



# Subiaco Activity Centre Plan

Endorsed by Council in  
September 2016

Approved by the WAPC  
in November 2017

**HASSELL**



## ENDORSEMENT

This Activity Centre Plan is prepared under the provisions of the City of Subiaco's Town Planning Scheme No. 4.

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

*14 November 2017*

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

*14 November 2017*..... Date

*14 November 2027*..... Date of Expiry



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# Mayor's Introduction



I am pleased to present the Subiaco Activity Centre Plan, which provides a vision and long-term framework for the ongoing revitalisation of the Subiaco Town Centre.

The Subiaco Activity Centre Plan has been in development since 2012 and has been guided by community perspectives through consultation with the community and Elected Members.

The plan is important because it shapes the future of the town centre and our community, focusing on developing an active, diverse and vibrant town centre to meet the changing needs of a growing population. With a renewed focus on economic development, protection of the city's heritage character, high quality public places, and a sustainable transport network, the plan has been developed to support growth and change over the next 10 years.

The Subiaco Activity Centre Plan celebrates what makes Subiaco unique and embraces a bright future for our city.

# Executive Summary

The Subiaco Activity Centre Plan will provide the planning framework for managing land use and development in the Subiaco Town Centre. Through an extensive community engagement process the residents and business owners within Subiaco identified this vision for Subiaco:

*Subiaco town centre is the State's premier knowledge centre, with excellent links to the Perth CBD, University of Western Australia and QEII Medical Centre. Its high quality, green and leafy public realm supports a dense mix of residential, retail, hospitality, cultural and commercial activities.*

*Transit is integrated seamlessly into the heart of Subiaco, enabling easy commuting access. Heritage and contemporary buildings sit comfortably together to create an intense, exciting, liveable and sustainable town centre.*

Item	Data	
Total Area Covered by SACP	83.9881 Hectares	
Area of Centre Zone (Town Centre A & B)	18.5056 Hectares	
Area of Residential Zone	8.6726 Hectares	
Area of Mixed Use Zones (Centro, Mixed Use, Mixed Use Transition)	9.1369 Hectares	
Area of Public Purposes (Civic/ Primary School)	9.0167 Hectares	
Area of Open Space	7.1675 Hectares	
Estimated Planned Residential Site Density	35 dwellings per gross hectare (activity centre area excluding MRS reserves)	
MRS Reserves Area	11.8994 Hectares	
Primary Schools	1 - Subiaco Primary School	
Item	2011 (ABS)	Future
Estimated Number of Dwellings	1,372	2,731





## Project purpose

Activity Centre Plans are required for all centres across the Perth Metropolitan Region above a district designation. The plans inform the activity, movement, environment and urban form characteristics of the centre to support improved performance over time.

The Activity Centre Plan can set the vision and the framework for the ongoing rejuvenation of Subiaco's town centre. It will provide a statutory planning mechanism to effectively manage increases in population and support and enhance the vibrancy of the town centre. This plan is an important tool for the Subiaco Town Centre to reach its full potential. In particular, the Subiaco Activity Centre Plan will:

- Establish a common vision for Subiaco's town centre and an intent across its economic, social, environmental and governance responsibilities.
- Provide guidance on a range of actions to ensure that Subiaco's town centre can accommodate development and growth commensurate with its designation as a Secondary Centre.
- Establish a blueprint for an improved public space network.
- Clearly signal the importance and opportunity of Subiaco as a

key employment destination with excellent links to Perth CBD and the QEII / UWA Strategic Centre.

- Establish the importance of Subiaco within the metropolitan area and the need for collaborative engagement with the community to ensure its future development and growth.
- Provide confidence to government, business, and potential funders and collaborators, that Subiaco has a strong vision and forward plan to protect future investment.

## Requirement for a plan

In 2013, as part of the City Town Planning Scheme No 4 review, the City of Subiaco undertook a review of the Subiaco Central Development Plan to create an Activity Centre Structure Plan, as required by the Western Australian Planning Commission within State Planning Policy 4.2 Activity Centres for Perth and Peel.

The State Government identified targets for each centre requiring an additional 3,600 dwellings across the Subiaco Local Government Area by 2031. Currently, the town centre accommodates 2,500 residents therefore there is a need to accommodate some 1,100 to 2,100 dwellings within and around the Subiaco Activity Centre.



## Community engagement

An extensive public engagement process has been undertaken to inform the preparation of the Activity Centre Plan. This has included:

- A boundary definition workshop with Elected Members
- A place making vision workshop with the community and traders
- A scenario development briefing session with Elected Members to develop visions for the future development of the Activity Centre
- A workshop with the community to outline and obtain feedback on three urban design framework scenarios (visions) for the Activity Centre
- A drop-in day for the community to review the urban design framework scenarios

The participants enthusiastically engaged with the visioning workshop providing the City with the strategic drivers required to prepare an urban framework. The framework balanced the community's desire for integrated transport with development opportunities and heritage considerations. There was also a desire to support an invigorated shopping and entertainment experience

with enhanced creative and cultural opportunities within the town centre. These community desires have continued to be highlighted across the many engagement opportunities.

## Vision scenarios

In February 2013, a collaborative place making and visioning exercise with the community and elected members was undertaken to inform the development of the Activity Centre Plan.

This culminated in the preparation of a Subiaco Activity Centre Visions Subiaco Activity Centre Options Report, which included three urban design framework scenarios for the future development of the Subiaco Activity Centre (vision scenarios). Public consultation on this report and the vision scenarios was undertaken from 13 July 2013 to 16 August 2013.

Council endorsed urban design framework 4 as the preferred vision for the future development of the Subiaco Activity Centre on 24 September 2013.

The draft Activity Centre Plan was developed based on framework 4. Council endorsed the draft Activity Centre Plan for the purposes of public advertising in December 2013 and the document was then forwarded to the Western Australian Planning Commission (WAPC) for consent to advertise.



## Evolving planning framework

Prior to WAPC providing approval to advertise the Activity Centre Plan, the Planning and Development (Local Planning Schemes) Regulations (2015) were gazetted. This has led to a review of the existing Activity Centre Plan to comply with the new planning framework.

The new Planning and Development (Local Planning Schemes) Regulations 2015, took effect on 19 October 2015, which requires the decision maker of an application, be it the local authority, Western Australian Planning Commission or Local Development Assessment Panel, to pay due regard to the provisions of an Activity Centre Plan.

To ensure the vision and intent of the Activity Centre Plan is reflected within Subiaco's statutory planning framework, a number of provisions from this plan will be included within the City of Subiaco Local Planning Scheme No. 5, therefore requiring the determining body to pay regard to the provisions of the scheme.

While the mechanism for implementing the Subiaco Activity Centre and terminology has changed, there has been no change to the intent of the plan. The Subiaco Activity Centre Plan continues to be guided by the vision established during community engagement.

## Opportunities

State Planning Policy 4.2 Activity Centres for Perth and Peel requires consideration of elements such as minimum residential densities, employment mix, retail sustainability and land uses in response to recent State policy - namely Directions 2031 and Beyond and the Central Metropolitan Perth Sub Regional Strategy.

A review of Subiaco identified a number of strengths, weaknesses, opportunities and threats in the short and medium term. Key to the success of the Activity Centre Plan will be the ability for the planning framework to support the City, community and businesses to turn the weaknesses and threats into opportunities and then strengths.

### Strengths

- The current maturity and character of the centre resulting from its long history
- The key transport infrastructure and major regional attractors
- The strong and passionate resident community and business advocacy groups

### Weaknesses

- Disappearing regional drivers such as AFL games at the stadium and Princess Margaret Hospital
- Poorly connected to major road networks, limiting passing trade to the centre
- The current downturn in comparison retail demand



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### Opportunities

- Redevelopment potential of a number of key sites
- The development of UWA-QEII may present opportunities to develop service businesses for this centre
- Reinforce and encourage active and public transport use

### Threats

- The lack of an agreed vision
- Stagnation of centre maturation may result in businesses choosing to locate in competing centres
- Increased competition from other centres and on-line shopping to attract businesses

## Strategic drivers

Six strategic drivers or objectives have been identified to improve the performance of Subiaco. They have been developed from community and Council workshops as well as extensive site analysis.

- An active, intense and diverse town centre
- A renewed focus for the economy and development
- Sustainable urbanism that protects Subiaco's heritage
- A strong network of high quality public places
- A prioritised and sustainable transport network
- A governance framework to support growth and change

These objectives and Subiaco's vision have formed the foundation of the Subiaco Activity Centre Plan

## Plan provisions

The City of Subiaco Activity Centre Plan has been prepared over two parts. The first half of the document provides for the planning mechanisms to implement the vision. The second half is explanatory reports which address the creation of the vision, centre context, movement, activity and urban form. A number of specialist's reports have informed the development of the Subiaco Activity Centre Plan and are also attached as appendices.

Part 1 of the Subiaco Activity Centre Plan provides for a number of planning provisions that will preserve the existing character of the centre while encouraging the creation of a vibrant, active centre.

### Character and heritage

The Activity Centre Plan responds to the heritage of Subiaco. A place's character and charm are influenced by the stories of its past, by its development history and the way this is reflected in its built form. Retention, restoration and sympathetic development of places of historic significance within a centre help to entrench a sense of place and a richness of character.

### Activity centre areas

As Subiaco is a mature centre surrounded by residential development, which is predominately low density and / or has heritage characteristics, there was a need to adopt a fine grain approach to development opportunities. The different areas and in particular the transition areas have been identified to balance development opportunities with the existing character of Subiaco.

### Transition areas

The urban design review of the centre identified and responded to the existing character of the built form on the periphery of the Activity Centre area boundary. Where new planning provisions provide for a new built form typology, an appropriate transition between the low density residential and the development within the Activity Centre has been established.

### Integrated transport planning

As the City of Subiaco grows it is important that there is an effective integration of development opportunities with transport options. The challenge is to expand the travel choices of residents, business owners and visitors to Subiaco, providing convenient ways to integrate with active and regional transport opportunities. The preparation of the Subiaco Activity Centre focused on the best possible integration of transport opportunities.

### Opportunity sites

Landmark / threshold sites that act as threshold points into and out of the centre can support and assist in the delivery of State government dwelling targets within the Subiaco Town Centre. The individual characteristics of the identified sites provide an opportunity to deliver the residential dwellings and / or commercial / retail floor space required for Subiaco. To guide development the City will require Local Development Plans to establish detailed and site specific development standards for these sites.

### Development standards

The Subiaco Activity Centre Plan will guide and manage development within the town centre to support the establishment of a lively, vibrant secondary centre, which takes advantage of its strengths and opportunities.

Development bonuses are an opportunity to provide the landowner with an incentive to provide good community outcomes, such as permanent pedestrian access, new links via roads, public plazas, public open space and a high level of environmental consideration through conforming to sustainable rating systems. The City has adopted criteria by which this civic minded development can be provided.

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# Part One

## Implementation

### 1.0 Activity centre plan

The Subiaco Activity Centre Plan has been prepared in accordance with the relevant Scheme, State Planning Policy 4.2 Activity Centres for Perth and Peel and the Planning and Development (Local Planning Schemes) Regulations 2015.

The document comprises:

**Part One:** Includes the Activity Centre Plan map and provisions.

**Part Two:** Explanatory Report and Reference Guide for the interpretation and implementation of Part One.

**Appendices:** Containing technical reports to support the Activity Centre Plan.

### 2.0 Activity centre area

The Subiaco Activity Centre Plan applies to the land contained within the Activity Centre boundary as shown within:

**2.1.1 Map 1:** Urban Design Framework

**2.1.2 Map 2:** Activity Centre Code Plan

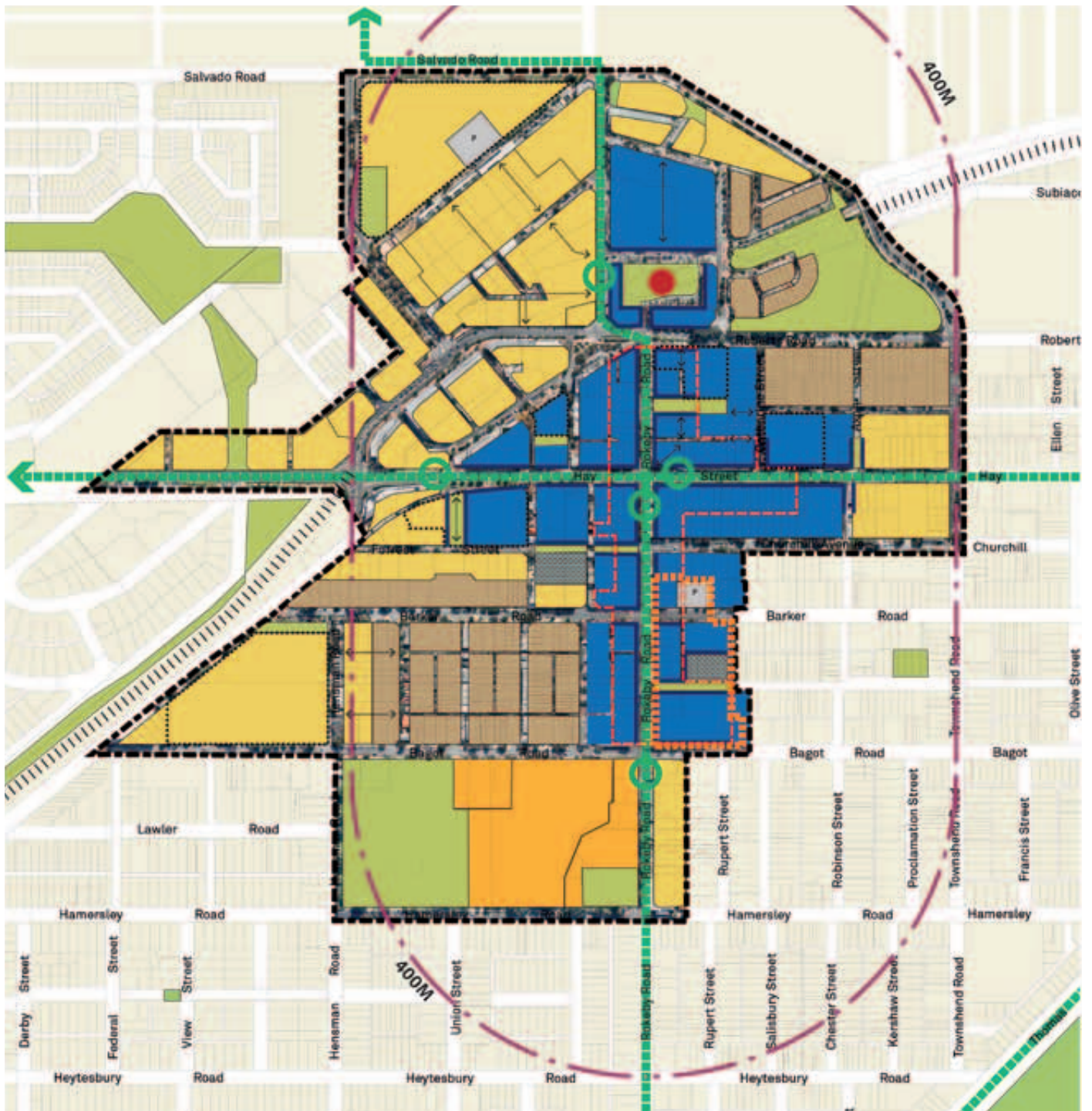
**2.1.3 Map 3:** Maximum Height Plan

#### 2.1 Activity centre plan maps





### 2.1.1 Map 1: Urban design framework



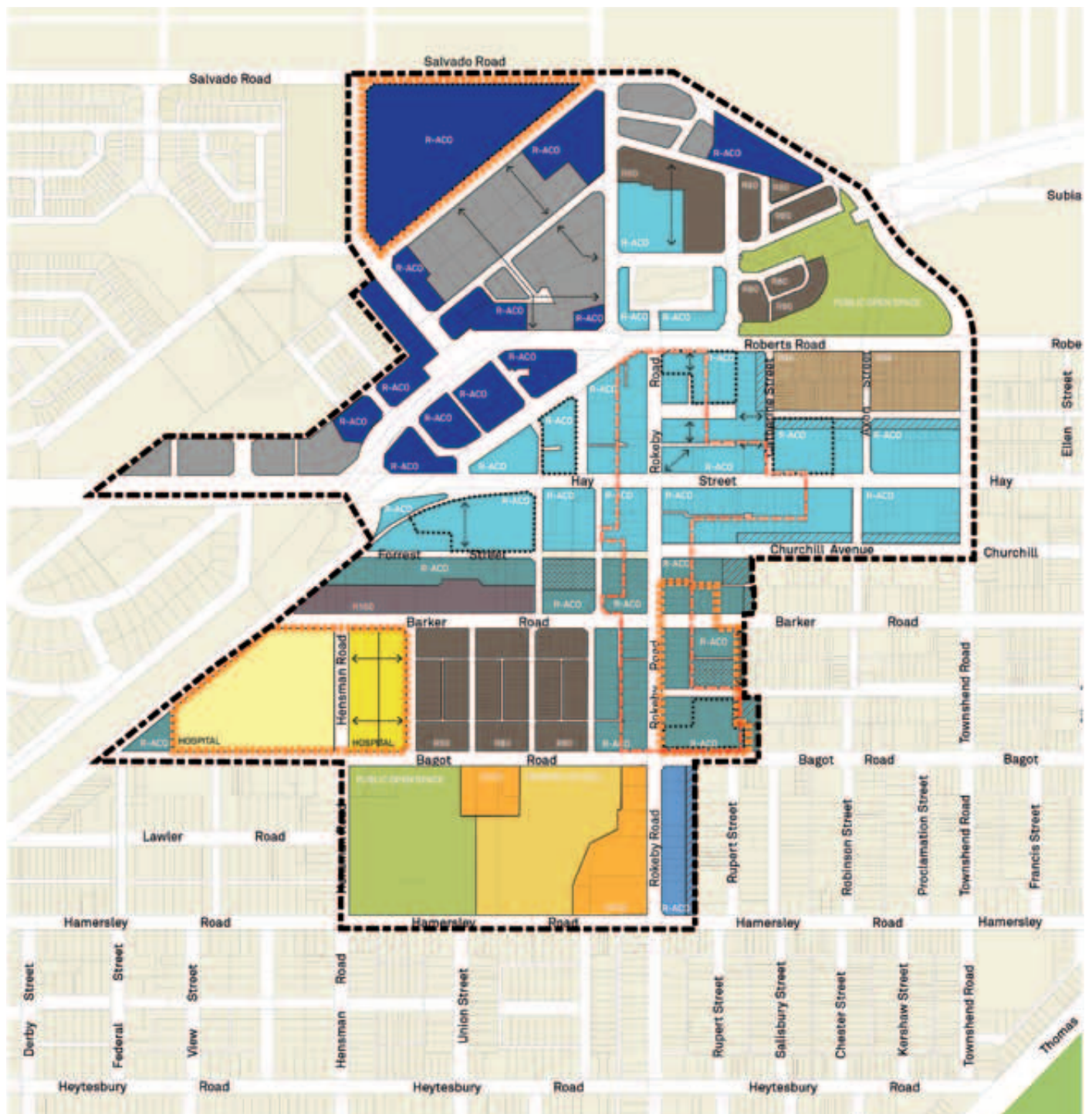
#### Legend

- |                          |  |                                 |
|--------------------------|--|---------------------------------|
| Landmark/threshold       | Future 7 day High Frequency Public Transport | Local Development Plan Required |
| Mixed Use                | Transit Stop                                 | Activity Centre Boundary        |
| Residential              | Active Frontages                             | Suggested Access Ways           |
| Public Focus/Park        | Public Parking (multi-deck)                  | 400m threshold                  |
| Shared Carpark and Plaza | Public Purpose                               | Subiaco Station                 |
| Town centre              | Town Centre Heritage Area                    |                                 |



# Part one Implementation

## 2.1.2 Map 2: Activity centre code plan



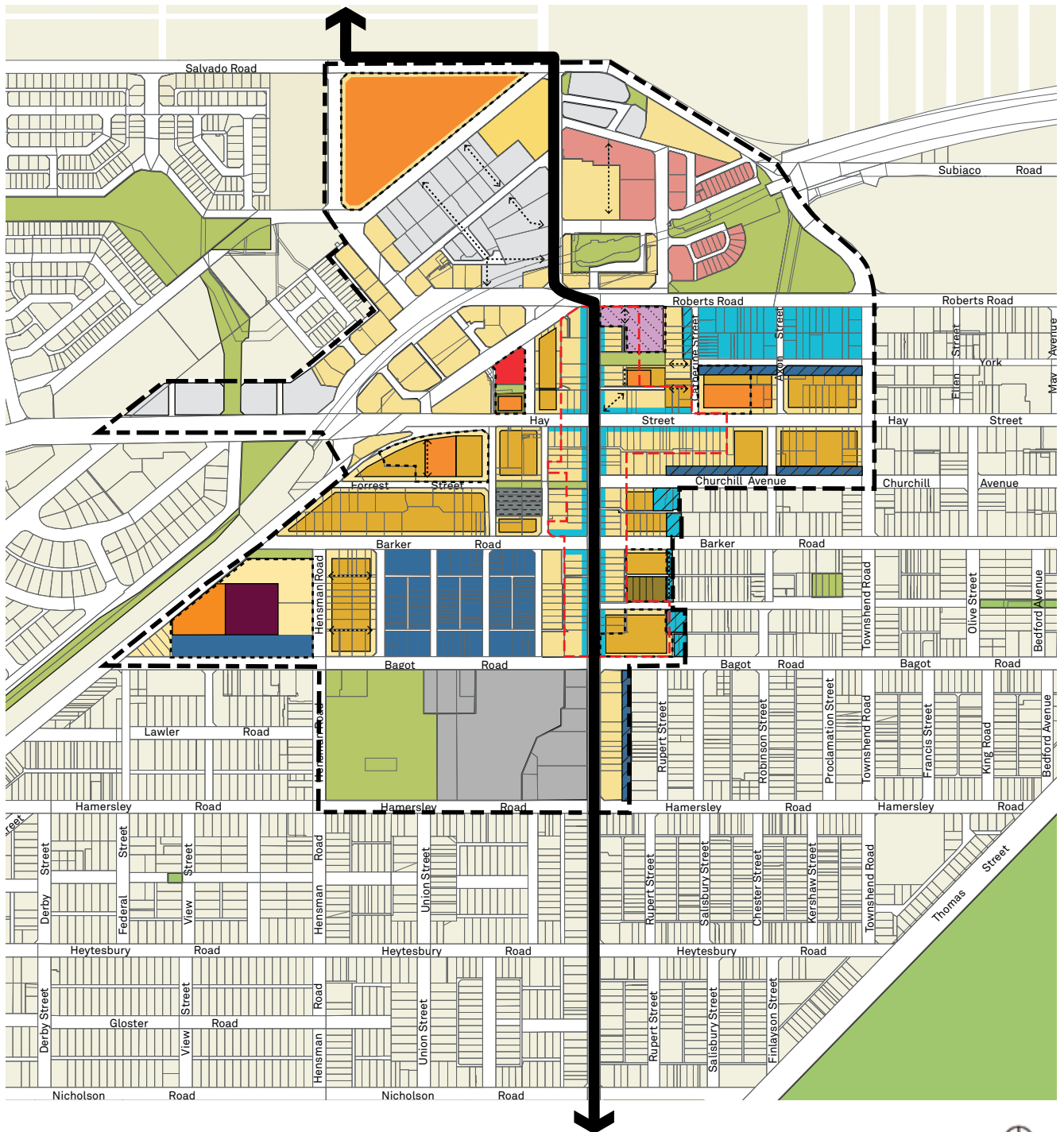
### Legend

- |   |   |                                 |
|---|---|---------------------------------|
| Public Purposes - Primary School: Local Reserve | Mixed Use                               | Shared Carpark and Plaza        |
| Public Purposes - Hospital: Regional Reserve    | Mixed Use - Transition                  | Public Parking (multi-deck)     |
| Public Purposes - Hospital: Local Reserve       | Town Centre Type B                      | Town Centre Heritage Area       |
| Civic and Cultural                              | Town Centre Type B - Transition         | Local Development Plan Required |
| Open Space                                      | Residential - R160                      | Landmark Sites                  |
| Centro  | Residential - R80                       | Activity Centre Boundary        |
| Town Centre Type A                              | Residential - R50                       | Suggested Access Ways           |
| Town Centre Type A - Transition                 | Subject to Subiaco Redevelopment Scheme |                                 |

0m 50m 200m



### 2.1.3 Map 3: Maximum height plan



#### Legend

- |  |                                      |   |
|--|--------------------------------------|---|
| Height limit of 10 storeys   | Height limit of 3 storeys            | As per Subiaco Redevelopment Scheme         |
| Height limit of 7 storeys  | Height limit of 2 storeys            | Town Centre Heritage Area                   |
| Height limit of 6 storeys. Potential for bonus 2 storeys, subject to Council approval*                               | As per Residential Design Codes      | Activity Centre Boundary                    |
| Height limit of 5 storeys  | Public Focus/Park                    | Landmark Sites                              |
| Height limit of 4 storeys. Potential 2 additional storeys to be setback from the street, subject to Council approval | Shared Carpark and Plaza             | Suggested Access Ways                       |
| Height limit of 4 storeys. (nb: heritage area bulk prov. apply)  | Refer Transitional Height Provisions | Height provisions as per Local Planning Sch |
|  | Reserve: No Height Standards Apply   |   |
- \* potential bonus height provisions apply

### 3.0 Operation

The Subiaco Activity Centre Plan comes into effect on the date it is approved by the Western Australian Planning Commission. It is to be read in conjunction with the City of Subiaco local planning scheme. Where any provision of the Subiaco Activity Centre Plan conflicts with the local planning scheme, the Scheme prevails.

