

**PARKLAND  
HEIGHTS**

**AMENDMENT 4**

# **LOCAL STRUCTURE PLAN**

**PART TWO - EXPLANATORY REPORT**

**FEBRUARY 2019**



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PARKLAND HEIGHTS LOCAL STRUCTURE PLAN

AMENDMENT 4

PART TWO - EXPLANATORY REPORT

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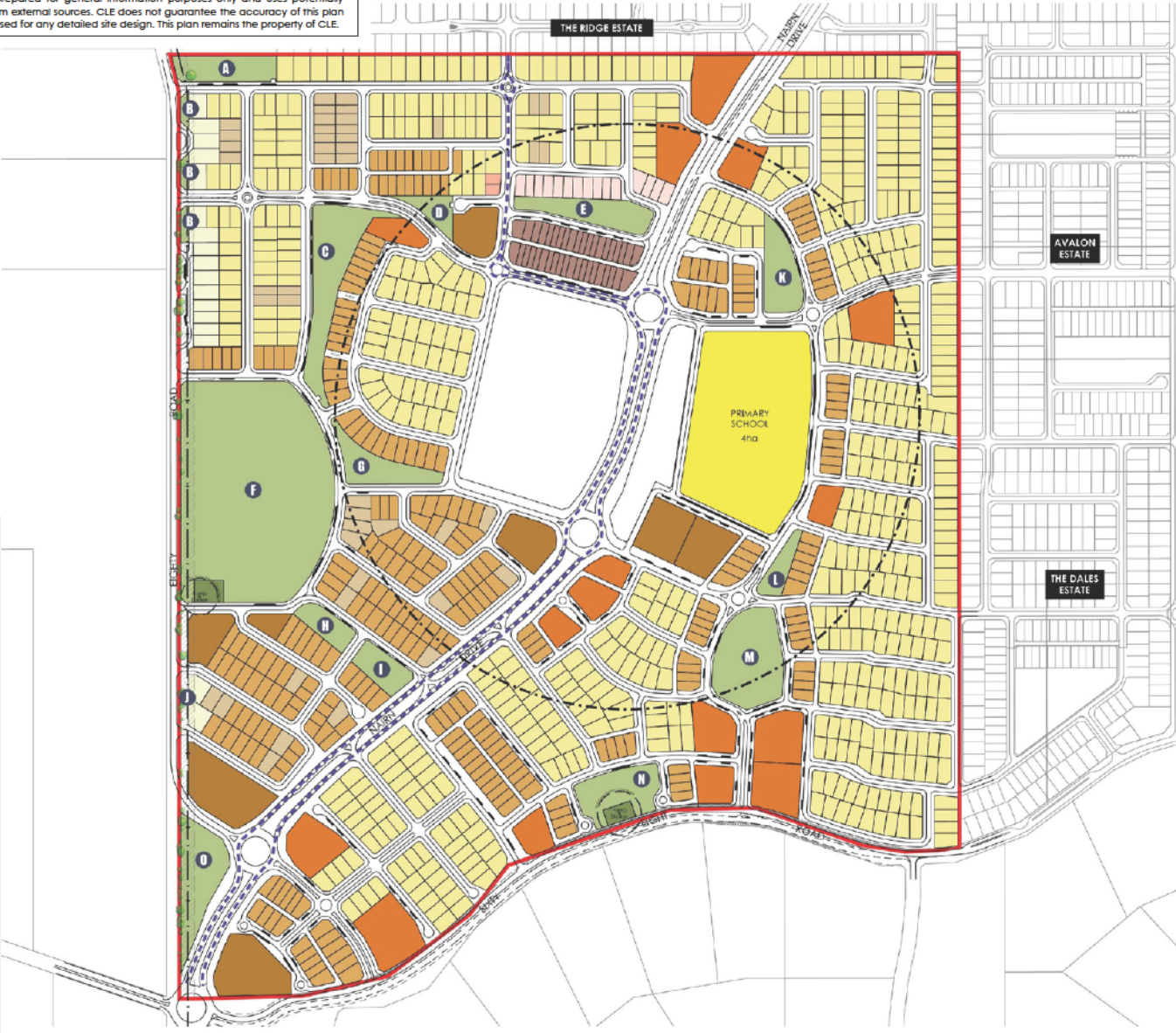
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PARKLAND HEIGHTS LOCAL STRUCTURE PLAN  
AMENDMENT 4 PART TWO - EXPLANATORY REPORT

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LEGEND

ZONES / RESERVES

RESIDENTIAL R60

RESIDENTIAL R40

RESIDENTIAL R30

RESIDENTIAL R25

RESIDENTIAL R20

RESIDENTIAL R15

EDUCATION

PUBLIC OPEN SPACE

RMD R40

RMD R30

RMD R25

OTHER

LOCAL STRUCTURE PLAN BOUNDARY

400M NEIGHBOURHOOD WALKABLE CATCHMENT

PUMP STATION ODOUR BUFFER

POWERLINE EASEMENT

ROAD WIDENING (SIXTY EIGHT ROAD)

PLANNED BUS ROUTE

VEGETATION TO BE PROTECTED (WHERE POSSIBLE)

SEWER PUMP STATION (900m<sup>2</sup> - 1200m<sup>2</sup>)

NOTES

1

The boundary of this Local Structure Plan (LSP) is in accordance with the approved Comprehensive Development Plan (CDP) 2002 and original Lot 1507 boundary.

2

The access street and associated lot layout shown on the Plan is indicative only and subject to refinement as part of the detailed subdivision process.

3

The Village Centre shall form the subject of a separate planning exercise and is excluded from this proposal.

4

PGS areas are indicative only and subject to further detailed design and drainage considerations.

5

All road carriageway detail depicted on this Plan including pavements, road treatments, medians and parking are for illustrative purposes only and are subject to final engineering design and any relevant approvals. The detail reflects the intent of the road network standards preferred for this subdivision. All dimensions and areas depicted on this Plan are subject to pre-call and final survey and may vary from the figures shown.

6

Bushfire attack level to be reviewed prior to the creation of titles. Development may require construction in accordance with AS3759 - Construction in Bushfire Prone Areas.

7

Sixty-Eight Road widening to accommodate future upgrade to boulevard standard. Construction requirements to be negotiated at subdivision stage of development.

PUBLIC OPEN SPACE TABLE

NOTES	CREDITABLE AREA (ha)	NOTES	CREDITABLE AREA (ha)
A	0.4009	1	0.3235
B	0.1463	1	CONVERTED TO ROAD RESERVE
C	0.8566	1	0.3439
D	0.2283	1	0.2328
E	0.5220	1	0.8281
F	5.3214	1	0.4755
G	0.4668	1	0.7076
H	0.2747		
TOTAL AREA OF PGS & DRAINAGE		11.8284	
% OF GROSS LANDHOLDING		10.90%	



## 1.0 PLANNING BACKGROUND

### 1.1 Introduction and Purpose

The Parkland Heights Local Structure Plan (LSP) was endorsed by the Western Australian Planning Commission (WAPC) on the 13<sup>th</sup> February 2013 and is the overarching framework guiding the development of the residential estate known as 'Parkland Heights' at Lot 1507 Eighty Road, Baldivis. The Parkland Heights LSP comprises a 120.82 hectare area in the south west corner of the South Baldivis District Structure Plan. Parkland Heights is in the single ownership of Rockingham Park Pty Ltd who are progressing staged development from the northern and eastern boundaries.

The current LSP identifies a 'Village Centre' at the centre of the LSP Map, co-located with the future Primary School (refer Figure 1). Note 3 of the LSP Map states that *"the Village Centre shall form the subject of a separate planning exercise and is excluded from this approval"*. Whilst the current LSP Map identifies the location and land area of the future Centre, it defers consideration of the zoning and composition to a subsequent planning stage.

Parkland Heights and Southern Baldivis in general, are planned to accommodate substantial population growth over the coming decades which has led to further investigation into the size of the activity centre planned for Parkland Heights. To this end, Rockingham Park Pty Ltd commissioned the preparation of a Retail Sustainability Assessment (RSA) by Pracsys (refer Appendix 1). The RSA concluded that, without a Neighbourhood Centre sized retail development, South Baldivis residents would need to travel outside of their local area to fulfil their shopping needs, resulting in longer trip requirements.

