global peace.



**Figure 30. Public Art on Spearwood Avenue**

Between Hamilton Road and Rockingham Road in Spearwood (Section 2) the theme is world peace; and between Doolette Street and Discovery Drive the theme is Aboriginal Australia. This includes public art and plantings in the theme, and these provide attractive and meaningful landmarks along Spearwood Avenue.

The Activity Centre itself however lacks landmarks, and lacks a sense of arrival and distinctive sense of place. Public art in the Activity Centre would provide an opportunity to create this sense of place, and to reflect a unique character for the Activity Centre. In particular it is considered that artworks denoting entry to the Activity Centre would assist in defining the role of the centre as a 'town centre'.

Identification of key themes for artworks and wayfinding will provide the opportunity to create a unique sense of place for the Phoenix Activity Centre.

A Percent for Artworks Strategy has therefore been prepared identifying key themes and locations for artworks required to the City of Cockburn Percent for Art Local Planning Policy. This will ensure that artworks contribute to enhance of local identity and enhance the Activity Centre.

It is also recommended that a Public Art and Wayfinding Strategy be prepared for the public realm.

### *Building Landmarks*

The Activity Centre in general lacks building landmarks, with very little variation in building height and form. There is a strong reliance on signage.

In appropriate locations new development should emphasise street corners, provide greater visual interest and signify entrance to the town centre. These requirements are set out in Design Guidelines to be adopted as a Local Planning Policy pursuant to the Scheme. Such features also assist with wayfinding and improve legibility.

### 5.3 Street interface

The design and placement of the shopping centre presents visual and functionality issues. Key to this issue is the internal nature of the Phoenix shopping centre with entrances located away from surrounding roads. Whilst not unusual in a shopping centre complex, the entrances do not face the street fronts, creating issues of legibility and reducing pedestrian connectivity and limiting the sense of place. This is an issue that has arisen due to the original frontage of the shopping centre addressing Coleville Crescent, rather than Rockingham Road. Incremental expansion of the centre, particularly the decked parking areas, has therefore closed off opportunities for frontages to the street.

The built form along Rockingham Road does not signify entry into the town centre, given that it is either primarily setback from the street, or is interfaced with inactive frontages such as servicing areas.

Integration of the site as it presents to Rockingham Road would improve the connection of the Shopping Centre to its surrounds and potentially improve the centre's functionality and viability as well as improving the general neighbourhood.

For the 'Mixed Use' zone on Rockingham Road, the proposed Design Guidelines will require active frontages at ground floor level, and articulated upper floors to ensure visual interest.



**Figure 31. View looking north on Rockingham Road**



**Figure 32. March Street shopping centre interface**



**Figure 33. Inactive frontage to March Street**



## 5.4 Signage

### Rockingham Road

A 'strip' of confusing and conflicting signs has developed along Rockingham Road through the Activity Centre. The facades of buildings are often obscured from view from the road, and the desire to increase signage is a common outcome of commercial development that is setback from the road.

The current signage is also designed for cars rather than pedestrians.

In the north western commercial end there is individual freestanding signage for each tenancy.

Uncoordinated signage causes the visual equivalent of 'white noise', where very little information is registered in the mind of the viewer. A signage strategy is therefore recommended for Rockingham Road.

Signage could comprise large, well-lit pylons with consistent space and orientation of signs within each pylon. This would enable a greater variety of businesses more opportunity for exposure.

Addressing the issues of signage will enable tree planting between shop units because they will not obscure shop frontages for passing trade. Views of the shops are still permitted beneath the canopy of the tree planting, and these may even be improved in quality and quantity when the current obliteration by ad hoc signage on front-lot boundaries is considered.



**Figure 34. Signage of Rockingham Road**

## 5.5 Public spaces

The Phoenix Revitalisation Strategy study area (800m catchment around the Activity Centre) includes 9.4 percent public open space, which is considered to be an adequate quantity considering that Manning Park, which is directly abutting the study area, was not included in this calculation. The City's administration building also provides a recreational function, given that it has BBQs, adult exercise equipment, seating and grassed areas suitable for picnicking.

A public open space catchment assessment indicates that the majority of the 800m catchment is within the catchment of a park, with the exception of a small area around the intersection of Phoenix Road and Rockingham Road. This area comprises existing residential development, and there is not considered to be any opportunity for additional public open space in this area. The area is just outside the catchments of three local and neighbourhood parks, and it is therefore considered to be acceptable in this context.

Bavich Park and Gerald Reserve are the closest parks, and both are important visual and pedestrian connections to the centre. Improvements to Bavich and Gerald Reserve are considered to be important to improve the pedestrian journey to the Activity Centre (see Concept Plan Figure 35).

The analysis demonstrates a lack of recreational facilities within the Activity Centre, but in particular the centre lacks a 'destination park', which would improve the recreational function of the centre, diversify the centre, and serve to attract people to the centre to stay longer.