#### 3.1 Relationship to Subiaco Redevelopment Area

The Subiaco Activity Centre Plan includes land within the Subiaco Redevelopment Area. The Subiaco Activity Centre Plan acknowledges and responds to the land use, form and activities within the Subiaco Redevelopment Area but does not apply to this area which is subject to a separate scheme, Subiaco Redevelopment Scheme 1996 (as amended) and policy provisions under the Metropolitan Redevelopment Act 2011. The Metropolitan Redevelopment Authority is the responsible decision-making authority for this area.

### 4.0 Objectives

The objectives of the Activity Centre Plan are to create a vibrant, sustainable, well serviced by public transport city centre with a focus on economic sustainability.

#### 4.1 General objectives

##### 4.1.1 An active, vibrant and diverse town centre

- a. Providing an artful mix of active land uses at ground level within the Town Centre.
- b. To consolidate comparison retail activity within the Town Centre.
- c. The provision of an inviting public realm that attracts people to it and encourages greater 'dwell' times – inviting people to stay longer in Subiaco will make it a more successful centre.
- d. The provision of a high quality public realm matched to the needs of the community and local businesses.
- e. Reinforcing Subiaco's point of difference – the character of Rokeby Road and Hay Street contribute significantly to people's sense of place and experience. Enhancing and protecting the scale and character of buildings at the street interface is important.
- f. Enhancing the quality of the walking experience – Rokeby Road and Hay Street must be focused on a comfortable, safe and engaging pedestrian experience.
- g. Applying increased residential use in mixed use development that enhances the function of Subiaco's public space network.

##### 4.1.2 A renewed focus for the economy and development

- a. Access: Integrate mixed land uses around public transport and improve the pedestrian and cycling experience to and through Subiaco so as to ensure their priority over the private car.

- b. Promote further development of professional services and information / technology sectors within Subiaco that act as talent magnets within Subiaco.

- c. Enable development of an appropriate amount of additional office space throughout Subiaco to meet sub-regional employment targets.

- d. Maximise links (public transport and cycle) between Subiaco and the QEII / UWA Specialised Centre; promote the development of higher density, affordable housing within Subiaco Activity Centre that enables professionals to live in close proximity to UWA / QEII.

- e. Develop a high quality network of public spaces and associated activities throughout the activity centre that promotes improved quality of living and enables exchange between professionals.

#### 4.1.3 Sustainable urbanism that protects Subiaco's heritage

- a. Ensure that heritage properties and Subiaco's established character are enhanced through appropriate protection mechanisms and development standards.
- b. Apply appropriate R-Code density and built form standards across the centre to enable housing targets to be met.
- c. Encourage minimum standards in terms of design and environmental quality.

#### 4.1.4 A strong network of high quality public places

- a. Enable built form and urban design responses around each public space area that reinforces quality and functionality, based on 'hot spots' of activity and public focus.
- b. Ensure place activation for public spaces that reinforces their purpose.
- c. Encourage a mix of high quality businesses in and around each public space commensurate with their intended role / function.
- d. Improve the quality and comfort of the public realm.

#### 4.1.5 A prioritised and sustainable transport network

- a. Ensure a great variety of land uses, transport and public space options are present within close walking distance of people.
- b. Ensure that the quality of the walking experience is emphasised in every detail through the public realm.
- c. The provision of passive surveillance, active shop fronts (where required) and built form that addresses the street.
- d. Ensure alternative means of access such as cycling and public transport are convenient, safe and comfortable.
- e. Support public transport links to key destinations at all times.

## 4.2 Activity Centre Code Objectives

The Activity Centre has been divided into six activity centre codes comprising:

- Town Centre Type 'A'
- Town Centre Type 'B'
- Centro
- Mixed Use
- Residential
- Town Centre Type 'A', Town Centre Type 'B' and Mixed Use Transition Areas

In addition, the Activity Centre Plan Map outlines the following zones and reserves:

- Public Purposes – Primary School
- Public Purposes – Hospital
- Civic and Cultural
- Public Open Space

### 4.2.1 Town Centre Type 'A'

The Town Centre 'A' Code is Subiaco's principal location for commercial, civic, entertainment and retail activity. It will gain in popularity as a residential location for those seeking an urban lifestyle. Diversity and vitality are fundamental to the overall land use profile, facilitated by providing the widest range of facilities and services which enables Subiaco's centre to fulfil its many functions while sustaining interest and activity on a virtually continuous basis. The scale and intensity of activities help to distinguish it from surrounding areas, both in terms of maximising the potential of Subiaco for transit oriented development, and to respect the acknowledged heritage qualities of Rokeby Road and Hay Street.

### 4.2.2 Town Centre Type 'B'

The Town Centre 'B' Code complements and mirrors the function of the Town Centre 'A' zone, however its development scale is slightly lower reflective of local topography and distance from Subiaco Station. Town Centre 'B' will be a principal location for commercial, civic, entertainment and retail activity. It will gain in popularity as a residential location for those seeking an urban lifestyle. Diversity and vitality are fundamental to the overall land use profile, facilitated by providing the widest range of facilities and services which enables Subiaco's centre to fulfil its many functions while sustaining interest and activity on a virtually continuous basis. The scale and intensity of activities help to distinguish it from surrounding areas, both in terms of maximising the potential of Subiaco for transit oriented development, and to respect the acknowledged heritage qualities of Rokeby Road and Hay Street.

### 4.2.3 Centro

The Centro Code is intended to develop as mixed use areas comprising primarily permanent residential accommodation

and office / business activities, together with a range of complementary uses. Ground floor development shall generally be non-residential with upper floors containing a mix of residential and non-residential uses in a complementary manner.

### 4.2.4 Mixed use

The Mixed Use Code is intended to develop as lively and diverse mixed use areas providing for an extensive range of residential and commercial uses to be established either in association with each other or independently in a compatible manner. Mixed residential / commercial development is strongly encouraged, provided that conflict between the residential and non-residential components is minimised. Development fronting Rokeby and Bagot Roads shall contain a non-residential ground floor use.

### 4.2.5 Residential

The emphasis in the Residential Code is very much on permanent residential accommodation, generally in the form of multiple dwellings, developed in accordance with the Residential Design Codes. A limited range of complementary uses may also be considered appropriate in certain instances, provided that the amenity of surrounding residential fabric is adequately preserved.

### 4.2.6 Transition areas

Transition areas provide for appropriately scaled development standards that provide an interface between the low density residential areas in the suburban streets and the development within the Activity Centre.

Notwithstanding any stated development standards, the following development standards shall apply to those areas denoted as transition areas on the Activity Centre Code Plan. The following development standards shall apply to those areas denoted as transition areas on Map 2, within Part 1 of this report.

- a. Town Centre 'A' Transition Area Catherine Street:
  - A height of two storeys and 8.5 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50.
  - The two storey height limit shall apply for a measure of 15 metres west from the Catherine Street boundary.
- b. Town Centre 'A' Transition Area York Street:
  - A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50.
  - The three storey height limit shall apply at the street interface for a measure of 3 metres from the York Street boundary.
- c. Town Centre 'A' Churchill Avenue:
  - A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned R50.
  - The three storey height limit shall apply for a measure of 5 metres north of the building interface.

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- d.** Town Centre 'B' Type Transition Area:
  - Side setbacks and height shall match the adjacent residential zone development standards for a measure of 4 metres from the eastern boundary.
- e.** Mixed Use Transition Area:
  - A three storey and 12 metre height limit shall apply to development that interfaces with the adjacent laneway for a measure of 10 metres west from the laneway boundary.

### 5.0 Land use

The Activity Centre Code Plan outlines land use, zones, activity centre code and reserves applicable within the Activity Centre Plan area.

#### 5.1 Land Use Permissibility

Land use shall be in accordance with the zoning table under the City of Subiaco local planning scheme or other scheme provision. When determining development applications, the City shall also have regard to Activity Centre Code Objectives under clause 4.2 of this Plan.

#### 5.2 Ground floor land use

Ground floor land use shall be non-residential within all activity centre code areas except for the residential activity centre code area, except where approved by the Council.

### 6.0 Subdivision

When considering an application for subdivision, due regard shall be given to:

- a.** The intended function of the land and the activities carried out on it.
- b.** The intended character of the area.
- c.** The intended amenity of the area
- d.** Built form implications of subdivision
- e.** The established scale and grain of development
- f.** Implications on vehicle access and servicing

#### 6.1 Memorials on title

Notifications will be placed on all titles within the activity centre in order to alert purchasers of the potential impacts of living in the activity centre such as noise and parking.

### 7.0 Development requirements

#### 7.1 Activity centre code development standards

Development within each of the activity centre codes shall be developed according to Table 1: Development Standards and the associated provisions in this part as follows. Notwithstanding any of these provisions, any development standard or provision in the local planning scheme applies and shall prevail.

#### 7.1.1 Transition Areas

Notwithstanding any other stated development standards, the following development standards shall apply to those areas denoted as transition areas in Map 2 Activity Centre Code Plan.

- a.** Town Centre 'A' Transition Area Catherine Street:  
A height of two storeys and 8.5 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50. The two storey height limit shall apply for a measure of 15 metres west from the Catherine Street boundary.
- b.** Town Centre 'A' Transition Area York Street:  
A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50. The three storey height limit shall apply at the street interface for a measure of 3 metres from the York Street boundary.
- c.** Town Centre 'A' Churchill Avenue:  
A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned R50. The three storey height limit shall apply for a measure of 5 metres north of the building interface.
- d.** Town Centre 'B' Type Transition Area:  
Side setbacks and height shall match the adjacent residential zone development standards for a measure of 4 metres from the eastern boundary.
- e.** Mixed Use Transition Area:  
A three storey and 12 metre height limit shall apply to development that interfaces with the adjacent laneway for a measure of 10 metres west from the laneway boundary.

#### 7.1.2 Rokeby Road and Hay Street heritage area

Notwithstanding any activity centre code specific development standards, the following height and setback provisions shall apply to any development within the Rokeby Road and Hay Street Heritage Area as denoted on the Activity Centre Plan Map:

- a.** Heritage fabric to be retained and conserved as identified by "Assessment of the Rokeby Road and Hay Street Heritage Area" report (Griffiths Architects, 2013) and Local Planning Policy 3.8 'Development guidelines for the Rokeby Road and Hay Street Heritage Area'.
- b.** New development shall be consistent with Burra Charter principles and be designed in a contemporary manner.
- c.** A maximum street interface of two storeys and 8.5 metres shall apply.
- d.** Taller development shall be set back from the street façade by 6 metres up to a maximum height of 4 storeys and 15.5 metres (excluding roofs, architectural features, lift over-runs and plant equipment).

**e.** Development on corner lots may exceed the two storey and 8.5 metre street interface height to include a landmark design feature up to an additional storey (3.25 metres) for a distance of 10 metres measured from the corner along the street boundaries.

**f.** Planning Policy 3.8 for the Rokeby Road and Hay Street Heritage Area, clause 11.5 requires second stories to a single storey contributory heritage building to have a minimum of a 6m setback. The best heritage outcome is for any new development to be set below the line of sight from the opposite side of the street. The decision making authority will consider development proposals on a case-by-case basis, with the potential degree of impact of any proposed development visible above the sight line.

**g.** Side Setbacks: Nil for the height of the street interface for a measure of 15 metres from the street boundary after which development above two storeys shall be set back by 3 metres.

**h.** Rear Setbacks: Nil for development up to two storeys. Development above two storeys shall be set back by 6 metres.

**i.** Where development abuts a lane or Right of Way, development above three storeys shall be set back by 3 metres.

**j.** Development adjacent to a heritage place shall provide a complementary bulk and character including respecting scale and architectural lines.

**k.** Variations to the street interface height, side and rear setbacks will be contemplated subject to impact on street amenity, comfort and on recommendation from a qualified heritage architect in the form of a Heritage Impact Statement.

#### **7.1.3 Plot ratio**

Unless otherwise provided in the Activity Centre Plan provisions, the plot ratio of development is to comply with the plot ratios specified in Table 1: Development Standards.

#### **7.1.4 Reserves**

Development on land identified as a reserve shall be consistent with the relevant part of the City of Subiaco Local Planning Scheme.

#### **7.1.5 Shop development**

Where development proposes 'shop' land use in the Centro and Mixed Use coded area, the maximum floor area shall be 500 square metres Net Lettable Area, except where:

- a.** The proposed floor area is supported by a Retail Sustainability Assessment;
- b.** The proposal has been advertised for public comment; and
- c.** The Council is satisfied that the proposal is consistent with the intent and objectives of the Subiaco Activity Centre plan.

#### **7.1.6 Street interface**

##### **7.1.6.1 Active edges**

**a.** Where a site is identified on Map 1: Urban Design Framework as having an active frontage, the ground floor shall contain a shop, restaurant, small bar, café, or other similar active land use to promote a vibrant town centre.

**b.** Residential development is not permitted on the ground floor where an active frontage is defined by Map 1: Urban Design Framework.

**c.** Upper floors will contain a mix of other land uses including residential dwellings, offices or similar land uses consistent with the operation of Subiaco as a secondary activity centre.

##### **7.1.6.2 Scale and grain**

**a.** New development shall reflect a fine grain of development consistent with the surrounding development context.

**b.** The street façade of development shall be designed to promote surveillance of the street and include windows, doors and balconies at upper levels.

##### **7.1.7 Vehicle parking and access**

**a.** Only one vehicle crossover per lot is permitted except where the Council is satisfied that no adverse effects on vehicular or pedestrian traffic and/or conflict will result should a variation be permitted which allows for more than one vehicular crossover to a lot. Council is most keen to see the amalgamation of small car parking areas on individual lots together with shared vehicular crossovers in a bid to reduce vehicular and pedestrian conflict and to improve the overall streetscape.

**b.** Car parking rates as per the relevant Local Planning Scheme or any associated Local Planning Policy.

**c.** Applications for changes to land use shall not require additional car parking bays where a higher car parking rate is established by the Scheme, unless determined by the Council.

##### **7.1.8 Bicycle parking**

Bicycle parking, access and end of trip facilities shall be provided in accordance with the relevant City of Subiaco Local Planning Scheme and Local Planning Policy 2.14: 'End of Trip Facilities'.

##### **7.1.9 Lift over-runs, rooftop plant rooms and architectural features**

**a.** Lifts over-runs and rooftop plant rooms are excluded from the maximum height provisions, but must not extend more than 3.5 metres above the stated maximum height.

**b.** Lifts over-runs and rooftop plant rooms are to be limited building components and should not significantly increase the bulk of the building.

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**c.** Architectural features may extend above the maximum height subject to approval by the Council.

**d.** Minor projections as defined by the Residential Design Codes are excluded from the maximum height calculation.

**e.** All building plant and service equipment shall be screened from public view from the street and areas of open space.

### 7.1.10 Parapets

A parapet should be provided to the edge of any roof with a pitch of less than 10 degrees.

### 7.1.11 Boundary walls

**a.** For development within a residential activity centre code area, boundary wall provisions of the Residential Design Codes shall apply.

**b.** For all other development, boundary walls are permitted where nil setbacks are described in Table 1: Development Standards.

### 7.1.12 Set backs

Notwithstanding street height, street interface, side and rear boundary provisions, where an existing dwelling on an adjacent site has major openings, balconies or terraces within three metres of the boundary, development shall be set back 3 metres from that part of the boundary or as otherwise determined appropriate by the approval authority.

### 7.1.13 Entrances

**a.** A minimum of one entrance to a building must be clearly visible and directly accessible from a street or pedestrian mall.

**b.** Separate entrances shall be provided for residential and non-residential components of a mixed use development.

### 7.1.14 Servicing

**a.** A storage area for refuse and recyclable material must be provided on the land and the area must not be visible from any street.

**b.** Facilities must be provided on the land for the loading and unloading of service and delivery vehicles.

### 7.1.15 Material and finishes

**a.** All external finishes of a building are to be constructed of high quality materials, including but not limited to masonry, timber or glass.

**b.** A concrete wall must be painted and provided with an articulated or detailed finish.

**c.** A window in an external wall of a building which faces north, east or west must be protected from direct summer sun.

### 7.1.16 Landscaping

**a.** Uncovered car parking at ground level must be provided with one shade tree per 4 car parking bays.

**b.** Development applications over 1,000 square metres for non-residential development or more than 10 dwellings must be supported by a landscaping management plan to include endemic, native or robust drought resistant plants that will survive with little irrigation after establishment.

### 7.1.17 Noise attenuation

**a.** Each Development Application over 1,000 square metres for non-residential development or more than 10 dwellings and all mixed use development will require the preparation of a noise management plan to ensure that noise levels inside residences (including adjoining and nearby residences) will not exceed established limits as prescribed in the Environmental Protection (Noise) Regulations 1997 (as amended).

The plan is to be prepared by a suitably qualified consultant and is to include:

- (i) sound proofing measures used in the design and construction of the development
- (ii) predictions of noise
- (iii) control measures to be undertaken (including monitoring procedures), and
- (iv) a complaint response procedure (for commercial activities within a mixed-use building/or contained as part of a land use management plan).

All sound attenuation measures, identified by the plan or as additionally required by the Council, are to be implemented prior to occupancy of the development or as otherwise required by the Council, and the requirements of the plan are to be observed at all times.

**b.** All mixed-use buildings that include a residential component must be designed to minimise structural noise transfer between ground floor commercial or retail uses and the residences above. In addition, where significant noise generators are anticipated as part of a project, double-glazing of windows and sliding doors should also be considered to reduce noise impacts on residents.

Appropriate methods of construction are to be employed to limit the intrusion of airborne and impact noise into dwellings from adjacent dwellings and public areas to within the limits set out in the BCA.

### 7.1.18 Resource conservation

An ESD Management Plan and Green Travel Plan are required for all larger developments comprising of 10 or more new residential dwellings, or non-residential developments of more than 1000m<sup>2</sup> Gross Floor Area (including alterations or additions). The ESD Management Plan and Green Travel Plan shall be prepared in accordance with the City of Subiaco's Guide to ESD Management Plans.



## 7.2 Local development plans and land mark sites

Local Development Plans (LDPs) shall be prepared for landmark sites identified under clause 7.2.1 to establish detailed and site specific development standards and may include consideration of:

- a. heritage fabric retention
- b. new access roads
- c. new pedestrian thoroughfares
- d. open space and landscaping
- e. civic areas
- f. building heights
- g. setbacks
- h. plot ratio
- i. distribution of land uses
- j. car parking access and internal site circulation
- k. special development controls and guidelines
- l. such other information considered relevant by the local government

LDPs are also required for sites identified on Map 2: Activity Centre Code Plan as requiring an LDP. An LDP can be prepared for individual landmark sites, any arrangement of multiple lots or over the entire area. Where a local development plan is prepared over an area that encompasses one or more landmark sites, a further LDP for an individual landmark site will not be supported.

### 7.2.1 Identified landmark sites

The following landmark sites have been identified as requiring a local development plan, unless the decision maker has exercised its discretion by granting planning approval taking into consideration whether the nature of the use is consistent with the objectives of the Activity Centre.

#### 7.2.1.1 King Edward Memorial Hospital site

The "King Edward Memorial Hospital site" is included in the Activity Centre for the purposes of providing high level direction and potential civic areas but being subject to a separate detailed planning process to guide its future development.

#### 7.2.1.2 Homebase site

The "Homebase site" is included in the Activity Centre for the purposes of providing high level direction and potential civic areas but being subject to a separate detailed planning process to guide its future development.

#### 7.2.1.3 Coles and Crossways Shopping Centre sites

The "Coles" and "Crossways Shopping Centre" sites have the potential to contain a shared car park and public space, pedestrian access thoroughfares and landmark building qualities. To ensure a public focal point is created, buildings should orientate toward the public streets and the internal public open space, linking residential development and other activities to the main street.

In addition, the Crossways site should provide for a landmark element through built form. The whole of the Coles and Crossways Shopping Centre Site should clearly define pedestrian and vehicular access, reinforce the intended fine grain character of Rokeby Road, and provide a high level of amenity for pedestrians including access to sunlight and consideration of overshadowing.

A number of lots are also included to enable holistic consideration of various eventualities for the area.

#### 7.2.1.4 Pavilion Markets site

The Pavilion Markets site comprises Lot 10 (No. 10) on DP32850 Rokeby Road and Lot 19 (No. 4) on DP13216/1 Seddon Street, Subiaco. The site is included in the Activity Centre as it has the potential of providing high quality residential living and mixed use development within close proximity to the Subiaco Train Station. Notwithstanding any other provision of the Subiaco Activity Centre Plan, the provisions of the Local Planning Scheme in respect to this site apply and shall prevail.

#### 7.2.1.5 Ace Cinemas site

The "Ace Cinemas site" is included in the Activity Centre as it has the potential of providing high quality residential living and mixed use development within close proximity to the Subiaco Train Station and providing a landmark gateway building to the Subiaco Town Centre. The "Ace Cinemas site" is currently under construction.

#### 7.2.1.6 The Colonnade

"The Colonnade" is included in the Activity Centre as it has a lot size that could facilitate high quality residential living and mixed use development within the Subiaco Town Centre.

#### 7.2.1.7 Subiaco Village

The "Subiaco Village" is included in the Activity Centre as it has a lot size that could facilitate high quality residential living and mixed use development within the Subiaco Town Centre.