This Amendment to the Parkland Heights LSP (Amendment No.4) has been prepared to facilitate the development of a 10,000m<sup>2</sup> Neighbourhood Centre in response to the identified future shortfall in retail offerings within South Baldivis. The amended Part 1 – Implementation Report, this Part 2 - Explanatory Report and the accompanying appendices constitute the 'separate planning exercise' required under note 3 of the current approved LSP Map.

This Part 2 - Explanatory Report explains and justifies the amendments to the Part 1 – Implementation Report and the LSP Map. It does not replace the previous Explanatory Report prepared in support of the current LSP (Taylor Burrell Barnett, December 2012) rather, it forms an addendum and is supplementary to, the previous Explanatory Report and addresses only the proposed amendments to the Part 1 - Implementation Report and LSP Map.

The following technical appendices have been prepared in support of this LSP amendment and are appended in full:

Appendix 1: Retail Sustainability Assessment (Pracsys)

Appendix 2: Traffic Impact Assessment (Transcore)

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## 1.2 Planning Framework

### 1.2.1 Zoning

The proposed Neighbourhood Centre is zoned 'Urban' under the Metropolitan Region Scheme (MRS) and 'Development' under the City of Rockingham's Town Planning Scheme No.2 (TPS2). The Neighbourhood Centre directly abuts an 'Other Regional Road' reserve under the MRS in the form of the future Nairn Drive extension.

As previously stated, the Neighbourhood Centre is covered by the approved Parkland Heights LSP however, the LSP Map states that the Centre is subject to a separate planning exercise which this Amendment proposes to address.

### 1.2.2 Planning Strategies

Given the approved status of the LSP and its identification of a 'Village Centre' (by exclusion) on the approved LSP Map, the review of planning strategies in association with this Amendment is limited to those relevant to the proposed Neighbourhood Centre. The approved status of the LSP and subsequent development of the first stages of Parkland Heights confirm that the land is suitable for urban development and so the matter is not discussed in further detail as part of this Amendment.

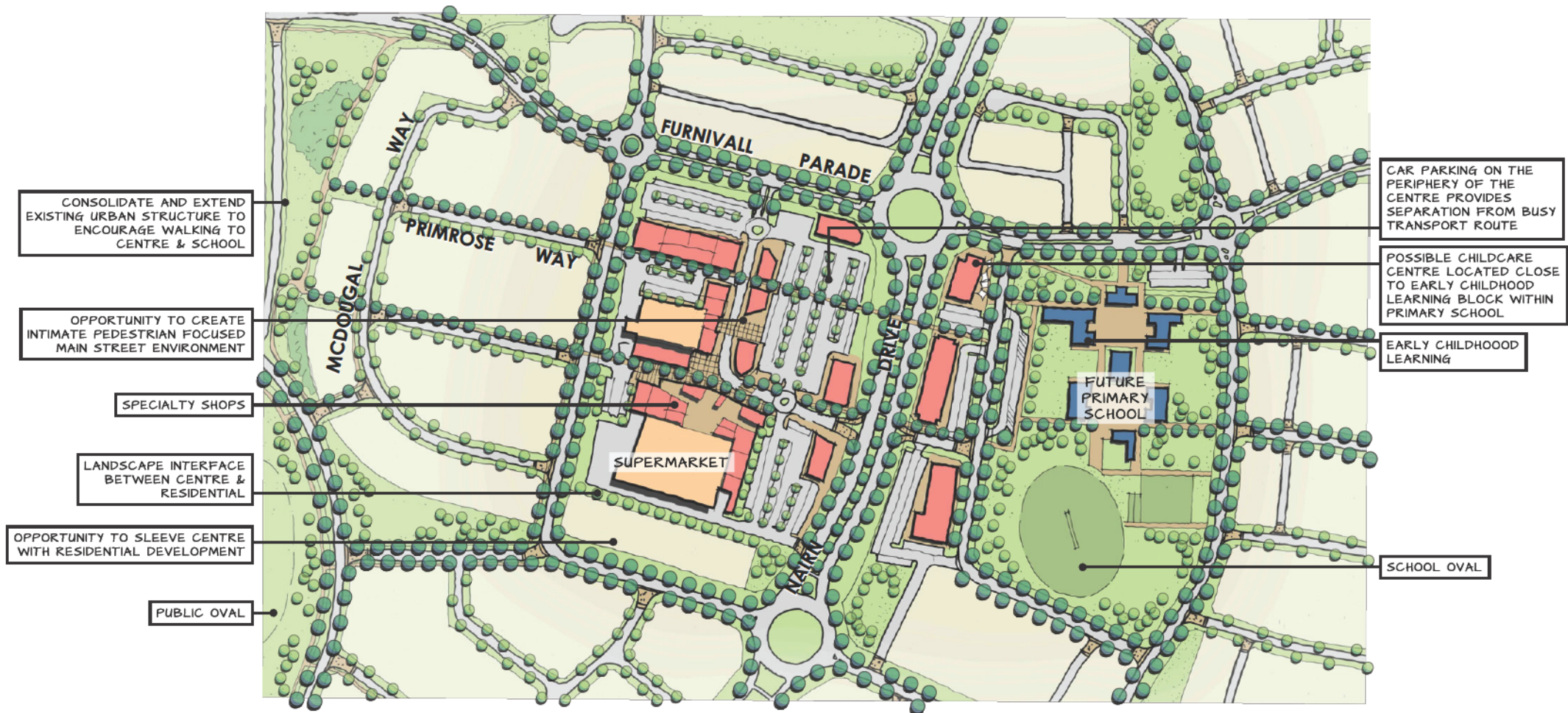
### Draft South Metropolitan Peel Sub-regional Planning Framework

The draft South Metropolitan Peel Sub-regional Planning Framework ('the Framework') has been prepared by the State Government to establish a long-term integrated framework for land use and infrastructure provisions to plan for and coordinate Perth's growth to a city of 3.5 million people by the year 2050. The Framework Plan identifies area for future growth as well as higher order activity centres (District Centres and above). The Framework does not specifically identify lower order activity centres such as Neighbourhood Centres and Local Centres however, does identify large areas of future urban land in South Baldivis. Future development and growth within these areas warrants and will sustain a Neighbourhood Centre for Parkland Heights.

A key objective of the Framework is to increase the number of people living close to where they work to reduce travel times and decentralise employment from the Perth CBD. As demonstrated in the RSA (Appendix 1), the Parklands Heights Neighbourhood Centre is expected to generate 57 full time jobs during construction and 294 permanent jobs when operating, assisting to deliver the objectives of the Framework.

# PARKLAND HEIGHTS LOCAL STRUCTURE PLAN AMENDMENT 4 PART TWO - EXPLANATORY REPORT

This plan is an indicative land use concept depicting one hypothetical development scenario for the land and is prepared for illustrative purposes only. It has no formal endorsement or approval status. Any lot boundaries, areas, road networks, public open space or any other land use detail depicted should be considered notional and will be subject to change as part of any subsequent formal planning approval processes. This plan remains the property of CLE.



### Liveable Neighbourhoods

*Liveable Neighbourhoods* is the WAPC's operational policy for the design of new subdivisions and the assessment of structure plans. In addition to shop retail, *Liveable Neighbourhoods* advocates local-scale office uses and higher density residential development in and around Neighbourhood Centres. The current LSP allocates higher density precincts around the Centre to maximise the potential population living within a walkable catchment. As demonstrated by the Preliminary Concept Plan (refer Figure 2), the Neighbourhood Centre is capable of accommodating a range of commercial uses as well as a residential precinct on the southern boundary. The residential precinct is subject to detailed design however, can potentially accommodate multiple dwelling or medium density-style attached housing.

*Liveable Neighbourhoods* promotes 'main street' activity centres. As depicted at the Preliminary Concept Plan (refer Figure 2), the proposed Neighbourhood Centre will have a strong main street character at the core of site, providing a pedestrian-friendly environment with active uses engaging the street. Further detail with regards to the design of the Centre will be addressed via a Local Development Plan and at the development application stage.

