

# Eaton Fair Activity Centre Plan

Eaton,  
Western Australia

PLANNING SOLUTIONS  
— URBAN & REGIONAL PLANNING

PS



Prepared for  
Citygate Properties Pty Ltd  
June 2020



---

Copyright Statement 2020

© Planning Solutions (Aust) Pty Ltd

All rights reserved. Other than for the purposes of and subject to the conditions prescribed under the *Copyright Act 1968* (Cth), no part of this report may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic or otherwise, without the prior written permission of Planning Solutions (Aust) Pty Ltd.

No express or implied warranties are made by Planning Solutions (Aust) Pty Ltd regarding the information and analysis contained in this report. In particular, but without limiting the preceding exclusion, Planning Solutions (Aust) Pty Ltd will not verify, and will not assume responsibility for, the accuracy and completeness of information provided to us.

This report has been prepared with particular attention to our Client's instructions and the relevant features of the subject site. Planning Solutions (Aust) Pty Ltd accepts no liability whatsoever for:

1. a third party's use of, or reliance upon, this report;
2. use of, or reliance upon, this report in relation to any land other than the subject site; or
3. the Client's implementation, or application, of the strategies recommended in this report.

Direct all inquiries to:

Planning Solutions  
Level 1, 251 St Georges Terrace  
PERTH WA 6000

All correspondence to:  
GPO Box 2709  
Cloisters Square PO 6850

Phone: 08 9227 7970  
Fax: 08 9227 7971  
Email: [admin@planningsolutions.com.au](mailto:admin@planningsolutions.com.au)  
Web: [www.planningsolutions.com.au](http://www.planningsolutions.com.au)

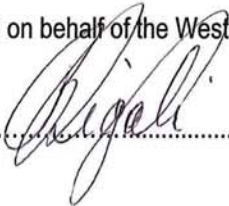
## Endorsement page

This Activity Centre Plan is prepared under the provisions of the  
Shire of Dardanup's Town Planning Scheme No. 3.


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

..... 5 October 2017 ..... Date

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

.....  .....

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

.....  ..... Witness

..... 5 October 2017 ..... Date

..... 5 October 2027 ..... Date of Expiry



## Table of amendments

Modification no.	Description of modification	Date endorsed by Council	Date endorsed by WAPC
Modification 0	Nil (lodged with the Shire 11 March 2016)		
Modification 1	Modifications to include further information requested by the Shire of Dardanup	20 July 2016	
Modification 2	Modifications as directed by WAPC		5 October 2017
Modification 3	Amendments to ACP to move the Civic and Community Precinct to Lot 1108, to include Lot 500 in the Core Precinct, and to update the concept plan to reflect these changes (lodged with Shire 1 November 2018)	27 March 2019	
Modification 4	Modifications as directed by WAPC		9 July 2020

## Executive summary

This Activity Centre Plan relates to the Eaton Fair Activity Centre, a district centre in the Greater Bunbury region located approximately 7km northeast of the Bunbury city centre.

The ACP provides for the extension of the Eaton Fair Shopping Centre to the north and east of the existing Shopping Centre, to facilitate the expansion of retail and non-retail land uses in a manner consistent with the Activity Centres for Greater Bunbury Policy.

**Table i – Summary table**

Item		Data	Reference
Total area covered by the ACP		51.5ha	Part Two section 2.2.2
Area of each precinct proposed:			
	Core	7.7ha	Plan 1
	Frame	1.3ha	
	Mixed Business	2.7ha	
	Civic and Community	0.3ha	
	Recreation	5.5ha	
	Residential/Mixed Use	1.5ha	
	Residential	20.5ha	
Estimated dwelling yield		517	Part Two section 4.3.2
Estimated residential density (dwellings / gross hectare)		10	
Estimated population		1,292	
Estimated mix of land uses		44%	Part Two section 4.1.3
Land use mix:			
	Estimated retail floorspace	33,894	
	Estimated other retail (showroom) floorspace	5,463	
	Estimated office floorspace	7,394	
	Estimated health, welfare and community services floorspace	3,880	
	Estimated entertainment, recreation and culture floorspace	8,235	
	Estimated service industry floorspace	230	
Estimated employment		1,942	Part Two section 4.2.1
No of educational facilities		0	Plan 1
Estimated area of open space		5.5ha	Plan 1