### 7.2.2 Development bonuses for landmark sites

- a. A development bonus in the form of additional height (storeys) as specified by Map 3: Maximum Height Plan may be approved by the Council where a site is identified as a landmark site on Map 3: Maximum Height Plan and clause 7.2.1 of this plan; and
- b. In granting a development bonus in the form of additional height (as identified in (a) above), Council may approve plot ratio above the maximum plot ratio described by the Development Standards Table for developments comprising residential, serviced apartments or hotel land uses and non-residential land uses; and
- c. The area of land required from a property for the purposes of a new public road or access way may be included in the site area for the purposes of calculating plot ratio for the development; and
- d. A development bonus will only be granted where all of the essential criteria are met and one or more of the additional criteria are met, as outlined in the tables below:

Essential Criteria
<ul style="list-style-type: none"> <li>• The development bonus comprises a minimum 60% residential land use</li> <li>• High quality design as determined by the City of Subiaco Design Review Panel</li> <li>• A new road or pedestrian access way is provided through the site where it has been identified as desirable by the Activity Centre Plan or outlined in the applicable Local Development Plan</li> </ul>

Additional Criteria
<ul style="list-style-type: none"> <li>• Retention and enhancement of places of heritage significance beyond the statutory requirements to protect and maintain</li> <li>• A public plaza or open space is provided</li> <li>• Pedestrian access is provided throughout the site on a permanent basis</li> <li>• The development is designed and constructed to a 5 star Greenstar rating as accredited by the Australian Green Building Council, or an equivalent system as agreed by the Council</li> </ul>

### 7.3 Discretionary clause

Variations to standards prescribed under the Activity Centre Plan

- a. Except for development in respect of which the Residential Design Codes apply, if a development is the subject of an application for planning approval and does not comply with a standard or requirement prescribed under the Activity Centre Plan, the local government, may, despite the non-compliance, approve the application unconditionally or subject to such conditions as the local government thinks fit.
- b. In considering an application for planning approval under this clause, where, in the opinion of the local government, the variation is likely to affect any owners or occupiers of any land in the locality, the local government is to —
  - i. consult with the affected parties by following one or more of the provisions for advertising uses under clause 26 of Town Planning Scheme No. 4, Schedule 2, Part 8, Clause 64 of the Planning and Development (Local Planning Schemes) Regulations 2015 and Planning Policy 1.4; and
  - ii. have regard to any submissions received or expressed views prior to making its determination to grant the variation.
- c. The power conferred by this clause may only be exercised if the local government is satisfied that —
  - i. approval of the proposed development would be appropriate having regard to the intent and objectives of the Activity Centre Plan and Activity Centre Code Areas.

- ii. the non-compliance will not have an undue adverse effect upon the occupiers or users of the development, the inhabitants of the locality or the likely future development of the locality.

d. Where non-compliance concerns building height, variations shall only be granted where:

- i. A local development plan has been approved permitting building variations.
- ii. For sites with a maximum height of 4 storeys additional height up to 2 storeys subject to the following criteria being satisfied:
  - The additional floor space comprises a minimum of 60% residential land use; and
  - The development demonstrates high quality design as determined by the city of subiaco design review panel; and
  - The additional height is setback from the street a minimum of 6 metres.
- iii. For non-landmark sites, where height variation does not comprise an additional level or storey of development above the maximum prescribed by the Activity Centre Plan.
- iv. The degree to which the overall height graduates the scale between existing buildings of varying heights within the locality.

## 8.0 Other requirements

### 8.1 Policies

The development of policies will put a range of finer grained controls into effect that would not be appropriate to impose through the Activity Centre Plan. These policies may cover such aspects as (but not limited to):

- Promotion of Green building programs, technologies and design;
- Guidance on development within each of the activity centre codes;
- Provision of bicycle parking and end of trip facilities; and
- Provision of public art.

### 8.2 Staging and monitoring

The Subiaco Activity Centre Plan will guide development within the centre. Where it becomes evident that a clearly defined staging strategy will facilitate delivery of the plan the local authority in collaboration with the community and relevant stakeholders will identify specific tasks and responsibilities that are matched to a manageable and realistic timeframe.

A work program that considers the influences of land ownership, funding/investment availability and delivery partnerships would be prepared prioritising short, medium and long-term initiatives. Importantly, the program will remain flexible to take into account market influences.

### 8.1.1 Regular reviews

The Subiaco Activity Centre Plan should be reviewed regularly to ensure the objectives are being met and remain viable.

The City of Subiaco will periodically assess the impact of policies and development applications on centre development, vitality and viability.

## 9.0 Definitions

Unless the context otherwise requires, words and expressions used in the Activity Centre Plan have the same meaning as they have:

- a. in the Planning and Development Act 2005; or
- b. if they are not defined in that Act —
  - in the Dictionary of defined words and expressions in Part 1, cl. 11 of the Activity Centre Plan or
  - in the Residential Design Codes.

If there is a conflict between the meaning of a word or expression in the Dictionary of defined words and expressions in Schedule 1 and the meaning of that word or expression in the Residential Design Codes -

- c. in the case of a residential development, the definition in the Residential Design Codes prevails; and
- d. in any other case the definition in the Dictionary prevails.

*In this Activity Centre Plan:*

**“Activity Centre Code”:** means the areas defined on the Activity Centre Code Plan;

**“Loft”:** means a space contained wholly within the roof of a building including space served by dormer windows but cannot have a balcony or terrace;

**“Public Space Area”:** means the area defined in green on the Subiaco Activity Centre Plan Map 1: Urban Design Framework;

**“Rear setback”** relates to a boundary that is not a street or to another lot (ie. a right of way (ROW), public access way (PAW) or public open space (POS)).

**“Serviced Apartments”:** means a building or buildings, which include self-contained units, for temporary accommodation of less than 3 months.

**“Side setback”** means setback to another lot boundary, not a ROW or PAW.

**“Storey”:** means a space within a building which is situated between the top of any floor and the top of the floor next above it (or if there is no floor above, between the top of the floor and the ceiling or roof above) and does not include a basement, mezzanine or loft;



## Part one Implementation

**Table 1: Development standards**

Activity Centre Code	R-Code	Maximum Plot Ratio	Minimum Open Space (% of site)	Street Setback
Residential	R160		As per Residential Design Codes	
Residential	R80		As per Residential Design Codes	
Residential	R50		As per Residential Design Codes	
Town Centre Type 'A' and Town Centre Type 'B'	RAC-0	Development North of Churchill Avenue shall have a plot ratio of 3.  Development South of Churchill Avenue shall have a plot ratio of 2.5.	0	Nil to the street except for Churchill Avenue where setbacks shall be consistent with the streetscape and determined by Council, though not more than 4 metres.
Centro and Mixed Use	RAC-0	Development North of Hay Street shall have a plot ratio of 3.  Development South of Bagot Road shall have a plot ratio of 2.5.	0	Nil

Maximum height (4.25 metres per ground and first storey and 3.5 metres per storey thereafter) (excluding roofs)			Side Setback	Rear Setback
Street Interface	Additional Height: Southern Street Boundary	Additional Height: Other Street Boundaries		
Height of 4 storeys and 15.5 metres to the street interface as identified on the Activity Centre Code Plan and Height Plan.	Development above the street interface shall be set back sufficiently to enable sunlight access to the opposite footpath at 12 noon on the winter solstice or a minimum 3 metres.	Additional height as described on the Height Plan set back from the street boundary by 6 metres.	As per Residential Design Codes Table 5.	3 metres for the first three storeys and 4 metres thereafter.
Height of 3 storeys and 12 metres to the street interface.	No additional height.	No additional height	As per Residential Design Codes Table 2a or 5 as appropriate.	Multiple Dwellings: 3 metres for the first three storeys and 4 metres thereafter. Other Dwellings: As per Residential Design Codes Table 2a and/or Figure 4e.
Height of 2 storeys and 8.5 metres.	No additional height.	No additional height.	As per Residential Design Codes Table 2a or 5 as appropriate.	As per Residential Design Codes Table 2a or 2b.
Height of 4 storeys and 15.5 metres to the street interface except for the Heritage Area. Catherine Street and transition lots as identified on the Activity Centre Code Plan and the Height Plan.	Additional height allowed as identified on the Height Plan. Development above the street interface shall be set back from the southern street boundary sufficiently to enable sunlight access to the opposite footpath at 12 noon on the winter solstice or a minimum 3 metres.	Additional height as described on the Height Plan set back from the street boundary by 6 metres.	Nil setbacks are permitted for the height of the street interface or as required by other setback provisions. Development above the boundary wall height shall be set back 3 metres from the side boundary.	Nil for development up to two storeys. Development above two storeys shall be set back by 6 metres. Where development abuts a lane or Right of Way, development above three storeys shall be set back by 3 metres.
Height of 4 storeys and 15.5 metres to the street interface.	Additional height allowed as identified on the Height Plan. Development above the street interface shall be set back from the southern street boundary sufficiently to enable sunlight access to the opposite footpath at 12 noon on the winter solstice or a minimum 3 metres.	Additional height as described on the Height Plan set back from the street boundary by 6 metres.	Nil setbacks are permitted for the height of the street interface or as required by other setback provisions. Development above the boundary wall height shall be set back 3 metres from the side boundary.	Nil for development up to two storeys. Development above two storeys shall be set back by 6 metres. Where development abuts a lane or Right of Way, development above three storeys shall be set back by 3 metres.





# Part two

## Explanatory report



### 1.0 Introduction

Subiaco has undergone significant change over the past twenty years. From a working class suburb with a significant industrial presence, Subiaco has emerged as a significant metropolitan destination for dining and shopping as well as a major office location. Significantly, through the work of the Subiaco Redevelopment Authority (now the Metropolitan Redevelopment Authority), the former industrial land has been transformed into a mixed use live-work precinct, bolstered by the under-grounding of the Subiaco Train Station and creation of a high quality public realm.

Notwithstanding this significant change, town centres are dynamic places that continue to grow, adapt and modify to meet the community's needs. Particularly for Subiaco, it will face considerable structural change in the coming years with the relocation of AFL Football to a new major stadium in Burswood, the relocation of Princess Margaret Hospital for Children to QEII Medical Centre and the potential relocation of King Edward Memorial Hospital for Women to QEII Medical Centre. These major facilities currently drive and influence the nature of employment and land uses throughout Subiaco, and so this Activity Centre Plan will need to consider likely future patterns of use.

#### 1.1 Project purpose

In consultation with the community, the City of Subiaco has prepared the Subiaco Activity Centre Plan. It provides a long term planning vision to support the economic and social vitality of the activity centre as an attractive place to live, work, shop and visit. The plan provides a framework for the ongoing development and revitalisation of the town centre, and outlines provisions for housing, transport, heritage conservation, land use and urban form.

Activity Centre Plans are required for all centres across the metropolitan region above a district designation. They inform the activity, movement, environment and urban form characteristics of the centre to support improved performance over time.

More than just a statutory planning mechanism, the Activity Centre Plan can set a vision and framework for ongoing rejuvenation of Subiaco's town centre.

In particular, this Activity Centre Plan will:

- Establish a common vision for Subiaco's town centre and an intent across its economic, social, environmental and governance responsibilities.
- Provide guidance on a range of actions to ensure that Subiaco's town centre can accommodate development and growth commensurate with its designation as a Secondary Centre.
- Establish a blueprint for an improved public space network.
- Clearly signal the importance and opportunity of Subiaco as a



key employment destination with excellent links to Perth CBD and the QEII / UWA Strategic Centre.

- Establish the importance of Subiaco within the metropolitan area and the need for collaborative engagement with the community to ensure its future development and growth.
- Provide confidence to government, business, and potential funders and collaborators, that Subiaco has a strong vision and forward plan to protect future investment.

## 1.2 Project background

### 1.2.1 Subiaco Central Development Plan

The Subiaco Central Development Plan, prepared in 2006, is similar to an Activity Centre Plan in that it provides a vision and a framework for future development by establishing built form controls and character statements for various precincts. However, State Planning Policy 4.2 Activity Centres for Perth and Peel (SPP 4.2) requires additional consideration of elements such as minimum residential densities, population, employment mix, a consideration of retail sustainability and land uses in response to recent State policy - namely Directions 2031 and Beyond and the Central Metropolitan Perth Sub Regional Strategy. An activity centre plan is therefore required to consider additional information and be endorsed by the Western Australian Planning Commission to ensure broader metropolitan strategies are appropriately implemented.

### 1.2.2 Relationship to Subiaco Redevelopment Area

The Subiaco Activity Centre Plan acknowledges and responds to the land use, form and activities within the Redevelopment Area.

This Activity Centre Plan will not apply to the Redevelopment Area, it having separate scheme and policy provisions under the Metropolitan Redevelopment Act.

### 1.3 Requirements of state planning policy 4.2 Activity Centres for Perth and Peel

With the introduction of State Planning Policy 4.2 Activity Centres for Perth and Peel, all town and city centres across the metropolitan area are required to plan for future growth and development. Importantly, activity centres are required to provide a mix of land uses within a high quality setting to enable equitable service provision to the population. This means activity centres need to be more than single land use destinations, they need to function as distinct community spaces where people gather, work, shop, play and live. The activity centre plan therefore needs to provide a framework for the future growth and development of centres, taking into account increased residential densities, encouraging a mix of commercial floor space and employment types and allowing for alternative modes of transport, particularly public transport.

### 1.4 Subiaco's place making process

Place making is the process of making authentic, vibrant and

resilient places that are valued by their communities and admired by visitors. It is a holistic, multi-disciplinary approach to planning and developing places that involves understanding the culture and qualities of a place and the wisdom of its community. It involves collaboration between many stakeholders to articulate a vision for a place and to plan and deliver the vision.

A place making vision workshop was undertaken with key businesses and community representatives in the City of Subiaco, in order to seek community input into the development of a new Subiaco Activity Centre Plan.

The process involved working collaboratively with the project team and the City of Subiaco to engage with the community of the Subiaco town centre to explore and document their aspirations and priorities for the Subiaco Secondary Activity Centre.

The process involved three steps: a background paper, a key stakeholder and community visioning workshop, and a Draft Place Vision and Place Making Principles document.

## 2.0 Vision

### 2.1 Vision statement

#### 2.1.1 Activity centre vision

**Subiaco town centre is the State's premier knowledge centre, with excellent links to the Perth CBD, University of Western Australia and QEII Medical Centre. Its high quality, green and leafy public realm supports a relatively dense mix of residential, retail, hospitality, cultural and commercial activities. Transit is integrated seamlessly into the heart of Subiaco, enabling commuting access. Heritage and contemporary buildings sit comfortably together to create an intense, exciting, liveable and sustainable town centre.**

#### 2.1.2 Place making vision

Subiaco town centre is an exciting and contemporary place balanced with a rich heritage. It is a beautiful, green place with scale and surprise that is full of great food, art and music.

##### 2.1.2.1 Place making principles

- An exciting shopping experience that is renowned for being filled with skilful, creative and delicious offerings
- A connected, collaborative, diverse community that engages enthusiastically with the city and what it has to offer
- A place that is founded on the value of environmental sustainability and which is liveable for the community both now and in the future
- A balance of old and new where the rich history and the bright future of Subiaco are both evident and honoured
- A place of creativity and theatre where the streets and people are as friendly and entertaining as the official events programmes.

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## Part two Explanatory report

### 2.2 Strategic overview

The following identifies the strategic context underpinning the preparation of the Activity Centre Plan.

#### *A changing centre*

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The contextual framework of Subiaco is changing, with the impending relocation of the Princess Margaret and King Edward hospitals to the QEII Medical Centre. The relocation of AFL Football from Subiaco to Burswood will also mean a significant change in weekly visitor numbers during the season. This means Subiaco's point of difference to attract visitors will need to change focus.

#### *A connected city*

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An interconnected metropolitan network of centres is envisaged by the State's overarching planning strategy – Directions 2031 and Beyond. Planning for improved public transport and other modal connections in and around Subiaco will increase its accessibility to the metropolitan region and thus its competitiveness. In this regard the Activity Centre Plan will accommodate better public transport connections.

#### *More people*

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For Subiaco, improving its performance is mostly about attracting more people to it – whether that is for living, working, recreating or spending. State Policy requires the centre area to lift its average residential density from 13 dwellings to between 25 and 35 dwellings per gross hectare.

#### *Placemaking*

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The key element to improving the performance of Subiaco is to build and reinforce a convincing and authentic place. A network of high quality urban spaces, around which built form and land uses respond, will support a diversity of experiences for visitors. These places will provide an impetus for people to stay in Subiaco.

#### *The changing retail landscape*

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Comparison retail (durable goods) in Subiaco is coming under increased pressure due to competition from surrounding centres that offer a similar experience as well as from internet shopping. This means the attractiveness of Subiaco needs to shift from a retail offer to a place based and experiential offer.

#### *Activity Centre Plan*

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Creating an Activity Centre Plan for Subiaco's Activity Centre, informed by the desires of the community, allows the City to shape its own future, rather than responding to external forces. The Activity Centre Plan must consider land use and activity, movement, urban form (including a public space network), and resource enhancement initiatives, that respond to the local character of Subiaco.

### 2.3 Strategies

**Successful activity centres are defined by their:**

- **Intensity of activities and people;**
- **Diversity of activities and businesses;**
- **Employment mix – successful centres will attract businesses that require a higher proportion of creative industries; and**
- **Access – a range of access arrangements will be in place, usually with very high quality public transport as a defining element.**

**In this regard, six strategic drivers have been developed to improve the performance of Subiaco. They have been developed from community and Council workshops as well as extensive site analysis.**

- 1. An active, intense and diverse town centre**
- 2. A renewed focus for the economy and development**
- 3. Sustainable urbanism that protects Subiaco's heritage**
- 4. A strong network of high quality public places**
- 5. A prioritised and sustainable transport network**
- 6. A governance framework to support growth and change**

#### **2.3.1 An active, intense and diverse town centre**

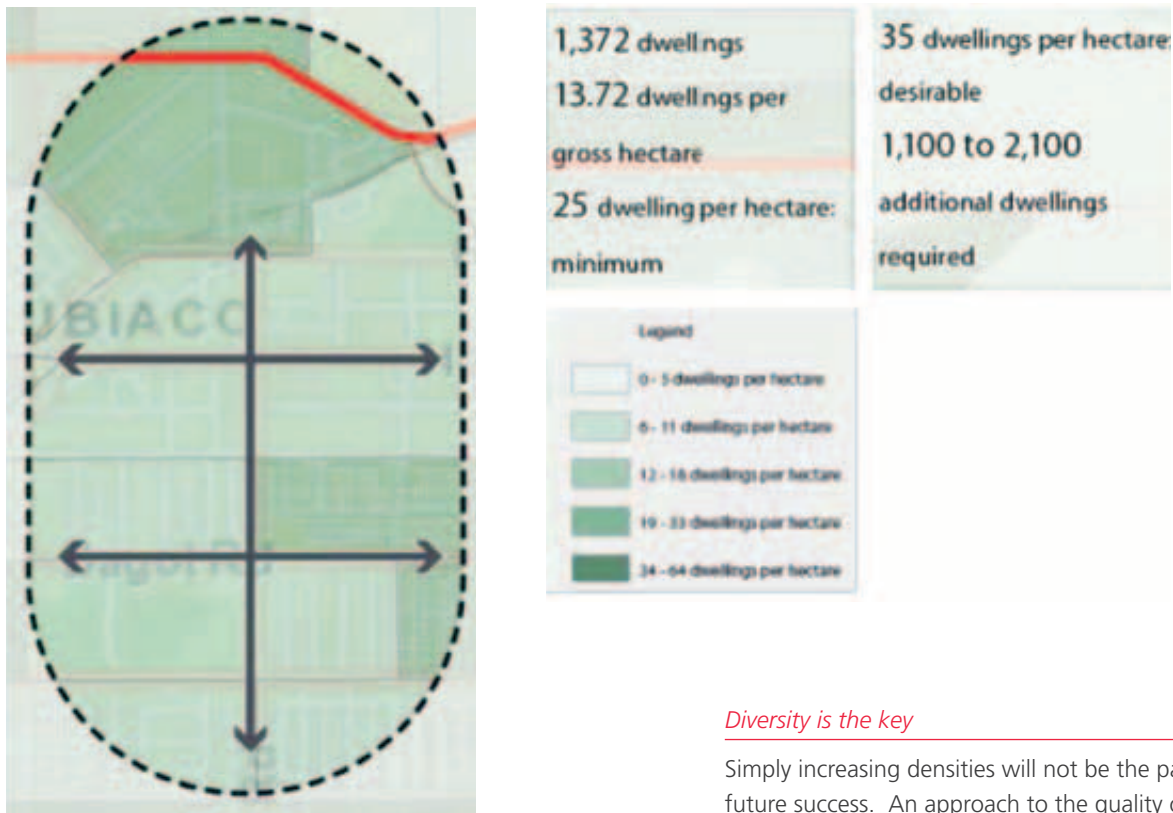
To ensure Subiaco develops as a more active, intense and diverse town centre, the over-riding principle is to attract more people to it – more residents, more workers, more shoppers and more visitors. Analysis shows that Subiaco currently performs above the metropolitan average in terms of intensity of employment and diversity of commercial land uses. However, it is underperforming in terms of residential dwellings as well as in terms of its comparison retail floor space. Critical to Subiaco's future will be how it responds to the changing economic landscape, when major health institutions and AFL football are no longer within its catchment. The implications of this changing economic landscape for Subiaco are potentially negative for retail and entertainment land uses in particular.

#### *Comparison retail*

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Comparison Retail are goods that consumers 'shop around' for. They are bought on an irregular basis (e.g. Households goods, clothing, motor vehicles). Comparison retail is currently under-trading in Subiaco, providing an opportunity to activate vacant retail premises along Rokeby Road and Hay Street.

**Figure 1: Subiaco's existing dwelling density**



An additional 625 residents are required within or near to the activity centre to sustain current levels of comparison retail floor space.

#### Population

The town centre currently accommodates 2,500 residents, the SPP targets will accommodate some 7,000 residents in the Subiaco Activity Centre Plan.

#### Residential dwellings

SPP 4.2 requires a minimum residential density of 25 dwellings per gross hectare; however, 35 dwellings per gross hectare is more desirable for secondary centres. Subiaco's current gross residential density is 13.75 dwellings per hectare, as identified within Figure 1. Therefore, between 1,100 and 2,100 dwellings are required in and around the activity centre to meet SPP4.2 targets.

#### Benefits of intensity

- A more vibrant and exciting centre
- A place that attracts people to it – public spaces and local businesses work better
- The potential for business exchange and economic benefits are greater
- Better use of resources
- Higher liveability and environmental credentials

#### Diversity is the key

Simply increasing densities will not be the panacea for Subiaco's future success. An approach to the quality of place, activities and the public realm must be the core focus, around which densities can be increased.

For Subiaco this means:

- Reinforcing Subiaco's point of difference – the character of Rokeby Road and Hay Street contribute significantly to people's sense of place and experience. Enhancing and protecting the scale and character of buildings at the street interface is important. Buildings storeys in height are appropriate on Rokeby and Hay to integrate with existing heritage fabric. Taller development up to four storeys can be set back from the street frontage. An artful mix of active land uses at ground level within the 'retail core' or traditional town centre area
- Consolidating comparison retail activity within the existing town centre zone
- An inviting, high quality public realm that attracts people to it and encourages greater 'dwell' times – inviting people to stay longer in Subiaco will make it a more successful centre. Building on the current success of local businesses such as entertainment land uses (restaurants, cafes, bars)
- The quality of the walking experience is directly related to the success of the town centre – Rokeby Road and Hay Street must be focused on a comfortable, safe and engaging pedestrian experience.
- Purposeful density – applying increased residential density in mixed use development that enhances the function of Subiaco's public space network and meets the requirements of SPP4.2.

### 2.3.2 A renewed focus for the economy and development

A successful local economy will inevitably contribute to the performance of Subiaco as an activity centre. Industries that exhibit high levels of skill and human capital are likely to contribute proportionally more to the economy than industries requiring low skill levels. Industries where information technology, finance, arts and entertainment and professional services are the focus tend to require significantly more creative personnel, that is, people on higher incomes with a greater propensity to spend. This in turn contributes to the local economy.