### 1.3.3 Planning Policies

#### City of Rockingham Planning Policy No. 3.1.2 – Local Commercial Strategy

The City of Rockingham's Planning Policy No. 3.1.2 – Local Commercial Strategy ('the Commercial Strategy') was prepared by the City to "promote the development of a hierarchy of centres which are viable, sustainable and which provide maximum benefit to the community". The Commercial Strategy, as it relates to the Baldivis Precinct, was reviewed in August 2012 to guide long-term retail and commercial floor space through a distribution of activity centres, consistent with the WAPC's *State Planning Policy 4.2 – Activity Centre for Perth and Peel* (SPP 4.2). The Commercial Strategy supports an activity centre hierarchy and the need for retail offerings to be readily accessible and encourages the concentration of future retail expansion.

With specific reference to the Baldivis area, the Commercial Strategy identifies the following key objectives:

- "Provide sufficient development opportunities to enable a diverse supply of commercial and residential floorspace to meet projected community needs;
- Cater for a full range of needs from shopping, commercial and community services from local convenience to higher-order comparison retail/goods and services;
- Mitigate the potential for an over-concentration of shopping floorspace in large activity centres at the expense of a more equitable level of service to communities; and

- Promote the walkable neighbourhoods principle of access to employment, retail and community facilities by distributing activity centres to improve access by foot or bicycle, rather than having to depend on access by car in urban areas."

The Commercial Strategy divides Neighbourhood and Local Centres into precincts, with the Parkland Heights Neighbourhood Centre located within Precinct 4 – Baldivis. The provisions for Precinct 4 were reviewed in 2012 to incorporate the recommendations of SPP 4.2, particularly to become more flexible and encourage the need to identify and assess the role of a centre rather than specify its size. Specific maximums were subsequently removed in favour of identifying ranges of retail floor space. The Commercial Strategy identifies the following indicative ranges as appropriate:

- Neighbourhood Centre – Servicing between 5,000 and 20,000 residents and with generally 4,500m<sup>2</sup> - 10,000m<sup>2</sup> of retail floor space; and
- Local Centre – up to 5,000 residents with generally less than 1,500m<sup>2</sup> of retail floor space.

The Commercial Strategy identifies Parkland Heights as a Local Centre however, detailed modelling undertaken in association with this LSP Amendment identifies the need for a higher order centre. To reflect this, the Commercial Strategy will need to be updated to refer to Parkland Heights as a Neighbourhood Centre. In discussions with the City's officer's, it was agreed that the City will progress an amendment to the Commercial Strategy concurrently with this LSP Amendment. The update to the Commercial Strategy will be undertaken pursuant to clause 4.6.6 of TPS2 which foreshadows the need for the Commercial Strategy to be refined to reflect best planning outcomes.

The Commercial Strategy requires the preparation of an RSA for a proposal that would result in the alteration to the role or function of a centre. As this LSP amendment seeks to reclassify Parkland Heights from a Local Centre to a Neighbourhood Centre, an RSA has been prepared by Pracsys and is appended in full to this Report (Appendix 1). The findings of the RSA are discussed in further detail under section 3.1 of this Report.

State Planning Policy 4.2 – Activity Centres for Perth and Peel

SPP 4.2 specifies the broad planning requirements for the planning and development of new activity centres, focussing on the distribution, function, broad land use and urban design criteria. The key objectives of SPP 4.2 as they relate to this LSP Amendment are to:

- *Reduce the overall need to travel; and*
- *Support the use of public transport, cycling and walking for access to services, facilities and employment.*

SPP 4.2 advocates a hierarchical structure for activity centres and specifically identifies the higher order centres in the Perth and Peel metropolitan area. Neighbourhood Centres are not specifically identified and are intended to be coordinated through the local planning framework. SPP 4.2 does however, refer to Neighbourhood Centres in general terms, confirming that they are important community focal points for weekly household shopping and community needs and should be located within a walkable catchment of the surrounding population.

SPP 4.2 describes Neighbourhood Centres as generally accommodating supermarket and convenience shopping retail with local professional-type office uses. Residential is typically delivered at medium densities with a minimum density of 15 dwellings per gross hectare and a desirable density of 25 dwellings per gross hectare.

SPP 4.2 sets out the circumstances in which an RSA should be prepared and outlines the specific scope and requirements. As discussed earlier, an RSA has been prepared by Pracsys in accordance with SPP 4.2 (Appendix 1) and is discussed in further detail at section 3.1 of this Report.

#### 1.3.4 Pre-lodgement Consultation

The project team has met twice with the City's officers to discuss the LSP amendment process, the necessary accompanying information and the design principles that should shape the Neighbourhood Centre.

The City advised that it would require the following information to support the reclassification of Parkland Heights from a Local to Neighbourhood Centre under the Commercial Strategy:

- Preparation of an RSA to demonstrate that the Parkland Heights Neighbourhood Centre would not have an unreasonable impact on the viability of existing or planned activity centres in the area. It would also need to demonstrate that 10,000m<sup>2</sup> of retail NLA would be sustainable for Parkland Heights;
- Preparation of a Traffic Impact Assessment to demonstrate that the planned road network and intersections could accommodate the additional traffic demand generated by the larger Neighbourhood Centre; and
- Preparation of a Local Development Plan (LDP) to coordinate the future development of the Neighbourhood Centre, and which incorporates the City's design feedback. The LDP would be progressed post-approval of the LSP amendment, but would be advertised and considered concurrently.

The City of Rockingham will progress a separate amendment to its Commercial Strategy concurrently with this LSP Amendment provided it is satisfied that the above matters have been appropriately addressed.

In response to the above:

- An RSA has been prepared to demonstrate the viability of the Parkland Heights Neighbourhood Centre (Appendix 1);
- A Traffic Impact Assessment has been prepared, demonstrating that the planned road network can accommodate the increased traffic volumes estimated to be generated by the Neighbourhood Centre (Appendix 2); and
- An LDP has been prepared to coordinate the future development of the Neighbourhood Centre and deliver an integrated shopping centre layout that addresses key design principles such as setbacks, building orientation and façade treatments.

Further details in relation to the above matters is provided in the following sections of this Report.

## 2.0 AMENDMENT PROPOSAL

The approved LSP map spatially identifies an area for a future 'Village Centre' at the centre of the Parkland Heights estate. At the time the LSP was prepared and approved, the necessary retail floorspace was unknown. It was subsequently decided to review the Centre as part of a separate planning exercise when the necessary size could be more accurately quantified.

Rockingham Park Pty Ltd, as the developers for Parkland Heights, have remained cognisant of the fact that the centre would likely be capable of accommodating greater than the 1,500m<sup>2</sup> of retail net leasable area (NLA) identified in the City's Commercial Strategy. Development of the residential land both within Parkland Heights and the surrounding South Baldivis area is progressing rapidly and will generate substantial retail demand in the coming years. It has subsequently been determined that the planning for the centre should be progressed.

The RSA commissioned by Rockingham Park confirms that the anticipated population numbers and demographic in South Baldivis are sufficient to warrant a Neighbourhood Centre of 10,000m<sup>2</sup> without unreasonably impacting the financial viability of other existing and planned centres in the area. In fact, the RSA concludes that without the development of the Parkland Heights Neighbourhood Centre, there is likely to be a large gap in the local capacity to service the retail needs of South Baldivis and that a significant amount of the local population would be forced to commute to other centres outside their primary catchment to fulfill their retail needs.

The purpose of this LSP amendment is therefore to allow for the development of the Centre with up to 10,000m<sup>2</sup> of retail NLA, which would align with a Neighbourhood Centre designation under the City's Commercial Strategy. To achieve this, the following amendments are proposed to the LSP Map:

- Zone the Parkland Heights Centre 'Commercial' west of Nairn Drive, consistent with the approach outlined in the Commercial Strategy and the objectives of the 'Commercial' zone under TPS2;
- Zone the Parkland Heights Centre 'Special Use' east of Nairn Drive. This will ensure that only specific land uses that are compatible with the adjacent Primary School are permitted within this portion of the Centre; and
- Delete 'note 3' referencing the future planning exercise for the Centre.