This finding was also apparent in LCACS, where the Activity Centre scored poorly for 'urban form', including for the lack of recreational destinations (outdoor recreation facilities). There is an identified lack of diversity in recreational facilities, with traditional children's playgrounds predominating. There is also an opportunity to improve recreational facilities for older people in the area.

The Phoenix Core Precinct itself is lacking a public space that could improve the amenity of the area and provide an informal community gathering place.

The potential new shopping centre entrance from Kent Street, to the south of the existing southern entrance, would create an area of land to the north of the entrance (including the closed entrance area) which could be converted to 'public space', and provides an opportunity for landscaping.

This space could also provide an attractive pedestrian entrance to the centre, and will create a readily identifiable entry point to the centre that is currently lacking. It would provide a form of activation to Rockingham Road that the centre currently does not have. The space itself could have landscaping, seating, and children's play equipment. An alternative location on Rockingham Road, or directly accessible to Rockingham Road, could be considered when the redevelopment of the Shopping Centre occurs.



Figure 35. Concept Plan for possible improvements to Bavich and Gerald Reserve

The expansive areas of car parking around the Phoenix Shopping Centre separate the centre from the surrounding area; however these areas represent an opportunity to host community events.

To establish a 'town centre' function, the car parking areas of the Phoenix Shopping Centre could have a program of community events that bring the community together, and reinforce the role of the centre as a community hub.

Events programming could include:

- Pop-up outdoor cinema
- Markets with market carts
- Food markets showcasing local food.
- Art exhibitions
- Temporary vegetable allotments.



**Figure 36. Existing expansive upper deck car parking**



**Figure 37. Markets in car parking areas**



**Figure 38 Ideas for car parking areas - temporary cinema**



**Figure 39. Pop up restaurants**

## 5.6 City of Cockburn Administration Site

The City of Cockburn Administration site is located south of the Phoenix Shopping Centre, and includes the Seniors Centre, Spearwood library, Spearwood bowling club and landscaped grounds.

Currently this site has a civic role, and the grounds, with established trees and BBQ facilities, perform an important recreational function. This site provides the opportunity for the establishment of an important community gathering space.

The Phoenix Revitalisation Strategy included a concept plan for this site to become a community hub, incorporating residential development. A Master Plan will be required to determine the future of this site, and this should include investigation of the following key elements:

- Retention of a 'civic presence'
- Identification of mature trees and vegetation to be retained
- Adaptive reuse of the existing administration building
- Creation of a new 'community space'
- Residential development with an appropriate interface with surrounding development.



*Figure 40. Vegetation of Council administration site*

## 5.7 Urban Form Actions

1. **Formulation of a Public Art and Wayfinding Strategy that identifies themes to strengthen a unique identity for the Phoenix Activity Centre and improve legibility.**
2. **Creation of a new entry from Kent Street (new roundabout) to the Shopping Centre, and creation of a new 'public space' and pedestrian entry to the north of the entrance.**
3. **Preparation of Design Guidelines that require landmark built form in the Activity Centre and active frontages to add visual interest and improve legibility and amenity.**
4. **Improvements to Bavich Park and Gerald Reserve to improve their appearance, and make them more attractive pedestrian connections to the Activity Centre.**
5. **Requirement for any redevelopment of the Civic Centre site to retain a civic function.**

### LCACS Outcomes and Goals

The Phoenix Activity Centre scores a 4.80 for urban form, which equates to a medium performance level.

Current scores for legibility, amenity and development potential were all medium. Within the amenity attributes the Activity Centre currently scores poorly in the following 'amenity' areas:

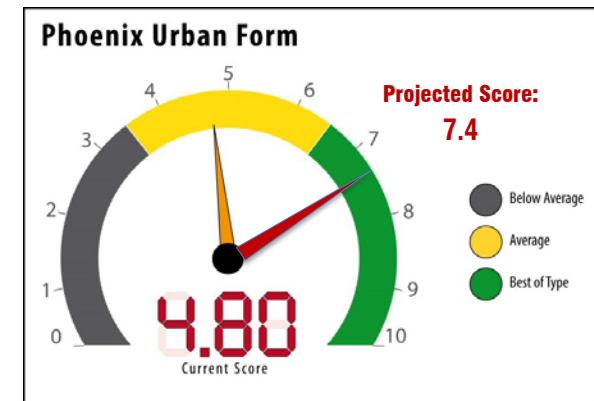
- Features of visual interest
- Picnic facilities
- Recreational destinations (outdoor recreation facilities)
- Presence of street trees.

Within the legibility attributes the centre currently scores poorly in the following areas:

- Continuity of footpaths and presence of cyclepaths.