For Subiaco this means:

- Access: Integrate mixed land uses around public transport and improve the pedestrian and cycling experience to and through Subiaco so as to ensure their priority over the private car.
- Agglomeration Clusters and Talent Magnets: Promote further development of professional services and information / technology sectors within Subiaco by preparing an economic development strategy that recognises, attracts and retains important organisations that act as talent magnets within Subiaco (for example, iiNet, Mirvac, RPS, St John of God).
- Floor space: enable development of additional office space throughout Subiaco to meet sub-regional employment targets.
- Labour Supply and University Talent: Maximise links (public transport and cycle) between Subiaco and the QEII / UWA Specialised Centre; promote the development of higher density, affordable housing within the Subiaco Activity Centre that enables professionals to live in close proximity to UWA / QEII
- Quality of Public Realm: Develop a high quality network of public spaces and associated activities throughout the activity centre that promotes improved quality of living and enables exchange between professionals

### 2.3.3 Sustainable urbanism that protects Subiaco's heritage

Higher density living and working opportunities need not come at the expense of important historic buildings, local character and liveability. The most successful centres artfully balance these development factors, demonstrating they need not be mutually exclusive.

For Subiaco this means:

- That the area identified in the "Assessment of the Rokeby Road and Hay Street Heritage Area" report (Griffiths Architects, 2013) is identified as a Heritage Area under the Town Planning Scheme.
- Applying appropriate R-Code density and built form standards across the centre to enable housing targets to be met – for identified opportunity sites, a minimum of R100 should be established, with a desirable level of R160.
- Encouraging minimum standards in terms of design and environmental quality

### 2.3.4 A strong network of high quality public places

Overwhelmingly, the focus of the Subiaco Activity Centre Plan is the creation of a series of high quality public places that reinforce the structural elements of the activity centre and provide opportunities for place making and development. These spaces will become neighbourhood hot spots; foci for activity, engagement and exchange.

For Subiaco this means:

- Enable built form and urban design responses around each public space area that reinforces quality and functionality, based on 'hot spots' identified through place making workshops.
- Prepare a place activation strategy for each of the identified public spaces that defines their purpose, a programme of events and how adjacent traders can contribute and activate the public realm.
- Encourage a mix of high quality businesses in and around each public space commensurate with their intended role / function, such as cafes, bars and shops. The scale and intensity of activity will vary.
- Improve the quality and comfort of the public realm.

### 2.3.5 A prioritised and sustainable transport network

To enable a successful centre, the priority in terms of transport provision must be the amenity and comfort of pedestrians. In this regard, the order of prioritisation for transport in and around the activity centre must be:

- Pedestrians
- Cyclists
- Public Transport
- Service vehicle accessibility
- Private cars

For Subiaco this means:

- Adopt the 'power of nearness' – ensuring a great variety of land uses, transport and public space options are present within close walking distance of people.
- The quality of the walking experience is emphasised in every detail through the public realm. Passive surveillance, active shop fronts (where required) and built form that addresses the street is critical.
- Adopt a cycling strategy that provides for routes through and to Subiaco's activity centre, ideally with separation between bike lanes and traffic.
- Development decisions within the Activity Centre will support the provision of high quality, reliable public transport options.

### 2.3.6 A governance framework to support growth and change

Ensure the new governance model provides clear leadership and develop partnerships across a range of public, private and community sectors to help drive awareness of Subiaco's activity centre as a major shopping, entertainment, working and living environment.

For Subiaco this means:

- Incorporate the findings of the Activity Centre Plan study and community workshops into development provisions within the city's new town planning scheme.
- Prepare a detailed place making and public realm strategy for the town centre.
- Engage / employ a town centre place manager to facilitate implementation of place making strategies.
- Adopt a flexible approach to consideration of development proposals so that an intensified activity centre is created, consistent with place and character principles.
- Communicate the plan widely and encourage support from external stakeholders.
- Provide an agreed framework to manage the implementation of the community's vision for the town centre.

## 3.0 Centre context

### 3.1 Regional context

#### 3.1.1 Planning framework

This section of the report outlines the important State and local planning instruments that are relevant to the Subiaco Activity Centre Plan. No attempt is made to exhaustively examine every item of legislation or policy; only those most relevant to the study are considered here.

##### 3.1.1.1 Perth and Peel at 3.5 million.

Perth and Peel at 3.5 million is the strategic document prepared by the Department of Planning and that provides guidance on sustainable urban growth for the next 35 to 40 years. Subiaco lies within the Central sub-region which is expected to experience a population growth from 782,974 people in 2011 to up to 1.2 million by 2050.

##### 3.1.1.2 Directions 2031 and beyond

Directions 2031 and Beyond (Directions 2031) is a strategic state planning instrument that identifies a spatial planning framework to address the expected population growth of Perth and Peel regions. Directions 2031 identifies Subiaco town centre as a secondary centre which is a suburban centre dominated by retail land use but also includes offices, housing, community services, recreational activities and entertainment facilities.

#### 3.1.1.3 Central Metropolitan Perth Sub-Regional Strategy

The Central Metropolitan Perth Sub-Regional Strategy (Sub-Regional Strategy), identifies how the objectives of Directions 2031 will be achieved. The sub-regional strategy has identified areas for urban infill and expansion across the metropolitan area.

The City of Subiaco has an infill dwelling target of an additional 3,600 dwellings.

##### 3.1.1.4 Capital City Planning Framework

The Capital City Planning Framework (Framework), sets out a spatial strategy for Central Perth, and the 12 km by 12 km area around the city centre.

The Framework highlights Subiaco as a good example of urbanism, providing an alternative to suburban development, CBD high rise.

The Framework identifies eleven key concepts ranging from a 'city of place' with urban characteristics, to a 'city that evolves'. The Subiaco Activity Centre Plan area demonstrates many of these key concepts.

##### 3.1.1.5 Public Transport for Perth in 2031 Master Plan

The Public Transport for Perth in 2031 Master Plan identifies the public transport network needed to support Perth's growing population and highlights the importance of collating appropriate land uses and densities with public transport infrastructure.

The Transport Plan identifies the success of sinking the Subiaco Station and the creation of Subi-Centro in increasing train patronage. Boardings per day increased from 1,600 before the development to 3,000 boardings per day in 2010.

The Subiaco to Perth rail link is expected to accommodate some 30,000 to 50,000 passenger trips each day.

The Transport Plan also identifies the importance of delivering a Glendalough/Subiaco/UWA inner circle link by 2031. It is expected this link will be serviced by light rail in the future. Subiaco is identified as an important node in the proposed Stirling, Subiaco, QEII/UWA, Murdoch, Curtin University, Perth Airport circle link.

##### 3.1.1.6 Transport @3.5million

Transport@3.5million is a long term integrated transport plan that addresses the transport needs of Perth and Peel as a City of 3.5 million people and beyond and provides the transport component to the draft Perth & Peel @ 3.5 million strategy. The plan proposes improvements to the public transport, road and active transport networks and includes proposals to optimise the existing system to more efficiently deal with the increased transport needs of a growing population.

Improvements for the City of Subiaco include a notional Inner City Metro, a light rail route linking QEII/UWA with Curtin University via Subiaco and the Perth CBD, and a new heavy passenger rail link connecting Murdoch with Stirling via QEII/UWA and Shenton Park as part of an orbital rail link.

## Part two Explanatory report

There are no road proposals that directly affect the City of Subiaco. However, a proposed extension to Stock Road through the Western suburbs is expected to attract additional traffic through the City.

### 3.1.1.7 State Planning Policy 4.2 – Activity Centres for Perth and Peel

The State Planning Policy 4.2-Activity Centres for Perth and Peel (SPP 4.2) guides development of new activity centres and the redevelopment and renewal of existing centres in the Perth and Peel regions.

The characteristics of a secondary centre addressed in the Subiaco Activity Centre Plan are:

- Function – operates as a small scale metropolitan centre offering services, facilities and employment.
- Transport – provides passenger rail and high frequency bus routes.
- Land use – includes department stores, discount department stores, supermarket, and speciality shops, complemented by office land use.
- Service – centre will service up to 150,000 persons.
- Walkable catchment – centre based on a 400 metre catchment.
- Residential density – A minimum of 25 dwellings per gross hectare, desirable target of 35 dwellings per gross hectare. (The SPP4.2 density target takes precedence over the sub-regional strategy density target)

The Subiaco Activity Centre Plan area has many of the secondary centre characteristics. There is a diversity of land use within the town centre, the majority of Subiaco's retail, recreational, and medical services are located within the 400 metre walkable catchment and there are opportunities for improved public transport.

### 3.1.1.8 Transit oriented development

The Development Control Policy 1.6 Planning to support Transit Use and Transit Oriented Development (DC1.6) complements a

range of planning policies to achieve greater urban sustainability. The objectives of TOD are:

- Maximise walkability to destinations and transit via logical connections
- Maximise safety to encourage visitors
- Minimise the number and duration of private vehicle trips
- Provide public and private car parking in a strategic manner
- Enhance activity levels across the day and night

The urban form of the Subiaco Activity Centre Plan area displays TOD elements such as:

- A grid street pattern
- Diversity of lot sizes
- Development opportunities
- Close proximity to transit
- Diversity of land use

### 3.1.1.9 Metropolitan Region Scheme

The Metropolitan Region Scheme (MRS) is a statutory State Government planning instrument which broadly guides the distribution of land use throughout the Perth metropolitan area by designating 'zones' and 'reserves'.

Subiaco Activity Centre is generally zoned 'urban' and provides for retail, residential, and commercial land uses.

The MRS reserved land within and surrounding the Subiaco Activity Centre plan area:

- King Edward Memorial Hospital, reserved for Public Purposes: Hospital
- The Perth to Fremantle railway, located to the north and west of the activity centre, is reserved for 'Railways'.
- Hay Street and Thomas Street are reserved as 'Other Regional Roads' with the exception of land between Hay Street and Railway Road, and Hay Street and Troy Terrace; which is zoned 'Redevelopment Scheme'.

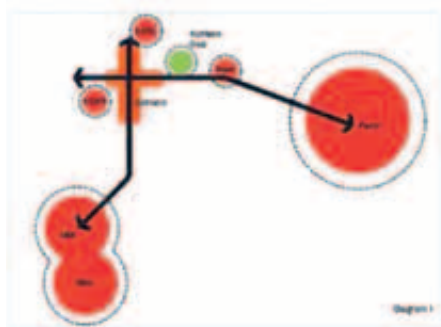


Figure 2

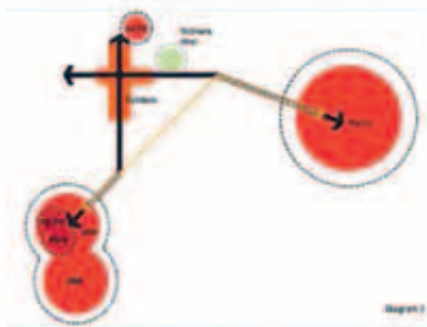


Figure 3

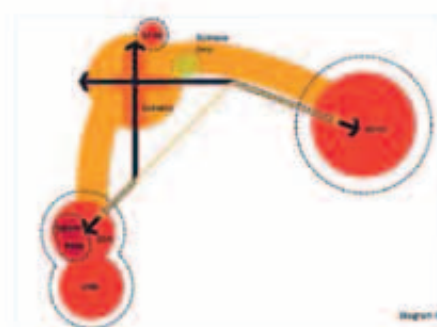


Figure 4

- Perth Modern School, to the north west of the activity centre is zoned 'Public purpose – high school'.
- Subiaco Oval, located to the north east of the activity centre is reserved 'Restricted public access'.

The Redevelopment Area controlled by the Metropolitan Redevelopment Authority is not affected by the MRS. When these areas are normalised back to the City of Subiaco, they revert to the urban zone or appropriate reservation.

### 3.1.2 Strategic opportunities and challenges

#### 3.1.2.1 Conceptual understanding of subiacos future

Figures 2, 3 and 4 contains conceptual representation of Subiaco's context, both now and in the future. Subiaco has relationships with surrounding centres that are of a different typology and function - Perth and QEII.

Figure 2 shows Subiaco (in orange) surrounded by a number of institutions that influence its activity and character:

- Subiaco Oval
- King Edward Memorial Hospital (KEMH)
- Princess Margaret Hospital (PMH)
- St John of God Hospital

The nearby centres of Perth and QEII / UWA also have significant influence on Subiaco.

Figure 3 represents the potential future scenario for Subiaco. PMH and potentially KEMH are to be relocated to the QEII Medical Centre and Subiaco Oval will potentially be downgraded with AFL Football moving to Perth's new stadium at Burswood. A new light rail link between the city and QEII Medical Centre will change travel behaviour through Subiaco.

This represents a fundamental structural change to Subiaco's character, function and economy.

Figure 4 is a conceptual representation of the need to bolster the town centre in order to create a viable and sustainable land use mix. This activity centre plan will need to identify the form and function of the town centre to define a sustainable future. This may be achieved by also bolstering the strategic location of Subiaco between the key activity centres of Perth city and QEII / UWA.

Importantly, Subiaco will need to capture the benefits of its specialities, namely health, hospitality and entertainment, its commercial office presence and its village character. Balancing these uses is important.



## Part two Explanatory report

### A high quality environment

A high quality public realm and amenity across Subiaco town centre attract businesses. Residential areas have a pedestrian scale environment, good access to parks and conveniences.

### The 'third place'

Commerce and business is now conducted more often in semi-public places like cafes and restaurants than in traditional office setting. Subiaco's mature mix of these activities attracts and retains businesses and employees.

### Smart communities

A smart community circulates people, products and ideas quickly and efficiently.

Smart communities are:

- Globally Connected - UWA and QEII offer opportunity for better communication infrastructure, transport links and a strong global identity
- Regionally Networked - Strong physical, social, transport and

digital connections promote seamless integration. Research and development activities need infrastructure and support.

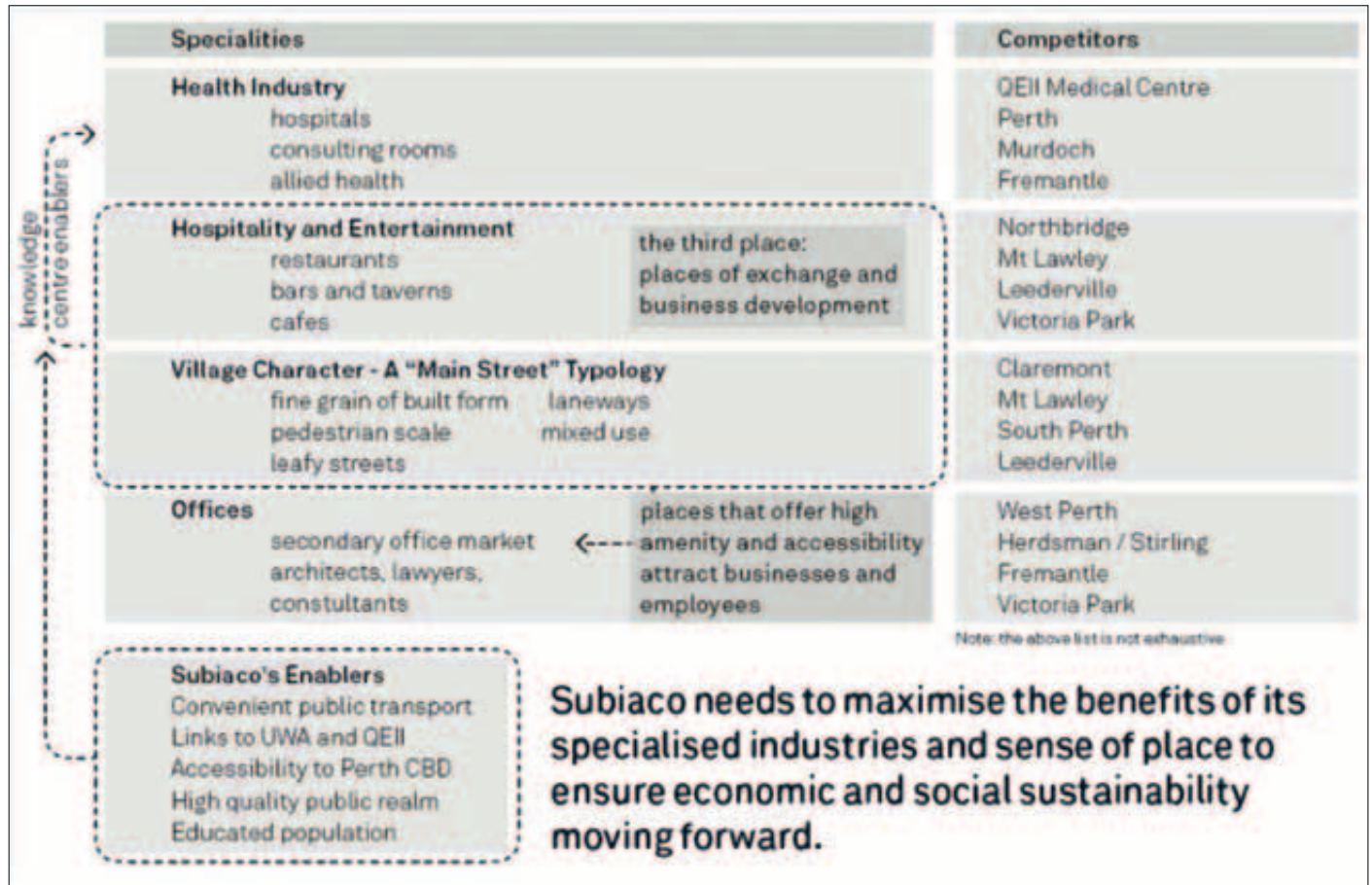
- Places for People - Lifestyle quality attracts knowledge workers. An active and interactive lifestyle is supported by and promotes public life and celebrates our climate and outdoor way of living.

### Shaping the urban environment

The following need to be achieved in order to make an urban environment a smart community.

- Co-location of key anchor uses to generate synergies.
- Provision of shared work facilities and public spaces to support interaction and incidental meetings.
- A walkable public realm that is linked with reliable and frequent public transport.
- Travel distances between the home and work place are shortened or co-located.
- Better work life balance, supporting integrated activities and social interaction.
- A high quality, mixed-use environment providing a range of community facilities for various users.

Figure 5





- A mix of people and experiences to attract and retain knowledge workers.
- A low crime rate and security for use by all citizens, supported by increased numbers of pedestrians and good public surveillance.

*Translating to the urban context*

The proposition for smart communities is to create environments that support interaction between knowledge workers in the physical realm. The location of facilities and activities in the public realm creates opportunities for interaction. The success of these places will depend upon their utility, authenticity, diversity and richness.

**3.1.3 Subiaco’s opportunities and challenges (SWOT)**

Subiaco Activity Centre has a number of strengths, weaknesses, opportunities and threats in the short and medium term. Key to the success of the plan will be the ability to turn the weaknesses and threats into opportunities and then strengths.

The strengths of Subiaco Activity Centre are:

- The current maturity of the centre resulting from the long history of the centre;
- The key infrastructure and major regional attractors;
- The strong and affluent resident community and business advocacy groups.

The weaknesses of Subiaco Activity Centre are:

- Disappearing regional drivers such as the stadium and PMH;
- Poorly connected to major road networks, limiting passing trade to the centre; and
- The current downturn in comparison retail demand.

The opportunities identified for Subiaco Activity Centre are:

- Redevelopment potential of a number of key sites;

- The development of UWA-QEII, PMH and Subiaco Oval may present opportunities to develop service businesses for this centre;
- Reinforce and encourage active and public transport use to optimise centre expansion;
- Large sewer and water mains. Use State Government’s guidelines to develop water efficiency policies.
- Adequate existing drainage infrastructure. New regulators to decrease stormwater.
- National Broadband Network rollout in the Subiaco area commenced in June 2013.

The threats identified for Subiaco Activity Centre are:

- Stagnation of centre maturation may result in businesses choosing to locate in competing centres;
- The lack of a defined, agreed vision may act as a barrier to future development;
- Increased competition from other centres to attract businesses;
- Online shopping and the deregulation of retail trading hours introduce greater competition for retailers;
- Retaining the ‘village scenario’ can result in a contraction of retail floorspace and will require new drivers to sustain the centre;
- The gas pressure network may require reinforcement in the future.
- Potential construction of a new transformer in Subiaco may impact on future development.

**3.1.4 Centre hierarchy: secondary centre**

A secondary centre shares similar characteristics with strategic metropolitan centres but serve smaller catchments and offer a more limited range of services, facilities and employment opportunities. They perform an important role in the city’s

**Table 2. Subiaco Activity Centre Targets**

Area of Focus	Secondary Centre Targets
Employment self-sufficiency (ESS)	Contribute towards Central Sub-Region ESS of 121% by 2031
Residential density target (gross ha)	25 (minimum)
	35 (ideal)
Diversity performance target (mix of land uses floor-space as a proportion of the total centre floor-space)	Above 100,000 m <sup>2</sup> – 50%
	50,000 m <sup>2</sup> – 100,000 m <sup>2</sup> : 40%
	20,000 m <sup>2</sup> – 50,000 m <sup>2</sup> : 30%
	10,000 m <sup>2</sup> – 20,000 m <sup>2</sup> : 20%
	Less than 10,000 m <sup>2</sup> : N/A

Source: State Planning Policy 4.2: Activity Centres for Perth and Peel, WAPC, 2010; Directions 2031 and Beyond, WAPC, 2010. Note: Targets are established by Table 3 of SPP 4.2. For the diversity performance target, this relates to the mix of land uses floor-space as a proportion of the centre’s total floor-space (and includes total shop-retail and mix of land uses floor-space).

SPP 4.2 identifies a few very high-level measures of activity centre performance. The metrics in Table 4 have been developed for more accurate assessment of activity centre performance. Subiaco Activity Centre is expected to perform at a relatively high level across all categories.

## Part two Explanatory report

**Table 3. Activity centre performance metrics**

Area	Metric	Explanation
Economic Sustainability	Diversity	Mixed use threshold and equitability index
	Intensity	Residential density and job density
	Employment Quality	Employment quantum and employment quality index
	Accessibility	Transport infrastructure and distance from CBD
Urban Form	Urban Quality	Attractive and unattractive features
	Urban Amenity	Comfort, noise levels, recreational and social infrastructure
	Mobility	Infrastructure facilitating pedestrian movement, cycling, public transport and private vehicle movement
	Safety	Traffic safety indications, safety perception indications and crime statistics

**Table 4 shows the current economic sustainability score for the Subiaco Activity Centre compared to other similar centres across Australia.**

**Table 3. Current economic sustainability score \***

Economic Measure	Subiaco Activity Centre	Average Inner Urban	Best Inner Urban
Diversity	6.50	7.00	8.70
Intensity	8.20	6.65	9.20
Employment Quality	8.25	7.75	9.50
Accessibility	8.50	8.25	8.50
Overall score	8.01	7.41	8.98

\* Current Economic Sustainability Score: The application of strategies to optimise the use of existing resources in order to achieve a responsible and beneficial balance in the long-term. In the context of the City of Subiaco this incorporates planning measures that efficiently use its comparative advantages in order to provide long-term socio-economic benefits. Source: Pracsys 2012

**Table 5. Current urban form score \*\***

Metric	Subiaco Activity Centre (WA)	Booragoon Secondary Centre (WA)	Cannington Secondary Centre (WA)	Norwood Main Street (SA)	Marion Shopping Mail (SA)
Urban Quality	5.8	5.1	4.1	5.5	3.7
Urban Amenity	8.3	3.6	2.8	8.0	7.3
Mobility	6.9	4.5	6.0	5.4	4.9
Safety	7.4	6.1	7.3	7.7	6.2
Aggregate Score	7.1	4.8	5.1	6.6	5.5

\*\* Urban Form Score: Provides a normative scoring mechanism to assess an activity centre's urban form and is based on four criteria: Urban Quality, Urban Amenity, Mobility and Safety. This scoring mechanism was used to assess the Subiaco Activity Centre in terms of the quality of its design, the level of amenity provided, its accessibility and the degree of safety for users. Source: Pracsys 2012

economy, and provide essential services to their catchments. A secondary centre has an indicative service population (trade) area of Up to 150,000 persons and a walkable catchment of 400m.

The Subiaco Activity Centre is expected to move towards meeting the targets set out in **Table 2** on the previous page.