To facilitate the orderly and proper planning of the Neighbourhood Centre, the following amendments are proposed to the Part 1 – Implementation Report:

- Insert part 5.2 requiring a Local Development Plan to be prepared over the Neighbourhood Centre as a prerequisite to development and subdivision. Part 5.2 of the Part 1 report identifies the specific matters that are required to be addressed as part of the LDP in order to coordinate the staged development of the Centre and ensure that appropriate development controls are in place to deliver a high standard built form outcome; and
- Insert part 4.2.2 specifying a density code of R60 for any residential development within the 'Commercial' or 'Special Use' Zone.

Other administrative modifications are proposed to the Part 1 – Implementation Report in order to align the Part 1 with changes in the overarching planning framework that have occurred since the LSP was approved. These modifications are summarised as follows:

- Restructure and format the LSP to be consistent with the WAPC's 'Structure Plan Framework' (August 2015);
- Amend part 2.0 'Operation' consistent with the Regulations to clarify the 10 year operational period of an LSP under the Regulations;
- Amend part 3.0 'Interpretation and Relationship with Statutory Planning Framework' to reference the 'due regard' status of structure plans under the Regulations;
- Revise the bushfire provisions to reflect the WAPC's adoption of *State Planning Policy 3.7 – Planning in Bushfire Prone Area* (SPP 3.7) and the operation of the Department of Fire and Emergency Services *Map of Bushfire Prone Areas* as the means for determining land that is classified as 'bushfire prone'; and
- Amend part 4.4 'Residential Design Code Variations' to reflect the City's adoption of Planning Policy No. 3.3.22 – *Medium-Density Single House Development Standards – Development Zones* and delete Table 1 'Single House (RMD) Standards for Medium Density Housing' accordingly.

### 3.0 PLANNING CONSIDERATIONS

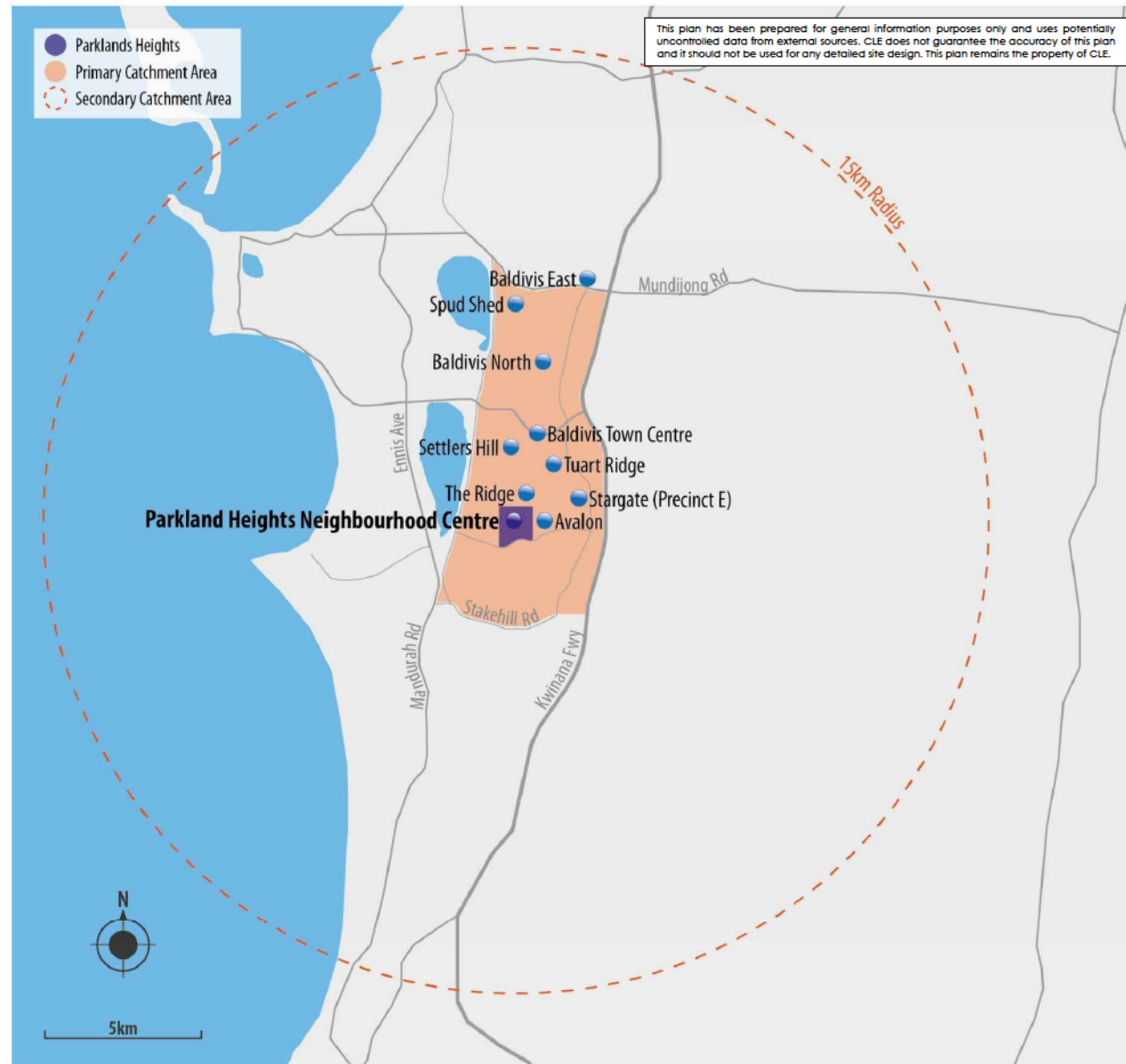
The following sections explain and justify the proposed amendments as outlined above. The explanatory sections are limited to the planning matters relevant to the proposed Neighbourhood Centre LSP Amendment and do not revisit or discuss matters that have already been addressed through the preparation of the original Part 2 – Explanatory Report.

#### 3.1 Neighbourhood Centre Size

This amendment does not propose to spatially increase the size of the Centre currently depicted on the LSP Map. The size and location of the centre was previously defined and approved under the previous LSP process and development of the residential stages of Parkland Heights is proceeding based on the subdivision layout depicted on the current LSP Map.

With the size of the Centre footprint already defined, the LSP amendment seeks only to address the amount of retail floorspace that can be delivered under a subsequent development application for a shopping centre on the site. Specifically, the Amendment will allow for up to 10,000m<sup>2</sup> of retail floorspace in response to the findings of the RSA undertaken for Parkland Heights. To coordinate the development of the proposed 10,000m<sup>2</sup> of retail floorspace, the Amendment introduces a requirement to prepare a Local Development Plan for 'Commercial' and 'Special Use' zoned land prior to development.

The Preliminary Concept Plan for the Neighbourhood Centre that has informed the LSP and LDP processes is included as Figure 2 to this Report. Preliminary planning for the Centre indicates that 10,000m<sup>2</sup> of retail floorspace will be located within the 'Commercial' zone west of Nairn Drive.



### 3.1.1 Retail and Employment Analysis

To support this LSP amendment, Pracsys were engaged to prepare an RSA (Appendix 1) consistent with the provisions of SPP 4.2, the Commercial Strategy and TPS2. The RSA confirms two key matters relevant to the consideration of the proposal to increase the allowable retail floorspace in accordance with the Commercial Strategy and SPP 4.2:

1. That the proposed Neighbourhood Centre and the associated 10,000m<sup>2</sup> of retail NLA will be easily viable given the rapid population growth in the region and the provision of other retail offerings within the catchment; and
2. That the development of the Parkland Heights Neighbourhood Centre as proposed will not have an unreasonable impact on other existing and planned centres within the locality i.e. less than 10% impact on profitably.

In its assessment of the above matters, the RSA considered a hypothetical development scenario that all planned centres would be developed by the year 2021, which Pracsys consider a conservative assumption used for retail modelling purposes only.