Improvements to street trees, and the requirement for improved connectivity from street footpaths will see an improvement to this score.

In addition, the inclusion of features of visual interest through landmark buildings and the inclusion of recreational destinations in the Activity Centre, in both the civic precinct, and the Phoenix Core, will contribute to demonstrable increase to the 'urban form' score from 4.8 to 7.4 which is 'best of type' for a district centre.



## 6. Action Plan, Implementation and Monitoring

### 6.1 Action Plan

| <i>Action</i> | <i>ACTION</i>  | <i>Responsible Agency</i> | <i>City of Cockburn Service Unit</i>   | <i>Priority</i> |
|---------------|--|---------------------------|--|-----------------|
| 1.            | <p><i>Adoption of Design Guidelines Local Planning Policy for the Activity Centre:</i></p> <ul style="list-style-type: none"> <li><i>Adoption of Design Guidelines for the 'Mixed Use' zone providing guidance for mixed use development to encourage commercial uses, including offices, at ground floor.</i></li> <li><i>Adoption of Design Guidelines which require new development in the Activity Centre to address streets and public spaces.</i></li> <li><i>Preparation of Design Guidelines that require landmark built form in the Activity Centre to add visual interest and improve legibility and amenity.</i></li> </ul> | City of Cockburn          | Strategic Planning   | High            |
| 2.            | <p><i>Adoption of a vehicle access plan for the Mixed Use zone to ensure safe and legible access.</i></p>  | City of Cockburn          | Strategic Planning   | High            |
| 3.            | <p><i>Upgrade of Rockingham Road between Coleville Crescent and Phoenix Road:</i></p> <ul style="list-style-type: none"> <li><i>Investigate the provision of an amenity space in a location on Rockingham Road (or directly accessible to Rockingham Road) when redevelopment of the shopping centre occurs.</i></li> <li><i>Investigate inclusion of cycle lanes on Rockingham Road as part of the proposed improvements to improve north south connection.</i></li> <li><i>Investigate improvements to the amenity at bus stops on Rockingham Road.</i></li> </ul>   | City of Cockburn          | Strategic Planning,<br>Engineering Services,<br>Parks services and Phoenix Shopping Centre | Medium          |

|    |  |                         |  |                |
|----|--|-------------------------|--|----------------|
| 4. | <i>Investigation of reconfiguration of car parking in the northern end (BP site) to determine whether existing bays adjacent to the access should be parallel.</i>   | <i>City of Cockburn</i> | <i>Strategic Planning and Engineering Services</i> | <i>Low</i>     |
| 5. | <i>Formulation of a Public Art and Wayfinding Strategy that identifies themes to strengthen a unique identity for the Phoenix Activity Centre and improve legibility.</i>  | <i>City of Cockburn</i> | <i>Strategic Planning</i>                          | <i>Medium</i>  |
| 6. | <i>Improvements to Bavich Park and Gerald Reserve to improve their appearance, and make them more attractive pedestrian connections to the Activity Centre.</i>  | <i>City of Cockburn</i> | <i>Parks Services</i>                              | <i>Medium</i>  |
| 7. | <i>Preparation of a Signage Strategy for Rockingham Road</i>   | <i>City of Cockburn</i> | <i>Strategic Planning and Statutory Planning</i>   | <i>High</i>    |
| 8. | <p><i>Preparation of a Master Plan for the City of Cockburn Administration Site to include investigation of the following key elements:</i></p> <ul style="list-style-type: none"> <li>• <i>Retention of a ‘civic presence’</i></li> <li>• <i>Identification of mature trees and vegetation to be retained</i></li> <li>• <i>Adaptive reuse of the existing administration building</i></li> <li>• <i>Creation of a new ‘community space’</i></li> <li>• <i>Residential development with an appropriate interface with surrounding development.</i></li> </ul> | <i>City of Cockburn</i> | <i>Strategic Planning and External consultants</i> | <i>High</i>    |
| 9. | <p><i>Monitor the performance of the Activity Centre by undertaking a review every two years, addressing the elements discussed within this Structure Plan relating to:</i></p> <ul style="list-style-type: none"> <li>• <i>Land use mix diversity targets;</i></li> <li>• <i>Residential density targets;</i></li> <li>• <i>Built form and streetscape intensity;</i></li> <li>• <i>Measuring against the LCACS metrics.</i></li> </ul>   | <i>City of Cockburn</i> | <i>Strategic Planning</i>                          | <i>Ongoing</i> |

## 6.2 Monitoring

The performance of the Phoenix Activity centre is to be monitored through a review process undertaken every two years. This should address the elements discussed within this Structure Plan relating to:

- Land use mix diversity targets
- Residential density targets
- Built form and streetscape intensity

Critically, progress of the Activity Centre Structure Plan should be measured against the LCACS metrics to determine whether the anticipated improvements are occurring.