Subiaco Activity Centre performs relatively high across most metrics. Unlike the two Western Australian secondary centres used as a comparison, Subiaco is not focused on retail but include other types of land uses, such as office and health-related uses. Given the trends and expected future changes, it is important to improve the place experience and diversity of goods and services. The influx of residents into the core and periphery of the activity centre increase the intensity of the centre and goods and services demand for inner-city living.

### 3.1.4.1 Centre targets

#### *Residential density*

SPP 4.2 requires average gross densities of between 25 and 35 dwellings per hectare. Within the boundary of the activity centre, the current gross residential density is 10 dwellings per hectare.

Large institutions such as the King Edward Memorial Hospital lower this number. Removing these from the overall calculation, and considering a broader catchment around the main spine of Rokeby Road, the gross residential density is 13 dwellings per hectare.

An additional 1,100 to 2,100 dwellings are required to meet SPP 4.2 targets.

### 3.1.5 Subiaco's main trade area

The main trade area catchment is shown in Figure 6. The catchment map shows where the majority of the Subiaco activity centre's users reside.

## 3.2 Local context

### 3.2.1 Centre boundary

Subiaco's Activity Centre Plan boundary was defined through a consultative approach. The boundary line considers the key area of focus and intensity of activities relating to the existing town centre;

- A walkable catchment from the activity spine of Rokeby Road and supporting activity on Hay Street and Bagot Road;
- A mix of existing land uses to ensure appropriate diversity of activity
- A desire to concentrate activity within Subiaco's existing town core.

A separate planning and urban design study is being progressed for the North Subiaco Structure Plan area, providing guidance for redevelopment opportunities to the east along Hay Street or south on Rokeby Road, outside of the Subiaco Activity Centre.

### 3.2.2 Demographic profile and defining characteristics

#### 3.2.2.1 Resident population

17,574 people were living in the City of Subiaco (Census 2011), representing a 7.3% increase in population from 2006. This is lower than the population growth of Western Australia over the

**Figure 6: Subiaco's trade catchment**



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same period (14.3%). Population growth in Western Australia occurred in greenfields developments on the urban fringe, rather than urban infill. According to forecasts in WA tomorrow, Subiaco is expected to grow to a total population of 21,050 by 2016 (in accordance with median forecast Band C).

### 3.2.2.2 Age profile

The median age in the City of Subiaco is 35 years. The largest proportion of people consist of the 20-24 years and 25-29 years age groups, at 10.3% and 10.5% respectively. These figures are higher than the State and national averages for the same age groups of 7.1% and 7.5% (WA) and 6.8% and 7.0% (Australia). Subiaco currently has a higher proportion of people 55 years and above compared to the rest of WA (+2%). This indicates that in future there could be a need for increased aged care facilities and appropriate access and amenity should be included in planning strategies.

### 3.2.2.3 Household size and composition

Non-family, single person households make up a significant proportion of the total households in the City of Subiaco (36.9%). This may reflect the close proximity of the University of Western Australia (UWA), and a high student population in the City of Subiaco. Two of the five UWA residential colleges are located within the City, accommodating an estimated 1,000 students.

### 3.2.2.4 Dwelling types

The majority of the occupied real estate in the city are separate houses (41.9%), well below the State proportion of 80.4%. The proportion of flats, units or apartments in the city (35.4%) was well above the State average (7.9%). This higher density land use is due to the city's close proximity to the Perth CBD.

The proportion of one and two bedroom homes was also substantially higher in comparison to Western Australian averages. Three and four bedroom houses formed a lower proportion of total occupied dwellings.

### 3.2.2.5 Demographics implications

The analysis of social factors shows a number of trends in the City of Subiaco:

- The high proportion of young residents is likely to continue due to the presence of UWA within the city, which may result in increased demand for consumer services such as small bars, cafes and other social amenities, as well as innovative land uses.
- Increase in older resident's proportion as the population ages and if housing affordability remains unchanged.

The dwelling type mix is expected to comprise an increasing amount units and apartments.

## 3.2.3 Existing land use profile

### 3.2.3.1 Health functions

Subiaco has a strong focus in the health sector, with several hospitals being located inside its local government boundary. The

activity centre area (and certainly Rokeby Road) contains retail and hospitality land uses which support the functions of the health community. Doctor's surgeries and physiotherapy clinics tend to be located within and around PMH and St John of God Subiaco due to the locational advantages and affordability factor. The health activities located within the shopping areas are pharmacies and some dentists.

### 3.2.3.2 Hospitality

Cafes, restaurants bars and pubs are located within Subiaco centre along Rokeby Road and Hay Street. In fact, 73% of these land uses are located within a 400 metre walk of Subiaco train station. The Regal Theatre and Ace Cinema complex are notable entertainment functions. Subiaco Oval and the nearby office precinct support Subiaco's hospitality sector. Subiaco's hospitality sector will be tested if AFL Football moves to the new stadium at Burswood, expected to be in 2018.

### 3.2.3.3 Retail intensity

There is a strong retail presence along Rokeby Road and for a short distance east of the Hay Street intersection. Retail activities include local boutiques and shops, with a number of national and international boutiques recently introduced. Retail presence around the Subiaco Train Station has recently increased.

Subiaco does not contain a large shopping centre. Centres such as Crossways and The Colonnade demonstrate the importance of the street interface in providing for viable retail floor space.

### 3.2.3.4 Supermarkets and department stores

There is a good arrangement of supermarkets along the key Rokeby Road spine, which help to 'book end' retail activity along Rokeby Road. Nearby centres such as Claremont, Karrinyup, Stirling and Perth, provide for discount or full line department store services, creating competition amongst centres.

### 3.2.3.5 Commercial office development

Office development around Subiaco Train Station and the smaller offices located in former dwellings provide employment in Subiaco, improving trade opportunities for shops, cafes, restaurants and other similar land uses.

There are three office precincts within Subiaco. The southern Rokeby Road with professional service businesses, the Hay Street precinct with a mix of office space and showroom development and the redevelopment area with larger mixed use buildings.

### 3.2.3.6 A main street typology

The walkable catchment around the train station and the containment of a mix of land uses in the town centre create a concentration of activity along Rokeby Road and Hay Street.

The destinations located along the Rokeby spine form focal points for surrounding activity. Rokeby Road can be considered in three main sections,

- Upper Rokeby Road: Coles and Crossways Shopping Centre, with activity focused on the street
- Lower Rokeby Road: The intersection of Rokeby and Hay; the Regal Theatre and Subiaco Hotel
- Subiaco Square: The train station and Woolworths with good pedestrian links to St John of God Hospital and Subiaco Oval

Residential pattern of development limits the ability for commercial / town centre functions to extend beyond these key activity corridors. Infill development is required to achieve State targets.

## 4.0 Movement

### 4.1 Regional perspective

The Subiaco Activity Centre is serviced by a localised road network with the exception of Hay Street that is a dedicated 'Other Regional Road' (ORR). The City of Subiaco and Department of Planning have shared responsibility for the management of this road. In the west of Perth's CBD, the regional road network contains major roads connecting to the Perth CBD (eg Thomas Street, Hay Street, Grantham Street and Aberdare Road) but there are no major north-south routes connecting these ORRs.

A review of historical traffic data in and around the study area has indicated a strong trend towards low or no growth in traffic volumes on key roads through the centre of Subiaco. As a result, a traditional approach to transport planning where a per annum growth rate is applied to forecast future traffic volumes on the road network is not considered appropriate.

#### 4.1.1 Strategic road hierarchy

The Main Roads Metropolitan Road Hierarchy (MRH) shows Roberts Road, Salvado/Railway Parade and Hay Street as 'Distributor A' roads. Bagot Road, Rokeby Road, and Nicholson Road are designated 'Distributor B' roads. The remaining streets are designated as Local Distributor or Access Roads. The MRWA guidance on these road categories results in characteristics that are at odds with the intent of the structure plan.

#### 4.1.2 Roberts Road and Hay Street

Roberts Road and Hay Street form what is referred to as a one-way couplet. As noted, Roberts Road and Hay Street are 'Distributor A' roads in the MRWA hierarchy. However, in the Department of Transport's Smartroads strategic planning of the metropolitan area, neither route is categorised as a 'preferred traffic' route, which would suggest some inconsistency. The basic criteria for 'Distributor A' Roads include: 60 – 80km/ hour speed limit, 'generally' no parking and clearways where necessary and preference for service roads to provide access to residential and commercial properties.

These guidelines are inconsistent with the intent of these roads, particularly given that the City of Subiaco plans to convert the

one-way couplet to two way streets. There has been research undertaken in the US that demonstrates the merits of converting one-way couplets to two way streets from an urban form and amenity perspective. Key benefits include providing more direct property access and reducing kilometres travelled.

The City of Perth is progressively converting Hay and Murray Streets to two way traffic flow and Wellington Street is already a two way road. A number of other roads have been converted to two way within the City since 2013. This changing context therefore supports the potential conversion of Roberts Road and Hay Street to two-way operation.

#### 4.1.3 Centre arrival points

Arrival points to the centre are important as they give a signpost to the traveller that they have arrived in a centre and indicate the transport conditions that they can expect to experience. Based on a review of current travel characteristics the main arrival points are: Subiaco Rail Station, Hay Street, Rokeby Road (Salvado Road). The desired characteristics for these locations are:

- Clear identification signage (i.e. street names) and wayfinding to car parking and key attractions
- Distance and journey time markers for pedestrians and cyclists to end of trip facilities and key attractions
- Visual cues that you are entering a slower speed and pedestrian friendly environment through pavement treatments, tighter curve radii and streetscape elements (eg landscaping) giving a perception of a narrower streets.

### 4.2 Integrated transport planning

As the City of Subiaco grows it is important that there is an effective integration of development opportunities with transport options. The challenge is to expand the travel choices of residents, business owners and visitors to Subiaco, providing convenient ways to integrate with the regional transport opportunities.

To achieve an integrated approach the City of Subiaco will focus on initiatives that connect the activity centre with other key destinations within the City and more broadly. It will prioritise convenient, active and public transport options to meet increases in travel demand that population growth will generate. The City will encourage transit-oriented development that is well serviced by all modes of transport, and it will be possible to live in Subiaco without reliance on private vehicles.

As a commitment to integrated transport planning the City will develop a Transport, Access and Parking Strategy that will inform the preparation of Town Planning Scheme No. 5, and the review of the Cities Integrated Transport Strategy and Bike Plan.

### 4.3 Public transport

#### 4.3.1 Subiaco station

Subiaco Station experiences approximately 7,000 boardings and alightings on a typical weekday (Smartrider data, February 2016).

The model for this train station, and others on the Fremantle line, differs markedly to those on the Mandurah and Joondalup lines where a high number of passengers access the stations via private vehicle. Subiaco Station is a prime example of a station that has integrated with the surrounding land use as part of a holistically planned Transit Oriented Development. Most passengers access the station by foot and bus due to the limited parking supply that services the station.

Subiaco Station's successful patronage can be attributed to three key factors: the mixed land use surrounding the station, higher residential densities and the integration of surrounding land use with the station. A further opportunity to improve access to the station, particularly by foot, as part of the structure planning includes installation of real-time train departure board on Rokeby Road south of Roberts Road. This could encourage train users to wait for trains while enjoying Rokeby Road rather than waiting on the station platform.

The Public Transport Authority (PTA) is currently undertaking a Station Access Strategy for Subiaco Station as part of the PTA's Route Utilisation Strategy. The Station Access Strategy would support and advise any changes to encourage mode share prioritised in the order of walking, cycling, public transport, then private vehicle travel when accessing the Subiaco Station.

### 4.3.2 Future light rail

The wider transport network in Perth is expected to change significantly by 2050 due to projected population increases and increased public transport use. Potential new movement corridors between major non-CBD centres are becoming evident – the most relevant being connections between Stirling, Murdoch, Subiaco, UWA, QEII and Curtin University.

The Perth Transport Plan has identified that Perth Light Rail will provide an inner orbital link, connecting UWA-QEII, via the central and eastern CBD, Victoria Park and Curtin-Bentley to Canning Bridge.

While there is no identified committed to light rail and bus rapid transit proposals within the Subiaco Activity Centre, the City has demonstrated support for light rail by making a number of design decisions. The activity centre plan has been based on the ability to integrate light rail within the town centre in the future. The City would work collaboratively with the Department of Transport to manage impacts on the Rokeby Road and Hay Street streetscapes if and when this opportunity was to eventuate."

The City will prepare a Transport, Access and Parking Strategy which will further explore the high level proposals within the Perth Transport Plan and ensure that the development of further detailed plans for these projects reflect the movement patterns of people to, from, and within, the City of Subiaco.

### 4.3.3 Bus services and connections to UWA / QEII knowledge centre

The Subiaco activity centre is serviced by four bus routes. The functions and future opportunities for these services are described below:

- 97: Subi Shuttle. This service connects the Subiaco train station with the QEII Medical Centre and UWA Knowledge Centre. It runs at approximately a 15 minute frequency across the day and no longer operates on weekends and public holidays (as of 8th November 2015). As of the 21 March 2016, the 97 bus route will be extended to Leederville Station during peak periods
- 28: East Perth to Claremont Station (via HBF Stadium): This service connects between Claremont Station and Hale Street via Subiaco activity centre. This service operates hourly outside peaks on weekdays, hourly on Saturdays and on Sundays.
- 27: East Perth to Claremont Station (via Lemnos Street and Bagot Road): This service connects between Claremont Station and Hale Street via Subiaco activity centre. This service operates as frequently as 10 minutes during peaks but at other times across the day it operates hourly. Again, this service runs infrequently on weekends and evenings (approximately hourly).
- 25: this service operates at the periphery of the centre, on Hamersley Road. This service also operates between East Perth and Claremont Station but accesses the City on Kings Park Road. This service operates on a small stretch of Thomas Road where it experiences delays during peak periods. This service operates as frequently as 20 minutes during peaks on weekdays but hourly on Saturdays and hourly late weeknights and does not operator on Sundays.

Recent trends have been towards bus services running less frequently on weekends due to a decreased demand. The PTA Station Access Strategy will provide recommendations on bus priority and bus accessibility to encourage use. There is clearly room for buses to provide a greater service frequency to Subiaco, in line with its role as a retail, dining and entertainment hub.

Feedback from the community, in the preparation of the Subiaco Parking Study, showed support for a Central Area Transit (CAT) style service similar to those that operate in the Perth CBD, Joondalup and Fremantle. Key features of a CAT style services are that they run on a frequency basis (not timetabled), have distinctive livery and are smaller vehicles designed for a high turnover of passengers (ie more standing room and easy access to hasten boarding and alighting).

There is currently no bus priority in place in the Subiaco activity centre and no specific bus priority projects are currently being investigated by the PTA in the centre. The main possibility in the centre is the intersection of Station Road/ Roberts Road/ Rokeby Road. While there is potential for a 'bus only' lane on the Station Street approach to Roberts Road and on Roberts Road itself,

there is only one departure lane on Rokeby Road so there is no opportunity for a bus only lane that would allow buses to turn from Roberts Road. However, one opportunity is to allow buses only to exit Station Square (currently in-only) directly into Rokeby Road. This should be explored as part of the potential conversion of Roberts Road to two-way. Other opportunities for priority for buses that service the centre but experience delays outside the centre is the 25 service which travels on a small stretch of Thomas Road.

The 97 service provides a linkage function between the east-west bus services that operate through Subiaco. A review of existing bus stop locations highlights that the location of the 97 service bus stops are not well integrated, spatially, with the stops on Bagot Road (number 27 service). Relocating the stops for the 27 service on Bagot Road closer to Rokeby Road could help to address this.

#### 4.4 Pedestrian movement and cycling

##### 4.4.1 Cycle network

Subiaco is generally well serviced by cycling infrastructure; however, most of the formal cycle infrastructure is geared towards travel through Subiaco rather than 'to' Subiaco as a destination. A principal shared path (PSP) runs adjacent to the rail line and connects with a number of east-west road riding environments. There is however no PSP or other shared path north-south through Subiaco which links the PSP and importantly links the station with QEII and UWA. The north-south routes designated in the Perth Bicycle Network are on-street environments. This does not suit riders of all abilities.

The preferred location for this north-south shared path route is parallel to Rokeby Road. To incorporate cycle lanes on Rokeby Road and to meet relevant design standards would require the removal of parking, removal of the median or reducing the width of the footpaths. None of these measures are conducive to the strategic drivers within the structure plan. A high level analysis suggests that a north-south shared path is unlikely to be accommodated within the study area unless street parking is removed.

##### 4.4.2 Key pedestrian focus areas

###### 4.4.2.1 Relationship to public space network

As the centre grows into a place to live and work, considerations of residential development density and access to quality open spaces will become even more important. Strategies to achieve this could include installation of distance marker signs to all open space for key landmarks.

###### 4.4.2.2 Rokeby Road (pedestrian characteristics)

Rokeby Road is the busiest pedestrian street environment in Subiaco. Key features of the pedestrian environment include:

- Shelter provided by shop awnings and streets trees, providing a

comfortable year-round environment for pedestrians

- Buffer provided between footpath and moving vehicular traffic through kerbside parking
- Continuous footpaths without a proliferation of driveways and crossovers
- Staged crossings made possible by the median
- An active pedestrian environment with shop fronts providing visual interest and passive surveillance – reduces the perception of journey time

Strategies to improve the pedestrian environment could include:

- The installation of formal pedestrian crossings where pedestrians have priority. Potential locations for these crossings could include Churchill Avenue/ Forrest Walk and Park Street. Detailed investigations would need to be undertaken with MRWA as there are strict warrant guidelines that apply.
- As the number of bus users increases, allowing space for passengers to wait for buses clear of through foot traffic will be important. Careful consideration of these public transport users and alfresco dining opportunities should form part of development approval considerations.
- Provision of way finding signage as they relate to laneways and connections to car parking opportunities.
- Improvement of laneway aesthetics, potentially including a public art programme to improve the visual appeal of the laneways.
- Activate the laneways with pop-up businesses, events and experiences that would improve passive surveillance opportunities.
- All interventions should take into account universal access requirements and Crime Prevention Through Environmental Design (CPTED) guidelines but also wayfinding, amenity and 'interest' characteristics.

###### 4.4.2.3 Hay Street (pedestrian characteristics)

Hay Street shares some quality pedestrian characteristics with Rokeby Road but is generally a poorer environment due to:

- Lack of median and the inability to undertake staged crossings. 11,000 to 18,000 vehicles per day travel on Hay Street
- High occurrence of driveways/ crossovers and side streets providing potential conflict points between vehicles and pedestrians
- Discontinuous shelter
- Lack of buildings that consider active frontage

Strategies to improve the pedestrian environment could include:

- Reducing the width of the parking lanes to widen footpaths and provide cycle lanes under the two-way conversion.
- Regulating the introduction and use (eg number of parking bays) of crossovers according to the pedestrian characteristic of

the frontage road. A similar strategy is in place under the Perth Parking Management Act where streets in the CBD are given a pedestrian classification according to how busily trafficked (foot traffic) the street or section of street is. This should apply to other locations within the structure plan where the pedestrian environment is to be preserved.

- More mixed use development to encourage activity and therefore passive surveillance.
- Design guidelines that require awnings for new developments.
- Provide opportunities for Hay Street to be the main public transport route.

#### 4.4.2.4 Station Square (pedestrian characteristics)

Station Square is a pedestrian friendly environment that centres on the station. While the environment is shared with local traffic, buses, taxis and bicycles, key attributes that enhance the pedestrian environment include the low speed and volume traffic environment, quality of pavement treatments and street furniture, mixed use development, activity created by the station and covered walkways.

### 4.5 Local traffic

Accessibility and property access for local traffic remains an important consideration for the City. Walking and cycling should be encouraged for local trips (i.e. trips with an origin and destination inside the activity centre). Design elements at all scales (network connectivity, provision of bicycle facilities, shelter, etc.) can be used to achieve a very high rate of internal walking and cycling trips.

Residents feel that their use of cars is impacted by other land uses (e.g. events, health, etc.) contained within the City. Generally, local traffic has clear access to property and ample parking provision. It is evident that there has been consideration given to reducing the speed of vehicle traffic on residential streets in and around the activity centre.

#### 4.5.1 Local street hierarchy

As discussed earlier in this section, the activity centre is made up of clear 'spine' roads that are used to access local streets in most cases. The majority of streets in the activity centre are considered local streets. Although there is a variety of widths and cross sections contained in this group of local roads, they serve the same purpose and experience similar vehicle volumes.

We have discussed the need for some local streets to become major cycling routes, particularly as it relates to north south bicycle movements through the activity centre. This will require careful consideration of design elements that achieve comfortable cycling conditions, while maintaining provisions for property access.

##### 4.5.1.1 Right of Way Network

The Subiaco Activity Centre comprises a Right-of-Way (ROW) network of varying widths, completion, connectivity and tenure.

The ROW network will play a significant role in the redevelopment of the activity centre, particularly in terms of providing alternative vehicular access points away from primary street frontages. The aim of this is to enhance pedestrian and cyclist movement and safety, and subsequently improve the vibrancy of the city's streets through greater activation.

The majority of existing ROW's are approximately 3 metres in width, which is challenging in terms of providing effective vehicle access. Accordingly, all new development, where adjacent to a narrow ROW, should be required to cede sufficient land for ROW widening to achieve a width of at least 6 metres, or establish easements over the land to allow for future widening. A width of 6 metres is considered to be sufficient to allow for the safe passing of two vehicles at low speed and provide sufficient maneuverability in and out of the ROW. Where a ROW is widened, upgraded or redeveloped, the treatment of the ROW should be designed to facilitate a shared movement space where pedestrians, cyclists and vehicles can coexist in a safe and respectful manner, for example, paving and non-existent or flat curb lines.

Within the Town Centre, Centro and Mixed Use zones, the main role of ROW's is to provide alternative access, service vehicle access, loading and rubbish collection functionality for new development. This access is encouraged to facilitate activation of the ROW network by avoiding blank facades and providing activated frontages (where non-residential development is proposed), or surveillance by way of window openings or clear sight lines from private open space (where residential development is proposed).

In the case of single residential development, habitable floor space above garage entries is encouraged. In addition to activation and surveillance, lighting, alternative entries and, where appropriate, suitable public areas and spaces off the ROW are encouraged to enhance safety and amenity. Where a blank façade is proposed, its extent should be limited to the minimum amount required, and be justifiable through site design analysis. This approach will facilitate a greater level of activation, vibrancy and sense of place in the ROW network and provide for an enhanced sense of security and safety in the public realm.

#### 4.5.2 Traffic management

Given the clear movement corridors for vehicles in Subiaco, most residential streets do not experience issues associated with increased through traffic. As congestion increases in and around the activity centre, careful consideration will need to be given to the possibility of 'rat running' using the local street network. Design solutions have been implemented in Subiaco in the past and include: short one way sections to break possible through routes, increased on street parking and street closures that allow through movements for pedestrians and bicycle



users. These solutions can be implemented to ensure vehicle traffic stays on Roberts Road, Salvado Road, Hay Street and Rokeby Road. Notwithstanding this, traffic conditions through Subiaco have the potential to be influenced more so by through traffic than additional development within the structure plan area. It is therefore important that through traffic from Perth's western suburbs have realistic, reliable options to travel to the City, northern suburbs and Graham Farmer Freeway. Under the Smartroads planning, these routes are Thomas Street and Grantham Street, rather than specific routes through Subiaco. This is in keeping with the objectives of the structure plan for the Subiaco Secondary Activity Centre.

Consideration is being given to the safety of on street parking and its suitability for reducing traffic speed on some local streets as part of the Parking Strategy. A clear position should be stated for local streets within the activity centre. The areas around public open space and sporting facilities should have a high level of pedestrian priority.

#### 4.5.3 Public parking sites

Parking provision in the activity centre is discussed as part of the City of Subiaco Parking Strategy. The recommendations made in the strategy support the implementation of centralised and consolidated public parking sites to service the activity centre. The structure plan includes proposed locations for multi-deck car parking sites on the perimeter of highly pedestrianised retail and mixed use precincts. These sites consider existing car parking provision and possible future land uses that may require car parking. Access to the sites should preferably avoid busy pedestrian frontages, rationalise access points to frontages in order to reduce the potential for conflict with pedestrians, be accessed off Local Distributor Roads (eg Barker Road, Hamersley Road) and be sleeved by built form in order to present active frontages to streets.