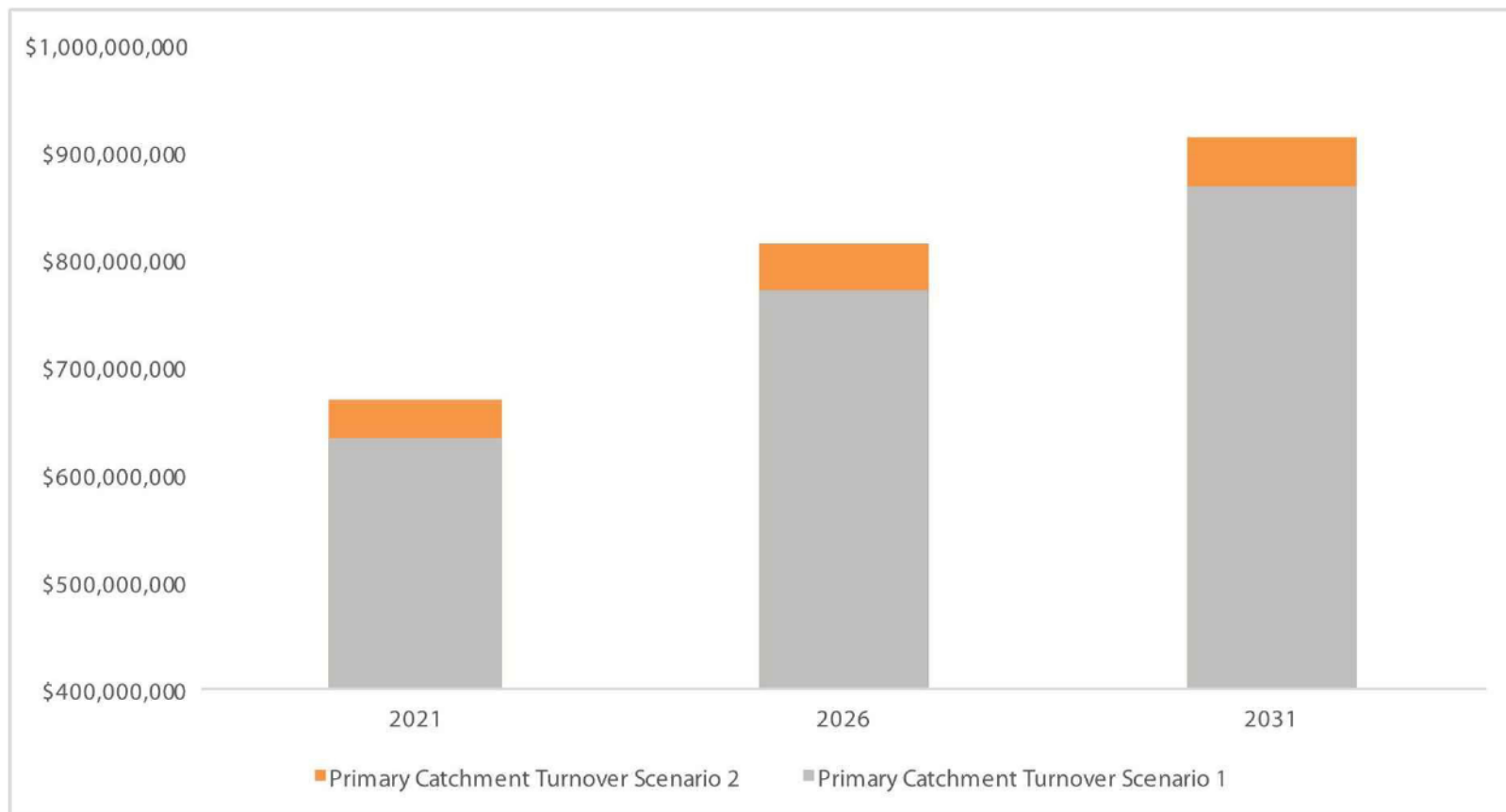
### 3.1.2 Retail Sustainability Assessment

The RSA uses retail modelling and a catchment analysis to assess the need / demand for the Neighbourhood Centre and therefore its sustainability. The RSA assigns a 15km secondary catchment as the study area which is relatively larger, but allows for consideration of the full activity centre hierarchy in Baldivis as well as the attractiveness of retail offerings at the Rockingham Strategic Metropolitan Centre (refer Figure 3 – Parkland Heights Neighbourhood Centre - Retail Catchment). The RSA analyses the catchment based on factors that affect demand such as population growth, catchment expansion and population demographics including income and retail leakage.

The RSA estimates that population within the primary catchment will double between the years 2016 to 2031 from 12,000 to 24,000 residents. Growth within the secondary catchment is expected to grow by 26,000 residents from 57,000 in 2016 to 83,000 in 2031. The RSA also considers disposable income of the population demographic within the primary catchment which indicate that over half the households would be considered to have a 'high average level of income' with discretion to expend disposable income within the catchment.

The RSA assesses the supply of retail floor space within both the primary and secondary catchments and, for the purpose of a conservative model, assumed that all planned centres would be developed by 2021.

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**Source: HHES 2009/2010, ABS Place of Usual Residence 2011, Forecast.id 2016, Pracsys 2016**

Based on this analysis of the supply and demand factors for retail floorspace within the catchment, the RSA concludes that there is an undersupply of retail floorspace within Baldivis that has the potential to result in a significant amount of leakage of retail spending from within the local area as residents are forced to commute greater distances to access their retail needs. Given the anticipated lack of supply and expected population growth, the proposed Parkland Heights Neighbourhood Centre is expected to operate at a high level of productivity in 2021. The RSA goes on to conclude that if Parkland Heights is not developed with a Neighbourhood Centre as proposed, it is likely that there will be a large gap in the local capacity to provide retail services for South Baldivis.

### 3.1.3 Potential Impact on Other Centres

The RSA confirms that development of the Parkland Heights Neighbourhood Centre at 10,000m<sup>2</sup> NLA will not negatively impact the viability of existing or future planned activity centres in the surrounding area. Whilst the performance of surrounding centres will be affected in the short-term, the estimated impacts on these centres will not be significant. The sustainability of a centre is typically considered significantly impacted when their profitability is reduced by more than 10%.

The modelling undertaken as part of the RSA indicates that no centre is impacted by more than 9.11% to 2021, with the centres in closest proximity (The Ridge and Avalon) likely to be the most affected (-9.05% and -9.11% respectively). It should be noted that whilst the City's Commercial Strategy identifies 'The Ridge' as a

Neighbourhood Centre, its floorspace of approximately 2,240m<sup>2</sup> gross leasable area is significantly less than the amount generally associated with a Neighbourhood Centre and is more akin to a Local Centre designation.

Despite these impacts, the modelling undertaken by the RSA shows that the centres will still be trading at healthy and profitable levels indicating that consumer amenity will not be affected. The modelling further confirms that by the year 2026, it is estimated that the total retail turnover within the catchment will be higher than if Parkland Heights were only to be developed as a Local Centre (1,500m<sup>2</sup>) with productivity further increasing up to 2031 (refer Figure 4 – Total Catchment Turnover Growth).

The modelling undertaken as part of the RSA confirms a 10,000m<sup>2</sup> Neighbourhood Centre at Parkland Heights is necessary to meet the future increase in retail demand generated by the forecast rapid population growth in Parkland Heights and South Baldivis. Importantly, productivity levels are only impacted in the short-term up to the year 2021 with productivity then increasing over the next 10 years. No centres within the catchment are significantly impacted in terms of productivity. The proposed Parkland Heights Neighbourhood Centre is therefore justified on the basis of projected demand and limited impact on other existing and planned centres.

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### 3.2 Movement Network

The original LSP was accompanied by a detailed Traffic Impact Assessment (TIA) prepared by Transcore (July 2011) which addressed all necessary transport planning matters for Parkland Heights. The traffic modelling undertaken as part of the original TIA however, only assumed a retail floorspace of 700m<sup>2</sup> NLA for the Centre. In preliminary discussions with the City of Rockingham, it was agreed that a revised TIA would be required to model and assess the potential impact of the proposed 10,000m<sup>2</sup> Neighbourhood Centre on the planned road and intersection network. Transcore were subsequently commissioned to prepare a revised TIA in support of the LSP Amendment which is appended in full to this Report (Appendix 2).

The revised TIA confirms that, whilst the larger Neighbourhood Centre will generate additional traffic volumes, no significant modifications are required to the proposed road hierarchy or intersections to manage the additional traffic. The findings and recommendation of the revised TIA are discussed in further detail below.

#### 3.2.1 Traffic Modelling

The current TIA maintains the following assumptions from the original traffic modelling:

- 1,400 dwelling generating approximately 10,300 vehicle per day (VPD); and
- A primary school with 400 students generating 800 vpd (400 movements in / 400 movements out).

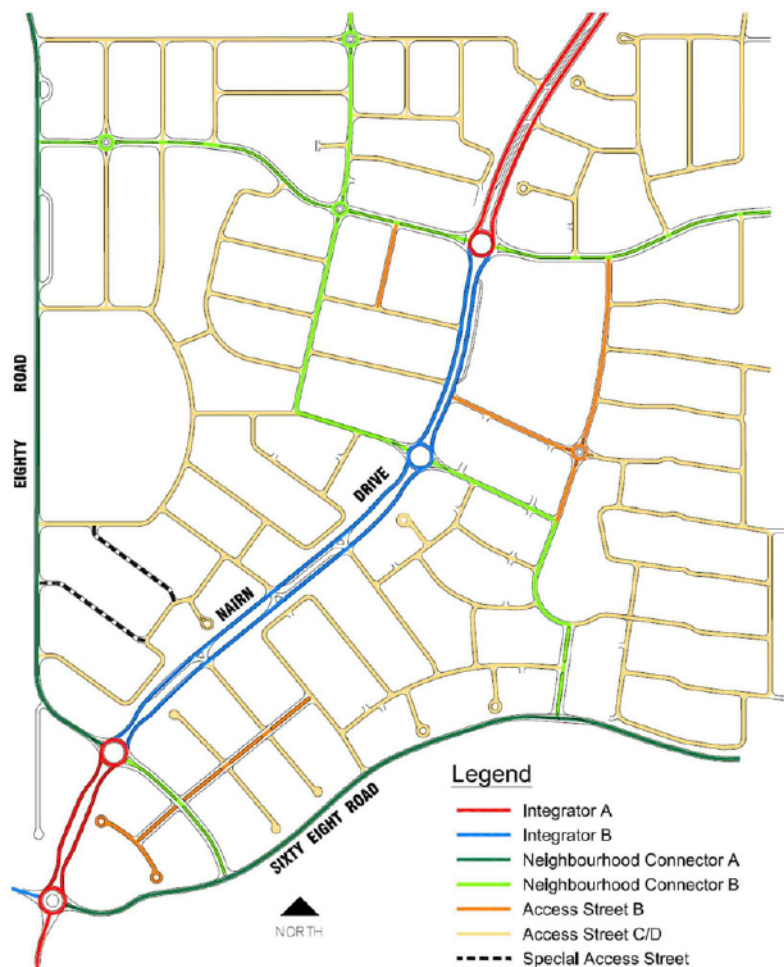
The only change to the modelling assumptions is therefore the increase in retail floorspace proposed as part of the LSP Amendment. The road network that the revised model is based upon has also been updated to reflect the latest approved LSP which varies slightly from the original road network upon which the 2011 TIA was based.

The traffic model used for the proposed LSP Amendment is based on a conservative estimate of:

- 11,500m<sup>2</sup> of retail NLA; and
- 3,000m<sup>2</sup> gross floor area (GFA) of non-retail commercial floorspace.

The LSP Amendment only proposes 10,000m<sup>2</sup> NLA of retail floorspace for the Neighbourhood Centre however, for the purpose of the TIA, a conservative estimate of 11,500m<sup>2</sup> NLA was used to ensure a robust analysis. 3,000m<sup>2</sup> of commercial floorspace has been allowed to provide local business and small scale office opportunities to support local employment. These land uses do not constitute 'retail' and so are not included within the 10,000m<sup>2</sup> of NLA.

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Current Road Hierarchy



Proposed Road Hierarchy

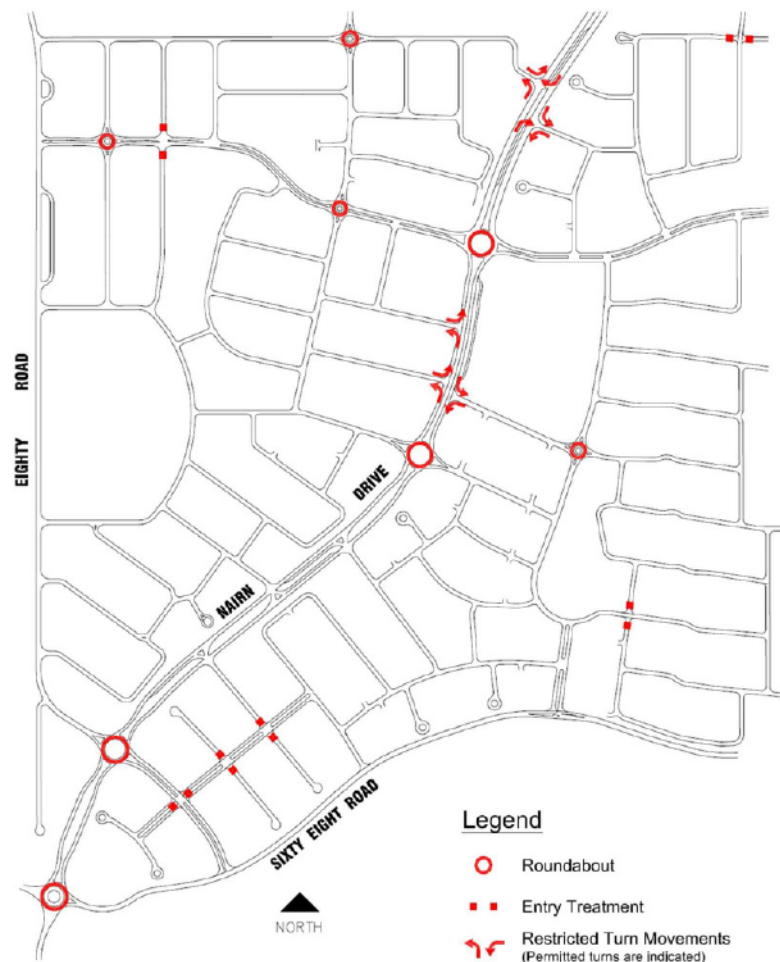
The updated TIA modelling resulted in an estimated 8,970 vehicles per day (vpd) (4,485 in / 4,485 out) with approximately 20% of this total (1,790 vpd) being passing trips along Nairn Drive. The 3,000m<sup>2</sup> of commercial floorspace anticipated for the Neighbourhood Centre is expected to generate approximately 510 vpd (255 in/255 out). The proposed Neighbourhood Centre is expected to increase traffic volumes by 7,780 vpd as compared to the originally modified scenario in 2011.