As part of the implementation of this structure plan, a precinct based parking plan should be considered for the Subiaco activity centre. The study should provide parking related recommendations that support alternatives to private car use and related recommendations that enable the implementation of improvements outlined in this structure plan. Private vehicle is likely to remain a dominant travel mode in the short to medium term.

Each car trip to the centre is supported by at least two pedestrian trips. A number of issues relating to pedestrian connectivity through and to off street public car parks has been noted above, along with some quick wins to improve the amenity, safety and legibility of these routes.

There is a need for coordinated and consistent signage for Subiaco's off street public car parks, preferably including a dynamic parking guidance system. This will overcome existing issues pertaining to inconsistent wayfinding signage, lack of advanced notification of parking locations and limited information on the number of available bays. A comprehensive signage system has the potential to make better use of existing car park assets and direct motorists more efficiently to parking bays.

#### 4.5.4 Car parking rates

Pursuant to State Planning Policy 4.2 parking provision should promote an efficient supply and use of car parking, by an appropriate allocation of on-street, off-street public and shared parking. This should be implemented by cash-in-lieu and reciprocal use arrangements and management plans. The provision of parking within 800m of the train station should consider the following:

- varying minimum parking standards
- applying maximum parking rates
- take into account reciprocal parking opportunities
- availability of on street public parking.

Land Use	Minimum Car Parking Rate		Maximum Car Parking Rate
	Town Centre Type A, Town Centre Type A Transition, Town Centre Type B, Town Centre Type B Transition	All other Subiaco Activity Centre Plan Zones	
Medical Centre, Consulting Rooms	1.5 bays per consulting room	2 bays per consulting room	2.5 bays per consulting room
Office and Other Commercial	1 bay per 100m <sup>2</sup> NLA	1.5 bays per 100m <sup>2</sup> NLA	2 bays per 100m <sup>2</sup> NLA
Restaurant, Reception Centre, Small Bar, Tavern	0.5 bay per 100m <sup>2</sup> NLA	0.5 5 bays per 100m <sup>2</sup> NLA	As per minimums
Hotel, Motel and Short Stay Accommodation	0.25 bays per room	0.5 bays per room	0.75 bays per room
Fast Food, Lunch Bar	1 per 20m <sup>2</sup> NLA	1 per 20m <sup>2</sup> NLA	1 per 15m <sup>2</sup> NLA
Shop, Convenience Store, Home Store, Showroom	3 bays per 100m <sup>2</sup> NLA	3 bays per 100m <sup>2</sup> NLA	4.5 bays per 100m <sup>2</sup> NLA
Other uses not listed and uses not in Scheme	To be determined by City on a site specific basis. All uses must include End of Trip facilities and secure bicycle parking.		

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The City has in place a parking strategy for the City and many of the action plans within the strategy have specific relevance to the structure plan. In particular, minimum and maximum car parking rates are provided based on location within the activity centre area. In general, lower car parking requirements apply within the core of the activity centre area, and higher rates outside of this.

The policy stipulates a need to provide parking for motorcycles and bicycles, parking for people with disabilities and locating parking structures so that they do not visually dominate street frontages. The Town Planning Scheme No. 4 (reviewed 15 January 2013) by comparison stipulates the following parking provision rates:

- shops: 1 bay/ 20sqm net lettable area (NLA)
- offices: 1 bay/ 40sqm NLA
- showrooms: 1 bay/ 50 sqm NLA

The parking provision rates generally compare to similar areas in Perth however it could be argued that given Subiaco's public transport network, mixed land uses (and potential for reciprocal parking use) and the ability to commute to a number of employment/ education centres by walking or cycling, that further dispensations to parking may apply within the activity centre. It is recommended that separate parking provision rates should be applied at least to the town centre zone within the structure plan where parking maximums or desirable targets should apply and take precedence over the general provisions of the TPS4.

## 5.0 Activity

### 5.1 Land use and diversity

Under SPP 4.2 activity centres of district level and above are required to meet a land use diversity target based on the scale of the centre and proportion of retail to non-retail land uses. In this context 'retail' is defined under the WAPC Land Use and Employment Survey as 'any activity which involves the sale of goods from a shop located separate and/or in a shopping centre other than those included in category 6 - Other Retail'. This includes land uses such as shops, fast food, cafes and most restaurants. The split of land uses included in the retail needs assessment excludes some of the land uses considered 'shop retail' and includes others considered non-retail under the WAPC Land Use and Employment Survey. The retail floor space supply figures reported on for the diversity calculation will therefore vary from those modelled for the retail needs assessment.

#### 5.1.1 Land use permissibility

The following land use table was prepared in consultation with Elected Members, External Stakeholders and the Community and should be used as a reference point when considering land use permissibility in the Subiaco Activity Centre. Town Planning Scheme Amendment No. 32 was initiated by Council on 28 March 2017 and seeks to incorporate the differences contained in the table below and with the Land Use Table in Town Planning Scheme No. 4. This amendment will capture the intent of the



Figure 7: WAPC Subiaco Activity Centre area (2007-2008)

table below and remove any inconsistencies. With regard to the Subiaco Pavilion Markets site, specific provisions for land use permissibility contained within the Local Planning Scheme prevail.

#### 5.1.2 Existing land use clusters

Land uses for activity centres are collected using spatial areas set by the WAPC. Figure 7 show the Subiaco Activity Centre area. This area will differ from the boundary set for the Activity Centre Plan, however it is the most accurate form of data available.

The existing and potential future land uses accommodated within the Subiaco Activity Centre are shown in Table 9. The potential land uses are a hypothetical scenario based on:

- The current function of the activity centre;
- The estimated future capacity of the activity centre;
- Known developer intentions for sites within the activity centre;
- The current and expected future drivers for activity within the centre; and
- The vision set for the activity centre in this Activity Centre Plan.
- This scenario is used only as a guide to estimate the future diversity ratio for the activity centre.

#### 5.1.3 Implications

The future land use scenario for the Subiaco Activity Centre indicates a shift towards office floorspace.

Health uses are expected to decrease as Princess Margaret Hospital moves to the QEII medical campus. Growth in retail floorspace is expected to slow as the focus continues to shift from comparison retail to convenience retail.

#### 5.2 Office market potential

The demand for office floorspace should be considered in the context of demand by strategic and population-driven activity.

Strategic office demand seek competitive advantage in co-location with collaborators, clients and suppliers (agglomeration economies) and therefore are mostly located around the central sub-region.

**Table 9. WAPC's Subiaco Activity Centre area – Land uses**

Floorspace Type (WAPC PLUC)	Current Floorspace (2008) (m <sup>2</sup> )	Potential Floorspace (2018) (m <sup>2</sup> )
Primary/Rural	0 m <sup>2</sup>	0 m <sup>2</sup>
Manufacturing/Processing/Fabrication	4,054 m <sup>2</sup>	4,054 m <sup>2</sup>
Storage/Distribution	6,724 m <sup>2</sup>	6,724 m <sup>2</sup>
Service Industry	8,715 m <sup>2</sup>	8,715 m <sup>2</sup>
Shop/Retail	48,384 m <sup>2</sup>	50,944 m <sup>2</sup>
Other Retail	6,444 m <sup>2</sup>	6,444 m <sup>2</sup>
Office/Business	94,234 m <sup>2</sup>	130,334 m <sup>2</sup>
Health/Welfare/Community Services	8,214 m <sup>2</sup>	8,214 m <sup>2</sup>
Entertainment/Recreation/Culture	8,107 m <sup>2</sup>	8,607 m <sup>2</sup>
Residential (non-private)	112 m <sup>2</sup>	112 m <sup>2</sup>
Utilities/Communications	3,191 m <sup>2</sup>	3,191 m <sup>2</sup>
Total	188,179 m <sup>2</sup>	227,339 m <sup>2</sup>
Diversity ratio	25% Shop/Retail : 75% Other	22% Shop/Retail : 78% Other

Based on the current and expected retail floor space, Subiaco Activity Centre is expected to remain well-within the target diversity ratio of 60% retail land uses to 40% non-retail land uses.

Population-driven enterprises seek office space in close proximity to the targeted population-base and are therefore relatively evenly distributed in activity centres throughout the entire metropolitan area.

There is currently over 122,630 m<sup>2</sup> (NLA) of office floorspace in the Subiaco Activity Centre, which accommodates over 6,000 employees. The provision of office floorspace and business activity in Subiaco Activity Centre is high, due to its attractive location and the presence of rail transport.

#### 5.2.1 Population driven office demand

The population driven office space accounts for 74% of office space, approximately 90,857 m<sup>2</sup>. Based on the number of dwellings in Subiaco, the office space per dwelling is approximately 20 m<sup>2</sup>. Table 10 shows the estimated population driven office space demand.

The supply of office floorspace is predicted to remain below sufficient levels until after 2016, after which, it is expected to be an excess of population-driven floorspace. Additional office floorspace

is likely to be populated by strategic, rather than population-driven, industries.

#### 5.2.2 Strategic office demand

Strategic employment creation is needed to meet the employment targets set out in Directions 2031.

Some key decision factors in the location of strategic office-based enterprises include:

- Proximity to skilled workforce;
- Proximity of location to key stakeholders;
- Perceived amenity of location;
- Accessibility of location for employees (including public transport and parking); and
- Quality and value of office product.

Given Subiaco Activity Centre strategic location and heavy rail transport facilities, it may accommodate a significant proportion of the additional 11,500 m<sup>2</sup> of office floorspace in 2018.

**Table 10. Population driven office space**

Change in Office Demand/Supply	2014	2015	2016	2017	2018
Estimated Population Growth (dwellings)	120	130	410	420	670
Population Driven Office Required	2,500 m <sup>2</sup>	2,810 m <sup>2</sup>	8,540 m <sup>2</sup>	8,850 m <sup>2</sup>	14,050 m <sup>2</sup>
Proposed Office Developments	4,190 m <sup>2</sup>	4,190 m <sup>2</sup>	36,100 m <sup>2</sup>	36,100 m <sup>2</sup>	36,100 m <sup>2</sup>

Source: Pracsys 2013

## Part two Explanatory report

**Table 1: Land use table**

Use Classes	Residential	Town Centre Type 'A'	Town Centre Type 'B'	Centro	Mixed Use
Aged or Dependent Persons Dwelling	D	D	D	D	D
Amusement Centre	X	A	A	X	X
Ancillary Dwelling	P	D	D	D	D
Bed & Breakfast	A	A	A	A	A
Betting Agency	X	P	P	D	D
Caravan Park	X	X	X	X	X
Caretakers Dwelling	D	D	D	D	D
Car Park	X	D	D	D	D
Child Care Service	A	D	D	A	A
Cinemas/Theatre	X	P	P	D	D
Civic Use	X	P	P	D	D
Club Premises	X	A	A	A	A
Community Purpose	X	P	P	D	D
Consulting Rooms	A	D	D	D	D
Convenience Store	X	D	D	D	D
Dwelling: Grouped	A	X	X	X	X
Dwelling: Multiple	P	P	P	P	P
Dwelling: Single	D	X	X	X	X
Dwelling: Single Bedroom	P	P	P	P	P
Educational Establishment	A	D	D	D	D
Exhibition Centre	X	P	P	P	P
Family Day Care	D	D	D	D	D
Fast Food Outlet/Lunch Bar	X	D	D	D	D
Fuel Depot	X	X	X	X	X
Funeral Parlour	X	D	D	D	D
Home Business	D	P	P	P	P
Home Occupation	P	P	P	P	P
Home Office	P	P	P	P	P
Home Store	A	D	D	D	D
Hospital	X	X	X	A	A
Hotel	X	D	D	D	D
Industry	X	A	A	A	A
Industry: Cottage	D	X	X	X	X
Industry: Light	X	A	A	A	A
Industry: Hazardous/Noxious	X	X	X	X	X

Use Classes	Residential	Town Centre Type 'A'	Town Centre Type 'B'	Centro	Mixed Use
Industry: General	X	X	X	X	X
Industry: Service	X	D	D	D	D
Laundromat	X	D	D	D	D
Licensed Premises – Other	X	D	D	D	D
Liquor Store	X	D	D	A	A
Market	X	D	D	D	D
Medical Centre	X	D	D	P	P
Motel	X	D	D	A	A
Motor Vehicle, Boat or Caravan Sales	X	X	X	A	A
Motor Vehicle Repair	X	X	X	X	X
Motor Vehicle Wash	X	X	X	A	A
Night Club	X	A	A	X	X
Office	X	D	D	P	P
Park Home Park	X	X	X	X	X
Place of Public Worship	A	A	A	A	A
Reception Centre	X	D	D	A	A
Recreation – Private	D	D	D	D	D
Research & Development	X	D	D	D	D
Restaurant	A	P	P	D	D
Restricted Premises	X	X	X	X	X
Retirement Village	D	A	A	D	D
Service Station	X	A	A	A	A
Serviced Apartment	A	D	D	D	D
Shop	X	P	P	D	D
Short Stay Dwelling	A	D	D	D	D
Showroom	X	D	D	D	D
Small Bar	X	D	D	A	A
Special (licensed) Facility	X	D	D	D	D
Storage	X	X	X	X	X
Tavern	X	A	A	A	A
Telecommunications Infrastructure	D	D	D	D	D
Trade Display	X	X	X	X	X
Veterinary Centre	X	D	D	D	D
Winery	X	X	X	X	X

## Part two Explanatory report

### 5.2.3 Community, civic and cultural facilities

Subiaco has a substantial and well established civic node at the southern edge of the activity centre.

The following is an extract from the City's Local Planning Strategy relating to Infrastructure and Services:

Accommodating an increase in population and achieving the State Government requirements relating to urban growth management will require upgrades to existing infrastructure and services.

The city acknowledges the need for the State Government to undertake these upgrades in a timely manner. The absence of proper State Government strategic Activity Centre Planning and provision will be detrimental in the longer term to the city and inner metropolitan local governments as a whole.

### 5.3 Employment

#### 5.3.1 Employment capacity

The Subiaco Activity Centre will have an estimated additional 70,000 m<sup>2</sup> commercial floorspace by 2026 (excluding additional retail floorspace). Table 11 shows the net employment position expected, suggesting a net loss or minimal net gain of employment over the period to 2026. These figures do not reflect indirect employment losses resulting from flow-on effects to industries up or down the supply chain within the activity centre. The net loss of jobs may therefore be greater.

These projections assume the timely development or redevelopment of land to accommodate new commercial floorspace. Delays in the above can result in higher employment losses.

#### 5.3.2 Employment self-sufficiency

Employment self-sufficiency (ESS) – is the proportion of jobs located in a geographic area (region, corridor, local government) relative to the residents in that same area who are employed in the workforce. For example, if the area has 1,000 employed residents and 450 local jobs available, the employment self-sufficiency rate is 45%.

There is a Directions 2031 ESS target of 121% by 2031 for the central sub-region.

- ESS of the central sub-region dropped from 124% to 122% between 2006 and 2011.
- Employment growth is expected across the central sub-region.
- Subiaco's ESS is currently 256%, meaning there are over 2.5 jobs in the City for every employable resident.
- Additional dwellings needed for evening out the ESS to more balanced levels.
- 3,128 jobs are needed in Subiaco by 2026 to support the Directions 2031 ESS target.
- Approximately 72% of the additional employment will need to be strategic in nature.
- Some 2,178 City of Subiaco residents are employed in Subiaco

The Subiaco Activity Centre is unlikely to contribute to the ESS target for the Central Sub-Region, due to the already high ESS and also projection of increased residential population. Employment would have to grow faster than residential population for the ESS to grow, making any significant contribution to the sub-regional ESS difficult for a centre already high in employment.

#### 5.3.3 Employment implications

The other high-level activity centres in the surrounding area may be required to accommodate the additional employment needed to meet the Central Sub-Region ESS target. The employment directly related to Subiaco Oval and PMH will be relocated in the Central Sub-Region. However, the loss of direct employment is expected to have significant implications for the overall economic performance of the activity centre.

#### 5.4 Retail needs assessment

Future retail floorspace demand for the Subiaco Activity Centre over the next five years has been estimated. Retail floorspace has been classified in three categories:

- Convenience Retail - typically comprised of day-to-day needs such as groceries;
- Comparison Retail - typically comprised of durable and household goods; and
- Entertainment - includes bars, restaurants and cafes.

**Table 11: Net change in local labour force by 2026**

Employment	Change in Jobs
Current Employment (2011)	20,160
Loss from PMH (2015)	- 2,400
Loss from Subiaco Oval (2018)	- 300
Loss from KEMH (2026)	- 1,600
New Commercial Floorspace	+ 3,500 to + 4,700
Net Change	- 800 to + 400

Source: Pracsys 2013

**Table 12: Baseline scenario supply assumptions**

Floorspace Type	Subiaco Activity Centre	
	Current Floorspace (2013)	Future Floorspace (2018)
Convenience Retail	6,800 m <sup>2</sup>	8,720 m <sup>2</sup>
Comparison Retail	24,660 m <sup>2</sup>	24,920 m <sup>2</sup>
Entertainment Retail	17,200 m <sup>2</sup>	16,820 m <sup>2</sup>
Office	122,630 m <sup>2</sup>	153,540 m <sup>2</sup>

Source: Pracsys 2013; MRA 2013; WAPC 2013; <http://www.northone.com.au/> 2013; <http://www.subiaco.com.au/> 2013.

#### 5.4.1 Future demand

Future demand for retail goods and services has been estimated from the resident population within the main trade area, and the estimated visitors and workers. Assumptions for future demand are:

- Population in Subiaco Activity Centre
  - Current population (2013): 1,170
  - Future population (2018): 2,490
- Population in Remaining Main Trade Area
  - Current population (2013): 103,600
  - Future population (2018): 113,450

#### 5.4.2 Future supply

Future supply of retail floorspace has been estimated from the known developments approved for construction in the Subiaco Activity Centre over the next five years. Table 12 shows the current and projected future supply of retail and entertainment floorspace in the Subiaco Activity Centre.

#### 5.4.3 Retail market potential

##### 5.4.3.1 Convenience retail performance

- Currently trading above benchmark levels
- Demand from residential and worker growth is expected to be sufficient for above average productivity
- Enough demand to support additional floorspace of approximately 3,750 m<sup>2</sup>
- Additional floorspace may be over-stated
- Additional potential floorspace to support future demand would be approximately 2,000 m<sup>2</sup> to 3,000 m<sup>2</sup>.

##### 5.4.3.2 Comparison retail performance

- Currently trading below ideal productivity levels
- Average comparison retail productivity for the region is predicted to increase over the next five years.
- Increase in demand pool necessary to reach productivity target

- Comparison floorspace can reach productivity levels by 2018 if demand pool is increased
- Current trading conditions suggest a supply contraction in the short term.

#### 5.4.4 Entertainment floorspace market potential

- Potential additional expenditure pool of \$5.4m, approximately 1,210 m<sup>2</sup> of floorspace.
- Reduce entertainment expenditure demand by over \$10million due to stadium loss
- Additional residents over the next five years will increase entertainment floorspace productivity to support existing and expected supply.
- Perth City Link, Elizabeth Quay and Waterbank will potentially compete with the entertainment destination at Subiaco

#### 5.4.5 Retail needs assessment implications

- Potential for short term contraction retail market potential for the Subiaco Activity Centre
- Factors affecting retail floorspace demand beyond 2018:
  - Local demand for convenience retail and entertainment to increase with resident population growth.
  - Increase in comparison retail demand likely to depend on competitor's offerings.
  - Future demand for retail, especially convenience retail and entertainment will potentially be reduced due to the loss of employment from Subiaco Oval, Princess Margaret Hospital and eventually King Edward Memorial Hospital.
  - The redevelopment of Subiaco Oval, Princess Margaret Hospital and King Edward Memorial Hospital sites has the potential to increase both demand and supply for all types of retail floorspace.
  - Office floorspace and other commercial land uses development has the potential to increase retail floorspace demand.

## Part two Explanatory report

### 5.5 Residential population targets

#### 5.5.1 Diversity

The WAPC housing targets for Subiaco is as follows:

**Table 13: Directions 2031 (WAPC) Targets and Subiaco dwelling range comparison**

	1 Bedroom	2 Bedrooms	3 Bedrooms	4+ Bedrooms
Directions 2031 (WAPC) Targets	10 to 20%	30 to 40%	30 to 40%	10 to 25%
2011 Dwelling Range – 9,133 Private Dwellings (Source: ABS, 2011)	16.4%	32.2%	34.6%	15.2%

The current dwelling diversity across Subiaco is consistent with Directions 2031 targets. Infill development will increase the proportion of 1 and 2 bedroom dwellings.

#### 5.5.2 Dwellings

The State Government requires an additional 3,600 dwellings across the Subiaco Local Government Area by 2031. This is intended to be achieved by denser urban infill on potential redevelopment sites and targeted increases in appropriate areas.

The activity centre plan takes a targeted approach to achieving desirable residential densities established by State Planning Policy 4.2 Activity Centres for Perth and Peel. Subiaco is a Secondary Centre under this policy, which is required to achieve a minimum density per gross hectare of 25 dwellings and a desirable density of 35 dwellings.

In arriving at the development standards contained within this activity centre plan, an urban design study was undertaken that tested a range of building heights, street interface conditions and development intensities. Three options were initially prepared and tested with the community. Each provided height and associated development standard increases to enable development of additional housing throughout the centre, either in mixed use developments or as more intense residential developments within existing residential areas. Each option achieved the minimum densities required by SPP 4.2 Activity Centre for Perth and Peel.

##### *Urban Design Framework Approach*

The approach to the urban design frameworks for the Subiaco Activity Centre related primarily to reinforcing its existing place structure. In this regard, Rokeby Road, Hay Street and Bagot Road form the key movement and activity spines within the activity centre across each of the urban design framework scenarios.

Overlaid onto that structure is a public space framework, whereby focus points for activity, or hotspots, can be created within the public realm, around which activity and built form can be intensified.

The shopping experience within Subiaco exists currently within the core area, or town centre zone. Given projected demand for comparison and convenience retail, it is not necessary to expand

the extent to which retail activities occur. Rather, they should be consolidated within the existing core area, and if possible, intensified around the public space hot spots.

Outside of the existing town centre zone, a mix of commercial and residential land uses currently occurs and can continue to occur within each of the urban design frameworks. A range of other facilities, such as community services, will be intensified around the current civic node and in a programmed event sense within the other public spaces throughout Subiaco.

The approach to each of the urban design frameworks will be considered in relation to:

- urban form;
- activity; and
- movement.

with an overall consideration towards a more sustainable Subiaco.

##### *Heritage Considerations*

A heritage protection area has been designated for the town centre core along Rokeby Road and Hay Street for each of the urban design frameworks. In this regard, built form would need to contemplate the scale of heritage properties either on site or adjacent to them and provide the appropriate streetscape interface, generally somewhere between two and four storeys. This is not to say that new development is not to be contemplated within the heritage area, but that an appropriate character response, with an emphasis on detail of design rather than style, is required. Contemporary built form is appropriate within Subiaco in so far as it contemplates and complements the established character of Subiaco.

##### *The Urban Design Framework Options*

The focus for activity in each of the framework options is Rokeby Road and Hay Street, anchored by activator points at the Subiaco train station and a southern activation point, at the civic node. Retail and hospitality activity will continue to activate these



key spines and reinforce the intended public space network throughout Subiaco.

Landmark sites correspond to opportunity sites which have been identified to take increased development potential so that State Policy employment and residential targets can be met. The landmark sites are located near to the train station on the Pavilion Market site (the northern threshold for the town centre core). Two landmark sites are located on Hay Street, one at the existing Colonnade Shopping Centre, the other at the Subiaco Village. These sites would act as entry or threshold points into and out of the town centre. The final landmark sites are located at Crossways Shopping Centre and Coles and will reinforce the activity generated by the civic node. Each of these sites could accommodate additional height and development, befitting their status as landmark sites.

Beyond the Rokeby Road / Hay Street spine, taller development may occur with a street interface up to four storeys. This is widely considered to be a comfortable pedestrian scale, while enabling sufficient intensity of development and activity. It is also consistent

with the established scale throughout the Subiaco Redevelopment Area. In some areas, buildings up to twelve storeys can be considered where public benefit is provided to the community. In this regard, additional development intensity is achieved, enabling State Policy targets to be met. Community benefit is attained, where features such as additional pedestrian linkages, open space, urban plazas and environmentally conscious built form is created for the benefit of the character and the function of Subiaco as a secondary centre.

The urban design framework options differed in development height and intensity based on likely future rapid transit routes through or around the centre. Framework 1 offered the lowest scale, being premised 2 to 4 storey height outside of nominated character zones, and up to 12 storeys at landmark sites, subject to provision of public benefit. Frameworks 2 and 3 offered taller development, particularly to the west of Rokeby Road and north of Barker Road, where commercial and medium density housing currently exist. Street edges ranged between 4 and 5 storeys, with taller built form set back from the street edges.



## Part two Explanatory report

### Outcome

The outcome of the urban design study was to increase residential densities and development standards within the town centre core and mixed use areas, as well as up-coding some existing medium to high density residential precincts. Some parts of the activity centre were retained as per current standards, where the community desired existing neighbourhood character to be retained.

The preferred urban design framework for Subiaco enables at least 1,359 dwellings being accommodated over and above the existing 1,372 dwellings. This equates to an anticipated total of 2,731 dwellings, and over the 72 hectares of the activity centre area (excluding 11 hectares of MRS reserve), a gross residential density of 37 dwellings per hectare can be achieved. Additional dwellings will also be accommodated outside the activity centre area within the North Subiaco Structure Plan area, such as

along Subiaco Road and at the Princess Margaret Hospital site. Furthermore, the city is undertaking a review of its Town Planning Scheme, which will deliver substantially increased dwelling numbers in key areas around the City of Subiaco.

The additional dwellings will be achieved over time through redevelopment. The activity centre plan promotes residential development within areas outside of the town centre core and within nearby mixed use areas. To achieve height bonuses in landmark sites, residential dwellings are required to be provided consistent with the statutory provisions that improve the public realm. Considered on a holistic basis, this will achieve State Policy targets.

To demonstrate this, the table below represents an assessment of the minimum dwelling yields within the Activity Centre Plan and North Subiaco Structure Plan areas for identified opportunity sites:

**Table 14. Land Use**

Site	Estimated Number of Dwellings	Timing				
		2011-2016	2016-2021	2021-2016	2026-2031	Beyond
Princess Margaret Hospital	400			200	200	
King Edward Memorial Hospital*	300			300		
Bunnings Homebase	380				100	280
Pavilion Markets	292		292			
1 Seddon Street	31		31			
Colonnade Shopping Centre	94			94		
Coles	54		54			
Crossways	69		69			
Subiaco Village	160		100	60		
Australian Fine China	328	100	228			
Hay Street East of Town Centre*	250		100	100	50	
Self-Lock Storage Site	110 (or more if increased in density)			110		
Other*	500	50	150	150	150	
<b>TOTAL</b>	<b>2,968</b>	<b>150</b>	<b>1,024</b>	<b>1,014</b>	<b>500</b>	<b>280</b>

\*Dwelling numbers are subject to rezoning proposals to the Town Planning Scheme.

Additional housing densities within the Subiaco Activity Centre (as described in the table above) can be achieved by increasing development standards (namely plot ratio and building height) and the associated R-Code. The additional heights and plot ratios are described in detail in Part One of the Activity Centre Plan. The above opportunity sites will be permitted to develop to a plot

ratio of between 2:1 and 3:1 or in accordance with the relevant planning framework applied. This, in combination with the inherent flexibility of the Residential Design Codes and the draft Design WA State Planning Policy, will enable at least this number of dwellings to be achieved.

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## *The SACP Contribution to Local Government Targets*

The City's revised targeted growth strategy means that approximately 61% of the required additional population and dwellings will be accommodated using the adopted Subiaco Activity Centre Plan and North Subiaco Structure Plan, which include the KEMP and PMH sites. Accordingly, the remaining 39% or 2,400 dwellings are required to be accommodated in station precincts, transport corridors, the Jolimont Activity Centre and other mixed use/local centres. The City's dwelling yield projections for these precincts clearly demonstrate that the remaining required dwellings are able to be achieved by 2050.

The increase in number of dwellings within the activity centre, and more broadly throughout the City of Subiaco, will occur incrementally as redevelopment of sites occur. Redevelopment will be supported by clear development standards, proscribing density, height, setback and land use mix requirements. Development standards vary across the activity centre plan area depending on intended local character and amenity outcomes.

To achieve the State population targets the following is required:

- 1. Density Codes:** Increased residential yields (and therefore built form requirements) are required across the Activity Centre Plan area. Residential Densities will be established by an R AC-0 designation on the Scheme Map for the Activity Centre Plan area.
- 2. Planning Framework:** The following is recommended:
  - Adopt an Activity Centre Plan to guide development supported by Town Planning Scheme provisions based on Part 1 of this report.
  - Plot ratios will apply to the Activity Centre Plan area
  - Residential plot ratios will be permitted beyond a non-residential plot ratio cap to encourage the development of residential dwellings throughout the Activity Centre.
  - Building heights will apply to the Activity Centre Plan area in both storeys and metres
  - A local planning policy be prepared that establishes other built form development standards across the Activity Centre Plan area.
- 3. Housing Diversity:** There is no need to require through policy a particular mix of housing, as Subiaco already exhibits a good mix of housing types.
- 4. Affordable Housing:** The Activity Centre Plan is not the appropriate mechanism to require affordable housing within Subiaco. Rather, a broader policy should be established for the wider local government area, which may have particular policy settings for the activity centre area.

## **6.0 Urban form**

### **6.1 Urban structure and built form**

#### **6.1.1 Subiaco's urban design framework**

The approach to Subiaco's urban design framework relates primarily to reinforcing its existing structure; and to place. In this regard, Rokeby Road, Hay Street and Bagot Road form the key movement and activity spines within the activity centre.

Overlaid onto that structure is a public space framework, whereby focus points for activity, or hotspots, can be created within the public realm, around which activity and built form can be intensified.

The shopping experience within Subiaco exists currently within the core area, or town centre zone. Given projected demand for comparison and convenience retail, it is not considered necessary to expand the extent to which retail activities occur. Rather, they should be consolidated within the existing core area, and if possible, intensified around the public space hot spots.

Outside of the existing town centre zone, a mix of commercial and residential land uses currently occurs and can continue to occur. A range of other facilities, such as community services, will be intensified around the current civic node and through programmed events within the other public spaces throughout Subiaco.

#### **6.1.1.1 Activity focus**

The focus for activity is undoubtedly Rokeby Road and Hay Street, anchored by activator points at the Subiaco train station and a southern activation point, of a different type, at the civic node. Retail and hospitality activity will continue to activate these key spines and reinforce the intended public space network throughout Subiaco.

The town centre core will retain its current extent, with the surrounding areas accommodating other mixed uses, such as residential and commercial development. However the need to activate the streets with retail frontages in these areas is not necessary.

#### **6.1.1.2 Landmark and opportunity sites**

Interlinked with the public space network are a number of landmark sites that act as threshold points into and out of the centre. These are also consistent with Subiaco's existing structure, and would reinforce in a built form sense, the hot spot activity areas intended throughout the town centre.

The landmark sites also correspond to opportunity sites which have been identified to take increased development potential so that State Policy employment and residential targets can be met. The landmark sites are located near to the train station on the former Pavilion Market site (the northern threshold for

the town centre core). Three landmark sites are located on Hay Street, one at the existing Colonnade Shopping Centre, one at the Ace Cinemas site and the other at the Subiaco Village. These sites would act as entry or threshold points into and out of the town centre. King Edward Memorial Hospital and Homebase provide this function to the north and south of the centre. The final landmark site is located at Crossways Shopping Centre and would counterpoint the activity generated by the civic node. Each of these sites could accommodate additional height and development, befitting their status as landmark sites.

Providing these sorts of facilities within the town centre also helps to reinforce Subiaco's character and to enable wayfinding markers.

### 6.1.1.3 A pedestrian scaled street interface

Beyond the Rokeby Road / Hay Street spine, taller development may occur with a street interface up to four storeys. This is widely considered to be a comfortable pedestrian scale, whilst also enabling an intensity of development and activity. It is also consistent with the established scale throughout the Subiaco redevelopment area. In some areas, buildings up to eight storeys can be considered where public benefit is provided to the community. In this regard, additional development intensity is achieved, enabling State Policy targets to be met. Community benefit is attained, where features such as additional pedestrian linkages, open space, urban plazas and environmentally conscious built form is created for the benefit of the character and the function of Subiaco as a secondary centre.

### 6.1.1.4 Urban form and movement

Finally in terms of vehicle movements, Subiaco's permeable grid of streets means that accessibility to and through the centre will be enabled. Regional traffic will tend to be directed around the Subiaco activity centre rather than through it, to roads such as Railway Parade, Salvado Road, Roberts Road and Hay Street. There is the ability for the Activity Centre Plan to enable Hay Street and Roberts Road transitioning to two way streets in the future, with Roberts Road accommodating a greater level of private vehicle traffic than Hay Street, which will accommodate more pedestrians, cyclists and public transport. This work will require two way traffic to be accommodated within the City of Perth and it would make sense for that functionality to continue through Subiaco at that time.

### 6.1.1.5 Implications for urban form due to high frequency transit

The preferred route through Subiaco is to allow a high frequency transit connection through the centre, past the existing train station and along Rokeby Road, connecting then onto Thomas Street. This scenario would enable stops and interchange facilities at the Subiaco train station, one stop within the town centre on Rokeby Road and another stop adjacent to the civic node. Other stops would be contemplated south of the activity centre

at appropriate locations. These stop locations would benefit activity within the centre by allowing ease of access for people into Subiaco and to its retail and entertainment businesses. The running of a high frequency transit route through Subiaco on Rokeby Road would require shared running of services, and in that regard, a reorganisation of Rokeby Road to accommodate the services and associated facilities required.

### 6.1.2 Place and urban form considerations

The following principles should be applied to the development of both the public and private realm throughout Subiaco.

- **Character:** Good public realm should contain places with their own image and identity. Performance indicators include: places of cultural heritage; key built and natural landmarks; cleanliness and quality of maintenance; and obvious physical barriers or boundaries.
- **Universal access and permeability:** Public realm design should provide a place that is easy to get to, move through, and that connects with its surroundings. Performance indicators include: visibility from a distance, walkability; proximity to public transport; standard of equitable access; and the number of linkages or paths connected to the space.
- **Legibility and wayfinding:** Public places should be easy to understand and orientate. Performance indicators include: the visibility of surrounding landmarks; the clarity of information signage; the extent of signage clutter and visual pollution; and the amount of casual surveillance of pathways and spaces.
- **Safety:** Public places should feel and be safe. Performance indicators include: casual surveillance of spaces by adjacent inhabitants; human activity in the spaces; lighting standards; code compliant ground gradients and changes in level; minimisation of areas of potential concealment; appropriate maintenance of planting to ensure sight lines along paths and between spaces; consideration of the human health impacts of materials.
- **Use and adaptability:** Good public realm should provide places that can change and adapt as required, spaces that match the pattern of behaviour that people engage in (the activity that people want to engage in), and places that can change easily or accommodate different uses over time. Performance indicators include: the number of activities that could reasonably take place in the space without rearrangements and refurbishing; the range of social activity and interaction; and seasonal weather or microclimate conditions which would interrupt the intended or spontaneous use of the space.
- **Human scale:** People are the users of public spaces, and the spaces must function at human scale. Performance indicators include: the extent to which space is enclosed and defined physically and perceptually; and the ratio of building height to street/public space width.

- **Comfort:** The design of the public realm should respond to, and provide, suitable micro-climates (temperature, shade, breezes) and public furniture that is ergonomically comfortable. Performance indicators include: the provision of shelter; places of shade and sun; range of comfortable seating options; access to public toilets; access to drinking water; provision of street furniture (bike racks, bins, street lamps, bollards, seating); and consideration of wind tunnelling effects on human safety and comfort.
- **The 'active edge' effect:** Public realm design must consider the interrelationships between public spaces and private uses within buildings. Edges of public spaces should add to activity and spontaneous exchanges between people. Performance indicators include: the number of premises every 100 metres; numbers of doors and windows every 100 metres; casual surveillance of pathways and spaces; the range of functions along the edge; depth and relief in the building surface; high quality materials and refined details.
- **Cultural vitality and sociability:** Good public realm design should provide exciting, safe, attractive places, as well as spaces that offer artistic expression and fulfilment. Performance indicators include: the mix of surrounding uses; the frequency of community events/activities; economic vitality; the number of visitors to the space; sense of pride and community ownership; art work collaborations; the presence of children and seniors.
- **Variety:** Public realm design should offer variety and diverse choices when meeting human needs. Performance indicators include: the number of points of converging activity or meeting spots in the space; the mix of surrounding uses; areas of open, uncluttered space that can be used for different uses; and hours of use or activity on a daily, weekly and seasonal basis.
- **Green spaces and landscapes:** Good public realm design should take advantage of the benefits of 'urban green space'. Performance indicators include: the number of trees per lineal metre/area in the space; area of permeable ground surfaces and soft landscaping for water infiltration; rate of carbon sequestration and air pollutant filtration by trees; and fit with broader landscape strategy or vision for the whole city or area.
- **Sustainability:** Good public realm design should ensure inter-generational ecological, social and economic needs are met without compromising the future. Performance indicators include: low embodied energy levels of materials and construction methods; low human health impacts of materials or plants (e.g. some flowers exacerbate asthma attacks and materials allergic reactions); carbon offsets provided by planting; integrated water cycle management including water sensitive urban design; high degree of local supply of talent, resources and renewable materials, minimal waste generation and disposal; conservation and re-living of existing heritage, buildings, good spaces; renewable energy generation opportunities; and a high degree to which the proposal holistically satisfies the other performance criteria.

### 6.1.3 Noise attenuation in a mixed-use context

Development within mixed use precincts, whilst appropriate for a town centre like Subiaco, must take into account noise impact measures to ensure ongoing liveability and comfort for residents, and to protect the viability of local businesses. The overall objective at Subiaco will be to safeguard occupants from loss of amenity or health issues caused by excess sound being transmitted between adjoining buildings or dwelling units.

### 6.1.4 Character and heritage

A place's character and charm are influenced by the stories of its past, by its development history and the way this is reflected in its built form. Retention, restoration, adaptation and sympathetic development of places of historic significance within a centre help to entrench a sense of place and a richness of character. This is not to say development should be constrained, but rather, development should enhance and respond to those characteristics that establish Subiaco's sense of place.

Griffiths Architects were commissioned by the City of Subiaco to undertake a heritage assessment of a defined area along Rokeby Road and Hay Street (existing town centre core) in support of the Activity Centre Plan. The assessment of significance suggested that the Rokeby Road and Hay Street Heritage area warranted identification as a Heritage Area under the Town Planning Scheme. All buildings within the defined area were graded according to the level of contribution they made to the significance of the area as a whole:

- Considerable contribution
- Some / moderate contribution
- No contribution

Whilst not all buildings make a contribution to the heritage significance of the area, a number of them contribute to the character of Subiaco's town centre through appropriate materials, detailing and scale. The significance of the area is outlined in the statement of significance:

Rokeby Road and Hay Street Heritage Area, streetscapes comprising predominantly early twentieth century and inter-war period brick, render and iron construction commercial and institutional buildings, has cultural heritage significance for the following reasons: -

- They are aesthetically pleasing streetscapes with a strong heritage character, with intact and many reasonably intact Federation and early Inter-War commercial and institutional buildings with Subiaco Hotel, Regal Theatre and the Rogerson Buildings being outstanding aesthetic examples of their time and type;
- it is a fine substantial and representative example of a town centre based on the suburban railway, with many fine buildings developed through the gold boom period, illustrating the scale and standard of commercial buildings considered appropriate for merchants in the early twentieth century;

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- it is the heart of the City and contributes to the community's sense of place, while places such as the Subiaco Hotel, Regal Theatre, Doyle Court, and the Rogerson Buildings have particular significance in terms of the identity of the place, in part arising from their landmark qualities; and,
- the street grid, cadastre and many of the built elements of Rokeby Road and Hay Street Heritage Area make up a significant townscape, representative of the early twentieth century and to a lesser extent the inter-war period.

Most of the development that was constructed after World War II is of little significance or on occasion is intrusive. Some later additions to early buildings are of little significance, as are modifications to original facades.

Importantly for the Activity Centre Plan, prior to 2013, Griffiths Architects recommended that the Rokeby Road and Hay Street Heritage Area warranted identification as a Heritage Area under the Town Planning Scheme. In October 2013, Council declared the area a Heritage Area. In addition, Griffiths suggested the TPS should identify the characteristics that make up the precinct, as well as the streetscape characteristics from the very late nineteenth and early twentieth century, up to the inter-war period that make a considerable, some, or moderate contribution to the setting.

In 2015 new planning regulations were gazetted, Schedule 2, clause 4 (3)(a) of the Planning and Development (Local Planning Scheme) Regulations 2015 requires that a planning policy be adopted for every heritage area. Planning Policy 3.8 'Development guidelines for the Rokeby Road and Hay Street Heritage Area' applies to the heritage area and provides development guidelines based on the principles of the Australia ICOMOS Burra Charter. The guidelines aim to conserve, reveal and enhance the streetscape and ensure that new development is compatible in terms of height, bulk and scale, and is in harmony with and maintains the integrity of the area's cultural heritage significance and traditional streetscape character.

### 6.1.5 Activity centre codes

A number of activity centre area codes have been identified within the Subiaco Town Centre. As Subiaco is a mature centre surrounded by residential development, which is predominately low density and / or has heritage characteristics there was a need to adopt a fine grain approach to development opportunities. The different areas and in particular the transition areas have been identified to balance development opportunities with the existing character of Subiaco. The number of and characteristics of the areas is in response to the quality of the existing character and the desire to ameliorate any impacts on surrounding land users.

#### 6.1.5.1 Town Centre Type 'A'

The Town Centre 'A' Code is Subiaco's principal location for commercial, civic, entertainment and retail activity. It will gain in popularity as a residential location for those seeking an urban lifestyle. Diversity and vitality are fundamental to the overall land use profile, facilitated by providing the widest range of facilities and services which enables Subiaco's centre to fulfil its many functions while sustaining interest and activity on a virtually continuous basis. The scale and intensity of activities help to distinguish it from surrounding areas, both in terms of maximising the potential of Subiaco for transit oriented development, and to respect the acknowledged heritage qualities of Rokeby Road and Hay Street.

#### 6.1.5.2 Town Centre Type 'B'

The Town Centre 'B' Code complements and mirrors the function of the Town Centre 'A' zone, however its development scale is slightly lower reflective of local topography and distance from Subiaco train station. Town Centre 'B' will be a principal location for commercial, civic, entertainment and retail activity. It will gain in popularity as a residential location for those seeking an urban lifestyle. Diversity and vitality are fundamental to the overall land use profile, facilitated by providing the widest range of facilities and services which enables Subiaco's centre to fulfil its many functions while sustaining interest and activity on a virtually continuous basis. The scale and intensity of activities help to distinguish it from surrounding areas, both in terms of maximising the potential of Subiaco for transit oriented development, and to respect the acknowledged heritage qualities of Rokeby Road and Hay Street.

#### 6.1.5.3 Centro

The Centro Code is intended to develop as mixed use areas comprising primarily permanent residential accommodation and office / business activities, together with a range of complementary uses. Ground floor development shall generally be non-residential with upper floors containing a mix of residential and non-residential uses in a complementary manner.

#### 6.1.5.4 Mixed use

The Mixed Use Code is intended to develop as lively and diverse mixed use areas providing for an extensive range of residential and commercial uses to be established either in association with each other or independently in a compatible manner. Mixed residential / commercial development is strongly encouraged, provided that conflict between the residential and non-residential components is minimised. Development fronting Rokeby and Bagot Roads shall contain a non-residential ground floor use.

#### 6.1.5.5 Residential

The emphasis in the Residential Code is very much on permanent residential accommodation, generally in the form of multiple dwellings, developed in accordance with the Residential Design Codes. A limited range of complementary uses may also be considered appropriate in certain instances, provided that the amenity of the surrounding residential fabric is adequately preserved.

#### 6.1.5.6 Reserves

Reserve areas shall be developed consistent with their status as public open space, primary school, hospital or civic.

#### 6.1.6 Land use

A review of the centre's land use permissibility was undertaken, guided by the vision established within the comprehensive engagement process. The land use permissibility has also been informed by the Town Planning Scheme review. The results of the review are available within Part 1, Table 1 of this report.

#### 6.1.7 Transition areas

The urban design review of the Subiaco Activity Centre Plan identified and responded to the existing character of the built form on the periphery of the Activity Centre area boundary. Where new planning provisions will provide for a new built form typology it was important to identify an appropriate transition between the low residential (heritage character) areas in the suburban streets and the development within the Activity Centre.

The following development standards shall apply to those areas denoted as transition areas on Map 2, within Part 1 of this report.

##### a. Town Centre 'A' Transition Area Catherine Street:

- A height of two storeys and 8.5 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50. The two storey height limit shall apply for a measure of 15 metres west from the Catherine Street boundary.

##### b. Town Centre 'A' Transition Area York Street:

- A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned Residential R50. The three storey height limit shall apply at the street interface for a measure of 3 metres from the York Street boundary.

##### c. Town Centre 'A' Churchill Avenue:

- A height of three storeys and 12 metres shall apply to development to provide a complementary scale to residential development opposite on land zoned R50. The three storey height limit shall apply for a measure of 5 metres north of the building interface.

##### d. Town Centre 'B' Type Transition Area:

- Side setbacks and height shall match the adjacent residential zone development standards for a measure of 4 metres from the eastern boundary.

##### e. Mixed Use Transition Area:

- A three storey and 12 metre height limit shall apply to development that interfaces with the adjacent laneway for a measure of 10 metres west from the laneway boundary.

#### 6.1.8 Rokeby Road and Hay Street heritage area

The character of Subiaco is most readily identified within the Rokeby Road and Hay Street Heritage Area. The Subiaco Activity Centre responds to the heritage considerations by providing specific development standards to that area.

Notwithstanding any activity centre code specific development standards, the following height and setback provisions shall apply to any development within the Rokeby Road and Hay Street Heritage Area as denoted on the Activity Centre Plan Map:

a. Heritage fabric to be retained and conserved as identified by "Assessment of the Rokeby Road and Hay Street Heritage Area" report (Griffiths Architects, 2013).

b. New development shall be consistent with Burra Charter principles and be designed in a contemporary manner.

c. A maximum street interface of two storeys and 8.5 metres shall apply.

d. Taller development shall be set back from the street façade by 6 metres up to a maximum height of 4 storeys and 15.5 metres (excluding roofs, architectural features, lift over-runs and plant equipment).

e. Development on corner lots may exceed the two storey and 8.5 metre street interface height to include a landmark design feature up to an additional storey (3.25 metres) for a distance of 10 metres measured from the corner along the street boundaries.

f. Planning Policy 3.8 for the Rokeby Road and Hay Street Heritage Area, clause 11.5 requires second stories to a single storey contributory heritage building to have a minimum of a 6m setback. The best heritage outcome is for any new development to be set below the line of sight from the opposite side of the street. The decision making authority will consider development proposals on a case-by-case basis, with the potential degree of impact of any proposed development visible above the sight line.

g. Side Setbacks: Nil for the height of the street interface for a measure of 15 metres from the street boundary after which development above two storeys shall be set back by 3 metres.

h. Rear Setbacks: Nil for development up to two storeys. Development above two storeys shall be set back by 6 metres.