The traffic model demonstrates that the traffic generated by the Neighbourhood Centre can be accommodated by the originally planned road hierarchy with the exception of one minor upgrade. The key findings in relation to the planned road hierarchy and the expected 7,780 vpd increase are:

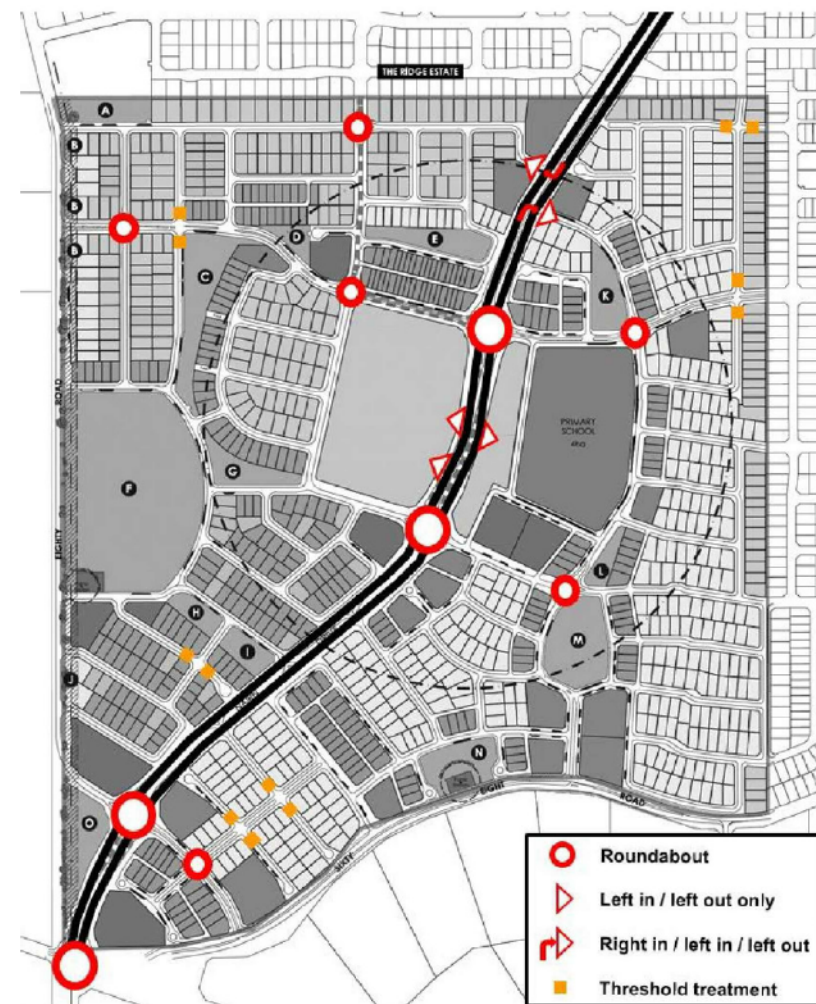
- Nairn Drive will remain an Integrator A road north of the Parkland Heights Neighbourhood Centre and south of the Eighty Road intersection;
- Nairn Drive will remain an Integrator B road abutting the Neighbourhood Centre and further south to the Eighty Road intersection;
- Arpenteur Road and the road abutting the western and southern boundary of the Neighbourhood Centre will remain Neighbourhood Connector B roads;
- Furnival Parade will remain a Neighbourhood Connector B road with the exception of the portion abutting the northern boundary of the Neighbourhood Centre. This is the only required change to the road hierarchy (increase from Neighbourhood Connector B to Neighbourhood Connector A) however the necessary road cross section can still be accommodated within the original planned road reserve width of 25m. The upgrade to Neighbourhood Connector A standards therefore does no impact the land requirement for the road, only the construction detail; and
- The roads abutting the future primary school will remain at Access Street B standard.

A comparison of the 2011 and the proposed road hierarchy under the revised TIA is provided at Figure 5 – Road Hierarchy Comparison. All road classifications are assigned based on the forecast traffic volumes consistent with *Liveable Neighbourhoods* road classification hierarchy.

This plan has been prepared for general information purposes only and uses potentially uncontrolled data from external sources. CLE does not guarantee the accuracy of this plan and it should not be used for any detailed site design. This plan remains the property of CLE.



Current Intersection Treatment



Future Intersection Treatment

### 3.2.2 Intersections

The recommended intersections within the revised TIA are generally consistent with the original TIA prepared in 2011. A comparison plan of the original intersection treatments with the proposed is provided at Figure 6. The main changes in intersection treatments between 2011 and the current TIA are attributed to previous miscellaneous amendments to the LSP that were undertaken after the original TIA was prepared in 2011. For the sake of an accurate and robust traffic analysis, the TIA is based on the road network under the current LSP and therefore incorporates updates beyond the potential impact of the Neighbourhood Centre.

In relation to the proposed LSP amendment for the Neighbourhood Centre, all originally planned intersection treatments for the road network will operate satisfactorily and are not required to be upgraded.

### 3.2.3 Access to the Neighbourhood Centre

The TIA has considered the preliminary concept design (refer Figure 2) and provides recommendations in relation to intersection treatments for the access points to and from the Neighbourhood Centre. As the concept design is preliminary, it does not form part of the LSP however, the TIA establishes principles for vehicle access to be implemented at future, more detailed stages of the planning process. The key principles for future access to the Neighbourhood Centre are:

- Access to and from Nairn Drive is to be designed as left in/left out access only;
- The northern access from Furnivall Parade is to be designed as a full movement T-intersection; and
- The eastern access points to be designed as a full movement intersections.

The intersection treatments for the access points to the Centre will be defined as part of the LDP process, as discussed in further detail below.



### 3.2.4 Pedestrian and Cycling Facilities

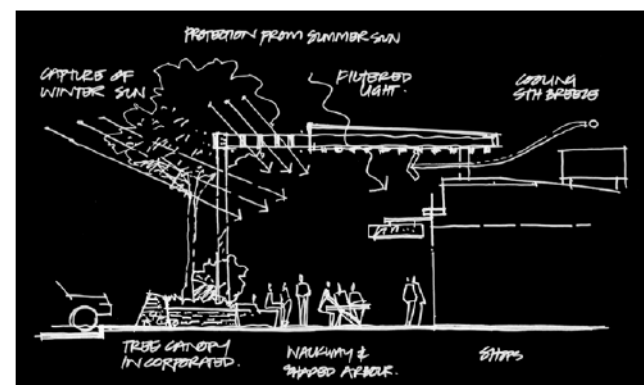
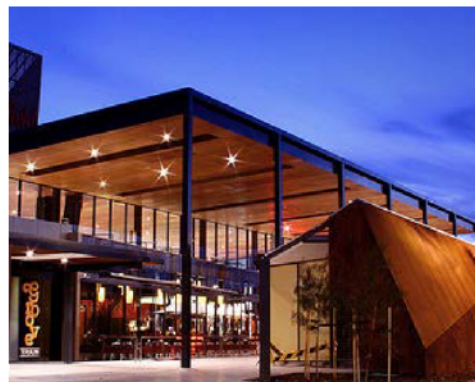
The TIA has revised the planned pedestrian and cyclist network and facilities based on the proposed Neighbourhood Centre as well as other miscellaneous changes to LSP road network under previous LSP amendments.

The key changes in relation to this LSP amendment are:

- A 2.5m wide shared path abutting the Neighbourhood Centre; and
- A 2.5m wide shared path around the portion of the Neighbourhood Centre east of Nairn Drive and the future Primary School.

As referenced above, other updates to the distribution of pedestrian and cyclist facilities have been undertaken consistent with the current LSP design and the as-constructed road and path network. Specifically, the as-constructed path network within the residential stages west of the Centre varies from the 'Parkland Circuit' depicted within the current LSP and the updated pedestrian and cyclist plan (refer Figure 7) reflects this. With regard to the Centre, the same standard of pedestrian and cyclist infrastructure is proposed as the current LSP and whilst the term 'Parkland Circuit' is no longer referenced on the revised pedestrian and cyclist plan (Figure 7), the path alignments and standard of infrastructure are consistent with the current LSP and the design intent to connect areas of POS throughout the estate.

Generally speaking, all lower order access streets will be provided with a 2m path to one side of the road with higher order roads accommodating either a 2.0m or 2.5m shared path (refer Figure 7 – Pedestrian and cyclist facilities). This approach is consistent with the originally approved TIA and reflects previous miscellaneous changes to the LSP road and path network.



Source: NH Architects

### 3.3 Design and Built Form

As referenced previously, the City of Rockingham's preference is for the LSP to contain provisions that ensure the future design and development of the Neighbourhood Centre will be to a high standard. Given that the LSP Amendment process is not intended to address detailed design matters, it was determined that an LDP would be required as a prerequisite to development in order to coordinate future development and demonstrate that key elements would be required to be addressed at the development application stage.

Whilst a separate process, the LDP would be prepared and lodged concurrently with this LSP amendment to demonstrate that the built form outcomes for the Neighbourhood Centre would be secured. The developers of Parkland Heights estate, Rockingham Park Pty Ltd, are committed to the delivery of a high standard Neighbourhood Centre that provides the necessary retail amenities in a form that is not only functional but achieves a high level of visual amenity, as proven through previous shopping centre developments within the City of Rockingham.

Consistent with *Liveable Neighbourhoods*, the Preliminary Concept Plan (refer Figure 2) depicts the Neighbourhood Centre in a main street configuration which will include on-street parking as well as additional parking areas behind buildings. It is envisaged that the Centre will be developed with active uses and building frontages addressing the core of the main street in an urban environment that caters for pedestrians as well as vehicles. Alfresco and piazza dining areas are anticipated east of the main street to create a vibrant setting that is activated outside of traditional business hours. The adjacent photo montage provides an example of

similar built form outcomes which Parkland Heights will seek to emulate.

Part 5.2 of the Part 1 – Implementation Report requires preparation of an LDP prior to development. The LDP is required to address key matters in terms of the design for the Centre such as vehicle access, main street alignment, the general siting of buildings as well as building orientation to assist coordinate the vision for the Centre.

The Implementation Report allows for separate LDP's to be prepared for the western and eastern portions of the Neighbourhood Centre, given that they are separated by Nairn Drive into two distinct land areas. This will allow for the east and west portions of the Neighbourhood Centre to be developed separately. The shopping centre will be developed over the western and majority portion of the Neighbourhood Centre whilst the eastern side will be developed at a later date with the exact timing and design layout subject to market forces.

The preparation of two separate LDP's is appropriate as it allows flexibility for the eastern portion of the Neighbourhood Centre without prejudicing the coordinated development of the shopping centre west of Nairn Drive. The development of the western site is not linked or contingent upon the east side of Nairn Drive and each can be progressed separately. Importantly, the draft LDP provides for the comprehensive planning of the shopping centre and will coordinate its staged development to deliver a high quality asset for Parkland Heights and the wider South Baldivis community.

### 3.4 Other Considerations

The following headings address other miscellaneous updates that are required to the Part 1 – Implementation Report that are not directly related to the purpose of the LSP amendment but are necessary to ensure the orderly and proper planning of the balance of the Estate.

#### 3.4.1 Consistency with Planning Framework

Since the current version of the LSP was approved, important changes to the planning framework have been made that impact the operation and content of structure plans. As part of this LSP amendment process it is therefore necessary to update the Part 1 – Implementation Report to be consistent with these changes.

#### Planning and Development (Local Planning Scheme) Regulations 2015

The Regulations were gazetted on 19 October 2015 and by virtue of the 'deemed provisions' within Schedule 2, contain provisions in relation to structure plans that override those within the City's TPS2 under which the current LSP was approved. The key changes to the Part 1 – Implementation Report necessary to bring the LSP into line with the Regulations are:

- Insert part 2.0 'Operation' to confirm that the LSP (once approved) is operational for a period of 10 years pursuant to clause 28 (1), Schedule 2 of the Regulations; and
- Confirm the status of the LSP as a 'due regard' document pursuant to clause 27 (1), Schedule 2 of the Regulations.

This rectifies part 3.2 of the current Part 1 Report which refers to the Zones and Reserves under the LSP applying as if they exist under TPS2. Further, part 3.3 states that the standards and requirements under the LSP have the same force and effect as TPS2.

#### Structure Plan Framework

The WAPC adopted the Structure Plan Framework in August 2015 sets out the manner and form for the preparation of structure plans. The Structure Plan Framework prescribes a different layout and headings for Part 1 of structure plans and refers to them as an 'Implementation Report' rather than 'Statutory Report' as per previous practice.

The LSP Part 1 Report has been restructured to be consistent with the Structure Plan Framework and retitled so that it is now referred to as the Part 1 – Implementation Report.

#### State Planning Policy 3.7 – Planning in Bushfire Prone Areas

State Planning Policy 3.7 – Planning in Bushfire Prone Areas (SPP 3.7) was gazetted in December 2015 and establishes a new method for designating land as 'bushfire prone'. Structure Plans previously relied on Bushfire Management Plans to assess potential bushfire hazards and designate land that is required to respond to, and manage, potential bushfire hazards. This method is referenced within the current approved Part 1 report under part 6.4 'Other provisions / standards / requirements' and is required to be amended consistent with SPP 3.7.

SPP 3.7 confirms that a designated bushfire prone area is an area that is identified on the Department of Fire and Emergency Services *Map of Bush Fire Prone Areas*. Accordingly, the Part 1 – Implementation Report has been amended to refer to the *Map of Bushfire Prone Areas* when determining land as ‘bushfire prone’ within the LSP.

### 3.4.2 Density Coding for proposed Neighbourhood Centre

The LSP assigns a density coding of R60 to the land zoned ‘Commercial’ and ‘Special Use’ on the LSP Map. Table No.1 ‘Zoning Table’ of TPS2 allows for ‘multiple dwellings’ and ‘grouped dwellings’ to occur within the ‘Commercial’ zone.

In the case that residential development is proposed within the Neighbourhood Centre, a density coding of R60 will deliver an appropriate density response based on immediate access to services and amenities within the Centre as well as the prevailing context around the Centre. The LSP Map currently identifies a number of R60 group housing sites adjacent the Neighbourhood Centre and development within the Centre at R60 would be consistent with the expected built form outcomes for these sites.

### 3.4.3 R-Code variations

The current approved Part 1 – Implementation Report contains R-Code variations at Table 1: Single House (RMD) Standards for Medium Density Housing consistent with the WAPC’s Planning Bulletin 112/2016 ‘Medium Density single house development standards–Development Zones’. Since the Part 1–Implementation Report was amended to include Table 1 in 2015, the City of Rockingham have adopted Planning Policy No 3.3.22 – ‘Medium-Density Single House Development Standards – Development Zones’ which identifies Parkland Heights within the policy area. The policy duplicates the variations at Table 1 of the LSP, and as such, these variations are no longer required to be included within the structure plan. The Part 1 – Implementation Report has been modified accordingly to remove these variations.

### 3.4.4 Public Open Space

The purpose of this LSP Amendment does not impact on the provision or distribution of public open space (POS). It is noted that ‘Grouped Dwellings’ and/or ‘Multiple Dwellings’ may be approved within the Centre thereby increasing the gross subdivisible area.

The current POS schedule approved as part of the original LSP demonstrates that 11.1% of the gross subdivisible area is designated as POS which equates to a 1.12 hectare surplus above the required 10%. In the event that residential uses are proposed within the Centre, the 1.12 hectare POS surplus is more than capable of offsetting the potential increase in gross subdivisible area. Any subdivision application that proposes the creation of residential lot/s is required to demonstrate that 10% POS is maintained in accordance with *Liveable Neighbourhoods*.

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#### 4.0 CONCLUSION

This amendment to the LSP will facilitate the delivery of an appropriately sized Neighbourhood Centre for Parkland Heights that will not only serve the surrounding estate, but the wider South Baldivis area. The LSP and accompanying RSA demonstrate that there is an identified retail demand within the locality that warrants development of the Neighbourhood Centre site incorporating 10,000m<sup>2</sup> of retail NLA. Further, the retail modelling undertaken as part of the RSA confirms that the Parkland Heights Neighbourhood Centre will not have an unreasonable impact on other existing or planned centres in the surrounding area. This amendment also addresses other key planning considerations such as traffic and built form/ design outcomes. The TIA confirms that, whilst the development of the Neighbourhood Centre for 10,000m<sup>2</sup> of retail NLA will increase traffic volumes, the originally planned road hierarchy and intersection treatments are able to accommodate these additional volumes with only minor upgrades.

The LSP amendment ensures that the Neighbourhood Centre will be designed to a high standard to integrate with the surrounding residential area through the requirement to prepare an LDP to inform key design matters at the development application stage. The end result will be an integrated, diverse, and vibrant Neighbourhood Centre based on main street principles that will be a valuable asset for Parkland Heights and the South Baldivis community.