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**i.** Where development abuts a lane or Right of Way, development above three storeys shall be set back by 3 metres.

**j.** Development adjacent to a heritage place shall provide a complementary bulk and character including respecting scale and architectural lines.

Variations to the street interface height will be contemplated subject to impact on street amenity, comfort and on recommendation from a qualified heritage architect in the form of a Heritage Impact Statement.

### 6.1.9 Plot ratio

There are a number of development standards that impact the bulk and scale of development. As part of an extensive urban design review plot ratio provisions for Activity Centre Plan Code area were considered. The task was to identify the appropriate plot ratio to ensure the right balance between the vision for a pedestrian focused street scape, State government residential density requirements, the opportunity for a vibrant town centre and heritage considerations. Unless otherwise provided in the Activity Centre Plan provisions, the plot ratio of development is to comply with the plot ratios specified in Part 1, Table 2: Development Standards.

### 6.1.10 Development bonuses

Development bonuses are an opportunity to provide the landowner with an incentive to provide good community outcomes, such as permanent pedestrian access, new links via roads, public plazas, public open space and a high level of environmental consideration through conforming to sustainable rating systems. The following details the provisions by which development bonuses can be achieved:

**a.** A development bonus in the form of additional height (storeys) may be approved by the Council where a site is identified as a landmark site on Map 3 Maximum Height Plan.

**b.** In granting a development bonus, Council may approve plot ratio above the maximum plot ratio described by the Development Standards Table for both residential and non-residential development. A bonus will only be granted where a mix of residential and non-residential development is provided to the satisfaction of the Council.

**c.** The area of land required from a property for the purposes of a new public road or access way may be included in the site area for the purposes of calculating plot ratio for the development.

**d.** Council may agree to amend the Activity Centre Plan to provide additional landmark sites where such development is considered to complement the function of Subiaco as a secondary centre, enables high quality design outcomes and contributes to the intended character and amenity of Subiaco.

**e.** A development bonus can only be granted where one or more of the following criteria are met:

- Pedestrian access is provided through the site on a permanent basis; or
- Residential development; or
- A new road or pedestrian access way is provided through the site where it has been identified as desirable by the Activity Centre Plan; or
- A public plaza or open space is provided; or
- Development is designed and constructed to a 5 star Greenstar rating as accredited by the Australian Green Building Council, or an equivalent rating system as agreed by the Council; or
- Retention and enhancement of places of heritage significance beyond the statutory requirements to protect and maintain.

### 6.1.11 Vehicle crossovers

Only one vehicle crossover per lot is permitted except where the Council is satisfied that no adverse effects on vehicular or pedestrian traffic and/or conflict will result should a variation be permitted which allows for more than one vehicular crossover to a lot. Council is most keen to see the amalgamation of small car parking areas on individual lots together with shared vehicular crossovers in a bid to reduce vehicular and pedestrian conflict and to improve the overall streetscape.

### 6.2 Reserves

Development on land identified as a reserve shall be consistent with Part 3: Reserves of the City of Subiaco Local Planning Scheme No.5.

### 6.3 Local development plans

Where the local government considers it desirable to –

**i.** enhance, elaborate or expand the details or provisions contained in an Agreed Activity Centre Plan for a particular lot or lots; or

**ii.** identify areas requiring comprehensive planning to co-ordinate subdivision and development in areas that are not within a Activity Centre Plan area, a local development plan may be prepared by the local government or by an owner of the land.

Local Development Plans shall be prepared for the following areas to establish detailed and site specific development standards and may include consideration of

- a.** heritage fabric retention
- b.** new access roads
- c.** new pedestrian thoroughfares
- d.** open space and landscaping
- e.** civic areas



- f. building heights
- g. setbacks
- h. plot ratio
- i. distribution of land uses
- j. car parking access and internal site circulation
- k. special development controls and guidelines
- l. such other information considered relevant by the local government

The following sites have been identified as land mark / threshold sites that can support and assist in the delivery of development within the Subiaco Town Centre. The individual characteristics of the sites provide an opportunity to deliver the residential dwellings and / or commercial / retail floor space required for Subiaco Town centre to address State government targets.

#### **6.3.1 King Edward Memorial Hospital site**

The “King Edward Memorial Hospital site” is included in the Activity Centre for the purposes of providing high level direction and potential civic areas but being subject to a separate detailed planning process to guide its future development.

#### **6.3.2 Homebase site**

The “Homebase site” is included in the Activity Centre for the purposes of providing high level direction and potential civic areas but being subject to a separate detailed planning process to guide its future development. During the detailed planning process it is appropriate to consider the following features. With increased development potential there should be a subsequent increased in public open space providing for high quality amenity places for residents and workers. The Homebase site can also provide for public car parking opportunities on the periphery of the activity centre.

#### **6.3.3 Coles and Crossways Shopping Centre sites**

The “Coles and Crossways Shopping Centre” site has the potential to contain a shared car park and public space, pedestrian access thoroughfares and landmark building qualities. During the detailed planning process there should be a focus on:

- Reinforcing the Crossways site as a landmark site in any built form outcome.
- Providing clear identification of pedestrian and vehicular access.
- Ensuring development retains pedestrian comfort throughout the year within intended public focus areas (consideration of sunlight access and overshadowing in particular).
- Identifying how existing roads will be characterised in terms of urban design outcomes.
- Reinforcing the intended fine grain character of Rokeby Road.

#### **6.3.4 Pavilion Markets site**

The Pavilion Markets site is included in the Activity Centre as the site has the potential of providing high quality residential living and mixed use development within close proximity to the Subiaco Train Station. The Pavilion Markets site (other than the Rokeby Road and Hay Street frontages) being further defined:

- the position of the eight storeys to be located not less than 20 metres from Rokeby and Roberts Roads, 50 metres from Catherine Street and 15 metres from Seddon Street.
- pedestrian laneways/linkages to be incorporated through the site
- vehicle movement, access and egress locations such that Seddon Street is predominantly an urban pedestrian space.

#### **6.3.5 Ace Cinemas site**

The “Ace Cinemas site” is included in the Activity Centre as it has the potential of providing high quality residential living and mixed use development within close proximity to the Subiaco Train Station and providing a landmark gateway building to the Subiaco Town Centre. Development is currently underway on this site.

#### **6.3.6 Colonnade Shopping Centre**

The “Colonnade Shopping Centre” is included in the Activity Centre as it has a lot size that could facilitate high quality residential living and mixed use development within the Subiaco Town Centre.

#### **6.3.7 Subiaco Village**

The “Subiaco Village” is included in the Activity Centre as it has a lot size that could facilitate high quality residential living and mixed use development within the Subiaco Town Centre.

#### **6.3.8 Variations to the Activity Centre Plan**

Local Development Plans may vary the provisions of the Activity Centre Plan, subject to approval by Council and the Western Australian Planning Commission.

### **6.4 Street interface**

#### **6.4.1 Active edges**

Where a site is identified on the Urban Design Framework plan as having an active frontage, the ground floor shall contain a shop, restaurant, small bar, café, or other similar active land use to promote a vibrant town centre. Upper floors will contain a mix of other land uses including residential dwellings, offices or similar land uses consistent with the operation of Subiaco as a secondary activity centre.

### 6.4.2 Scale and grain

Subiaco being a mature centre, exhibits a fine grain of development, mostly at a domestic scale. Throughout the Subiaco Centro Redevelopment Area, the scale and grain of development is notably coarser, representative of its mixed use, commercial function. It is important that development within the activity centre will complement the existing character and pattern of development through consideration of:

- a. Ground floor entrances to buildings
- b. Window size, placement and proportion
- c. Building articulation
- d. The rhythm of the building interface to the street

### 6.5 Public realm network

#### 6.5.1 Public realm strategy

The urban design framework for Subiaco recognises that the quality of the public realm is critical to attracting investment and enabling higher residential and employment density. The quality of the public realm is directly related to the attractiveness of Subiaco as a destination, enables a more resilient social fabric and provides a setting for public life and activity.

For the purposes of this Activity Centre Plan, public realm is defined as those parts of the city where people can gain unrestricted access (at least during daylight hours) for the purpose of passing through, meeting, visiting and enjoying. It is where the community comes together, not merely a place for functional movement.

The following initiatives are supported to enhance the public realm:

That a public realm strategy be prepared in accordance with the Subiaco Activity Centre Plan that:

- a. Acknowledges the intent to provide new public realm focus points at Park Street, Forrest Walk, Seddon Street, a new space incorporating public access through the existing 'Subiaco Village' site, Axon Street at Hay Street, improvements to Subiaco Square and a new area of open space at the 'Homebase' site.
- b. Acknowledges the intended function of streets.
- c. Raises awareness of the significance of the public realm.
- d. Provides a clear framework for the delivery and maintenance of high quality, coordinated, connected and coherent public realm.
- e. Develops priorities for investment in public realm.
- f. Develops an approach to public realm funding and delivery that will allow the strategy to be realised.
- g. Achieves excellence by following and sharing good practice.

## 7.0 Resource conservation

### 7.1 Resources

The Subiaco Activity Centre Plan identifies the potential for environmentally sustainable outcomes by incorporating urban design with an integrated approach to land use. A coordinated approach to the development of land, public transport systems, and green spaces within the Subiaco Activity Centre Plan will provide opportunities for resource conservation.

Evidence demonstrates a number of benefits of sustainable development. There are the immediate amenity benefits. An urban landscape can be 10 degrees warmer than suburbs, due to increased levels of tarmac, traffic and poor air circulation. By increasing the tree cover by 10 percent the surface temperature can be reduced by 3 and 4 degrees. Green spaces can create a microclimate through evaporative cooling and shading, making urban environments more comfortable places in which to live, work, and play. Research has also identified health benefits. The creation of community orchards can improve the mental health and well-being of the community.

Often sustainable initiatives require a coordinated effort. Changing traditional thinking and planning of urban environments, exploring alternative governance models, and testing new finance arrangements can identify sustainable outcomes.

The strategies to establish a sustainable place are:

1. Acknowledge each place is different and develop solutions that respond to the uniqueness of place.
2. Target sustainable interventions at the most appropriate scale; site, street, neighbourhood, or City wide.
3. Provide strong civic leadership.
4. Know the starting point, set goals, and implement change.

#### 7.1.1 Objectives

The Subiaco Activity Centre Plan supports environmentally sustainable urban development outcomes by:

1. Reducing energy consumption.
2. Reducing water consumption.
3. Reducing waste production.

### 7.2 Energy

The principle is to reduce energy consumption, by supporting transit oriented development, encouraging sustainable built form design initiatives, and supporting viable alternative ways to generate energy.

#### 7.2.1 Transit oriented development

The Subiaco Train Station supports the principles of transit oriented development. The train station is fundamental to providing alternative transport options and reducing reliance on private vehicles.



The following initiatives are supported:

- Increase intensity of land use in close proximity to public transport.
- Identify appropriately located redevelopment sites and opportunities for increased residential development in close proximity to the train station.
- Deliver a diversity of land use, preserving employment options in close proximity to residential development and public transport.
- Educate the community in the benefits of public transport.
- Ensure car parking provisions in close proximity to the train station will support sustainable travel decisions.
- Provide parking concessions for electric cars.
- Invest in public transport, including cycling, light rail transit and car sharing schemes.
- Support CPTED principles to support increased use, specifically in public spaces.
- An ESD Management Plan and Green Travel Plan are required for all larger developments comprising of 10 or more new residential dwellings, or non-residential developments of more than 1000m<sup>2</sup> Gross Floor Area (including alterations or additions).
- Refer to Appendix A for a guide to ESD Management Plans.

### 7.2.2 Sustainable built form design

The City will support sustainable built form design solutions that go beyond the existing planning and building codes. While the Building Code of Australia and Green Star ratings for commercial buildings support sustainable building design the City will support innovative initiatives that do not adversely impact on existing amenity levels.

The implementation of sustainable built form design guidelines and appropriate selection of materials will significantly increase the efficiency of heating and cooling for buildings and reduce the consumption of energy.

The following initiatives are supported:

- Adopt a consistent requirement for the application of ESD Management Plans to be submitted at the planning application stage.
- Select building materials that support energy efficiency outcomes.
- Construct new buildings that optimise cooling and heating and smart metering.
- Retrofit existing buildings to make more energy efficient.
- Require passive solar design solutions for all new buildings.

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- Integrate solar photo-voltaic cells into buildings and public areas.
- Identify discrete locations for solar photovoltaic cells on heritage buildings to preserve heritage character and public realm amenity.
- Construct buildings designed to be comfortable without mechanical cooling and provide extensive shade, promote air movement, and reduce direct sunlight.
- Refurbish local authority buildings and community facilities.
- Provide opportunities for urban orchards.
- Develop a program to encourage domestic insulation.
- Encourage developments with green roofs.
- Construct innovative water solutions in public spaces, such as water storage, slow water percolation, permeable paving, filter drains, and retention ponds.
- Prepare an urban heat island management strategy.
- Construct buildings with double glazing and eaves.
- Establish green corridors such as street trees, linking public open space.

### 7.2.3 Energy generation

As energy generation becomes more reliable and cost effective new developments will be able to more readily adopt alternative energy generation.

The following initiatives are supported:

- Consider alternative power generation options, such as tri-generation, where appropriate.
- Identify appropriate locations for wind generation.
- Encourage organisations to work collaboratively to develop strategies to reduce energy consumption, such as geothermal or combined heat and power processes.
- Invest in green infrastructure, green roofs, turbines, solar arrays, district heating, water collection.
- Encourage coordinated strategies to lower carbon emissions between the local authority and other larger organisations established in the City.

### 7.3 Water

The principle is to reduce water consumption, by supporting innovative use of water resources and adopting Urban Water Sensitive Design solutions.

Water resources should be considered in the context of reducing, re-using, recycling and recovering, with a view to supporting water security outcomes. Sometimes the most effective solutions require a collaborative approach, across individual lot boundaries or local authority boundaries.

### 7.3.1 Innovative use of water

Reducing water consumption is critical in Perth. With the overall level of rain fall in the south west of Western Australia trending downwards initiatives to reduce water consumption are supported. There can be benefits to the urban landscape mimicking the natural processes to provide sustainable outcomes.

The following initiatives are supported:

- Adopt a consistent requirement for the application of ESD Management Plans to be submitted at the planning application stage
- Mandate minimum Water Efficiency Labelling Standard (WELS) ratings for water appliances in all new buildings: 3 stars for shower heads, 5 stars for toilets and 6 stars for taps (Note: maximum ratings are: 3 stars for shower heads and 5 stars for toilets and 6 stars for taps).
- Require landscaping management plans to include endemic, native or robust drought resistant plants that will survive with little irrigation after establishment
- Enhance the quality of the natural waterways through the integrated management of water, public open space, and land use.
- Collect rain water to water public gardens.
- Support the use of grey water systems, when used in accordance with relevant legislation.

### 7.3.2 Urban water management

Water Sensitive Urban Design (WSUD) principles aim to integrate stormwater run-off to recharge aquifers and support waterway health through urban planning and design that improves water efficiency.

#### 7.3.2.1 Water catchment areas

Stormwater from local streets in the City of Subiaco local authority area is collected by approximately 2,000 drainage pits in three drainage basins (catchments) and exported by the Water Corporation pipe network as follows:

- Wembley – Jolimont Catchment (246 ha): collects water from 77 ha of Jolimont and Subi-Centro and 169 ha of Wembley, which drains to Lake Mabel Talbot. Excess is pumped to Lake Monger, where it overflows to the Swan River at Mounts Bay
- Subiaco main drain catchment (332 ha): collects water from Subiaco and Daglish and small parts of West Perth and Leederville, with a compensating basin at Cliff Sadleir Reserve. Water is discharged to the ocean north of Swanbourne Beach via the Subiaco main drain
- Shenton Park catchment (293 ha): collects water from Shenton Park and 80 ha of Nedlands. In addition, water from the lake at Aberdare Road is pumped to Lake Jualbup. Excess flows from Lake Jualbup to the Subiaco main drain and is discharged to the ocean.

The Subiaco Main Drain that runs below Churchill Avenue and the Rokeby Road Branch Drain that runs under Roberts Road and Rokeby Road do not currently have the hydraulic capacity to cope with additional runoff from the higher density developments proposed as part of the activity centre plan.

Accordingly, any future development projects are required to prepare local water management plans to provide for suitable engineering solutions for water management that maintains runoff into the city's storm water catchment system at existing or lower levels.

Since 2006, the City has replaced 10% of the export drainage network with at-source water infiltration. The City aims to accelerate this programme through a comprehensive approach, including at-source infiltration and the use of underground storage reservoirs for water re-use.

New development can improve the existing stormwater drainage system by introducing gross pollutant traps to ensure the drain maintains peak flow and minimises contamination.

The following initiatives are supported:

- City of Subiaco to Prepare a Local Water Management Strategy to support the Activity Centre Plan
- Consult with adjoining local authorities to determine opportunities for a coordinated approach to drainage, and water use.
- Progress a community awareness program to highlight the benefits of WSUD initiatives: Update the City of Subiaco ICLEI Water Campaign Local Action Plan
- Integrate vegetated swales into the public spaces and streetscapes.

#### **7.4 Materials and waste**

The principle is to reduce waste by supporting recycling initiatives and requiring construction management plans.

Material and waste management relies on the re-use of materials, annual reduction of total waste generated per capita and increased recycling to total waste ratios. These actions indirectly control pollution of air, land, water and sediment which can be managed through sustainable corporate practice and social responsibility.

The following initiatives are supported:

- Encourage recycling of construction and demolition materials.
- Minimise on-site pollution.
- Support the use of grey water systems in accordance with code of practice.
- Prepare an Integrated Waste Management Strategy.
- Restrict waste production for local businesses.
- Identify current levels of waste generated per capita in the City.
- Establish increased recycling to total waste ratios across the City.

#### **7.4.1 Construction management plans**

The preparation of Construction Management Plans provides the local authority with the opportunity to review operations at development sites. It is the attention to practices at a small scale that can impact large scale City wide systems. Requiring regular street sweeping at the development site can ensure sediment and waste does not make its way into the drainage system. Ensuring construction material is contained within the development site can ensure pedestrian movement networks are preserved. Identifying ways to reuse or recycle construction materials on site can support City wide targets to reduce consumption.

The following initiatives are supported:

- Require the preparation of Construction Management Plans.
- Ensure coordinated waste removal.
- Identify the optimal scale at which to treat waste for sustainable outcomes.

#### **7.5 Review**

It is important to keep policy provisions contemporary in an environment of constant technological change. To ensure energy, water and waste targets are being met the City's policies will undergo regular review and consultation.

The reviews will focus on obtaining the long term targets. Every decision should be to improve the quality of life while also reducing levels of pollution, water use, energy use, and waste.

#### **7.6 Education**

Where possible, the City will provide opportunities to educate the community and businesses regarding the benefits of sustainable design solutions. Community participation in the sustainable solutions is critical to long term success. Over time the City will initiate a range of programmes that will enhance the community's understanding the benefits of a sustainable approach, these may include, but not limited to:

- Waterwise Office Programmes
- Environment Grants
- Urban garden demonstrations
- Showcase innovative sustainable development
- Presentations in relation to zero waste and waterwise initiatives

### 8.0 Implementation

#### 8.1 Collaboration

##### 8.1.1 Public engagement process

An extensive public engagement process has been undertaken to inform the preparation of the Activity Centre Plan. This has included:

- A boundary definition workshop with Elected Members
- A place making vision workshop with the community and traders
- A scenario development briefing session with Elected Members to develop visions for the future development of the Activity Centre
- A workshop with the community to outline and obtain feedback on three urban design framework scenarios (visions) for the Activity Centre
- A drop-in day for the community to review the urban design framework scenarios

Based on the outcomes of background research and the first two workshops, three urban design frameworks were prepared for public comment and review. Through the workshop process and the review of formal submissions, a preferred urban design framework was subsequently prepared. This urban design framework was presented to and endorsed by Council, subject to some amendments, and has been used as the basis for the preparation of the Activity Centre Plan.

After updating the plan to reflect the Planning and Development (Local Planning Schemes) Regulations 2015, and gaining Council endorsement, the Western Australian Planning Commission provided consent to advertise the plan. As part of this process the Subiaco Activity Centre Plan was not only advertised to the residents of Subiaco but referred to the relevant government agencies for comment.

The Subiaco Activity Centre Plan reflects the aspirations of the community and is enriched by the efforts of many to engage with the planning process.

##### 8.1.2 Technical stakeholder engagement

In preparing the Activity Centre Plan, technical stakeholders have been engaged to provide input, including:

- Service agencies (Western Power, Water Corporation, Alinta Gas)
- Department of Transport and Public Transport Authority
- Department of Planning
- Main Roads WA
- Town of Cambridge

At the time of formal advertising, the Activity Centre Plan will be referred to the relevant technical stakeholders for review and input.

#### 8.2 Relationship to the City's new town planning scheme

##### 8.2.1 Activity Centre Plan provisions

At the time of writing the Activity Centre Plan, Town Planning Scheme No. 4 is in effect. This Scheme is currently being reviewed and a new Local Planning Scheme No. 5 consistent with Model Scheme Text provisions is being prepared.

To ensure the vision and intent of the Activity Centre Plan is reflected within the statutory planning framework of the City of Subiaco, a number of provisions will be included within the City of Subiaco Town Planning Scheme No. 5, therefore requiring the determining body to pay regard to the provisions of the scheme.

#### 8.3 Next steps

##### 8.3.1 Transport and parking strategy

A public realm and streetscape design study should be progressed by an integrated approach to transport and development will be guided by the preparation of a comprehensive transport, access and parking strategy, which will refine the minimum and maximum car parking and bicycle rates.

##### 8.3.2 Public realm and streetscape design

A public realm and streetscape design study should be progressed by the City of Subiaco to inform improvements to the public realm, including relationships between:

- Street hierarchy
- Pedestrian flow
- Land use function
- Street character
- Public transport
- On street parking
- Other matters as deemed appropriate.

##### 8.3.3 Economic development strategy

The City is progressing an Economic Development Strategy. Actions arising should support Subiaco as a mixed use secondary centre and help to counter the potential loss of employment and activity arising out of the removal of Princess Margaret Hospital and AFL Games from Subiaco Oval.

Ultimately, the Economic Development Strategy should:

- a. Define what economic success looks like for Subiaco – define the intended achievement in a tangible way;
- b. Identify the barriers and drivers to success; and
- c. Identify and implement interventions to achieve success.

##### 8.3.4 Local development plans

The 'Homebase' and King Edward Memorial Hospital sites provide long term development potential to achieve State Government centre targets. These large sites are identified as requiring local development plans to be prepared to guide their redevelopment potential.

### 8.3.5 Advertising and adoption

To implement the Subiaco Activity Centre Plan, the plan should be adopted in accordance with the Planning and Development (Local Planning Schemes) Regulations 2015. The regulations require a number of steps need to be taken:

- i. The draft Activity Centre Plan has been endorsed by Council;
- ii. Following endorsement, the Activity Centre Plan was forwarded to the WAPC for consent to advertise;
- iii. The draft Activity Centre Plan was advertised for 28 days (this is in addition to the extensive engagement that has already occurred in preparation of the draft documents);
- iv. Amendments to the Activity Centre Plan will be made following advertising;
- v. The Council and WAPC are required to approve the final Activity Centre Plan;
- vi. Amend Local Planning Scheme No. 4 to include development standards within the Activity Centre Plan for statutory effect;
- vii. Prepare and finalise North Subiaco Structure Plan;
- viii. Complete the City's Transport and Parking Study;
- ix. Supporting local planning policies can also be prepared to support development requirements.
- x. Review and implement the Integrated Transport Strategy
- xi. Complete the Town Planning Scheme review to include appropriate zoning and development standards.





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