# Table of Contents

## PART ONE – IMPLEMENTATION

<b>1</b>	<b>Activity Centre Plan area.....</b>	<b>3</b>
<b>2</b>	<b>Operation .....</b>	<b>3</b>
<b>3</b>	<b>Development requirements.....</b>	<b>3</b>
3.1	Guiding principles and objectives .....	3
3.2	General development standards .....	4
3.3	Core Precinct .....	4
3.4	Frame Precinct.....	6
3.5	Civic and Community Precinct.....	7
3.6	Mixed Business Precinct.....	9
3.7	Recreation Precinct.....	9
3.8	Residential / Mixed Use Precinct .....	10
3.9	Residential Precinct .....	10
<b>4</b>	<b>Additional planning requirements.....</b>	<b>11</b>
4.1	Transport impact assessment.....	11
4.2	Transport noise impact assessment .....	11
4.3	Parking strategy .....	11

## PART TWO – EXPLANATORY REPORT

<b>1</b>	<b>Introduction .....</b>	<b>16</b>
1.1	Purpose.....	16
1.2	Background .....	16
<b>2</b>	<b>Centre Context .....</b>	<b>19</b>
2.1	Regional context .....	19
2.2	Local context.....	31
<b>3</b>	<b>Movement .....</b>	<b>52</b>
3.1	Regional perspective .....	52
3.2	Public transport .....	54
3.3	Pedestrian movement and amenity .....	56
3.4	Cycling .....	59
3.5	Vehicle movement and access .....	59
3.6	Parking.....	62
<b>4</b>	<b>Activity .....</b>	<b>65</b>
4.1	Land uses and diversity .....	65
4.2	Employment .....	69
4.3	Dwellings.....	69
4.4	Retailing .....	73
4.5	Bulky goods retailing.....	73
4.6	Offices.....	73
<b>5</b>	<b>Urban Form.....</b>	<b>74</b>
5.1	Urban structure and built form .....	74
5.2	Street interface.....	75
5.3	Public spaces.....	76

<b>6</b>	<b>Resource Conservation.....</b>	<b>77</b>
6.1	Energy.....	77
6.2	Water .....	77
6.3	Materials and waste .....	78
<b>7</b>	<b>Implementation .....</b>	<b>79</b>
7.1	Collaboration.....	79
7.2	Staging and monitoring .....	79
7.3	Use of conditions .....	80
7.4	Planning obligations and incentives .....	80

## Appendices

Appendix A	Retail Sustainability Assessment
Appendix B	Eaton Traffic Study

## Plans

Plan 01	Activity Centre Plan
---------	----------------------

## Figures

Figure 01	Town Planning Scheme No.3 zoning plan
Figure 02	Regional context
Figure 03	Local context
Figure 04	Boundary of the Eaton Fair Activity Centre
Figure 05	Land ownership
Figure 06	Movement network
Figure 07	Concept Plan

## Project details

<b>Job number</b>	4467
<b>Client</b>	Citygate Properties Pty Ltd
<b>Prepared by</b>	Planning Solutions

## Document Control

Revision number	File name	Document date
<b>Rev 0</b>	160311 4467 Eaton Fair Activity Centre Plan (Mod 0).docx	11 March 2016
<b>Rev 1</b>	160419 4467 Eaton Fair Activity Centre Plan (Mod 1).docx	19 April 2016
<b>Rev 2</b>	170911 4467 Eaton Fair Activity Centre Plan (Mod 2).docx	11 September 2017
<b>Rev 3</b>	181031 4467 Eaton Fair Activity Centre Plan (Mod 3).docx	31 October 2018

Document Control		
Revision number	File name	Document date
Rev 4	200630 4467 Eaton Fair Activity Centre Plan (Mod 4).docx	30 June 2020





# **Eaton Fair Activity Centre Plan Part One – Implementation**



# 1 Activity Centre Plan area

This Activity Centre Plan (**ACP**) shall apply to the land contained within the inner edge of the line denoting the Eaton Fair Activity Centre (**EFAC**) boundary on the Activity Centre Plan (refer **Plan 1**).

## 2 Operation

This ACP comprises:

(a) Part One - Implementation

This section contains the ACP Plan and outlines the requirements that will be applied when assessing subdivision and development applications over the land to which the ACP relates.

(b) Part Two - Explanatory section

This section is to be used as a reference guide to interpret and justify the implementation of Part One.

## 3 Development requirements

---

### 3.1 Guiding principles and objectives

The following guiding principles and objectives apply to the EFAC:

- (a) Create an active focus for the community with a diversity of land uses which generate both day and evening activity and promote and contribute to the achievement of a vibrant and diverse Town Centre which achieves economic, social and environmental sustainability.
- (b) Allow appropriate businesses to locate and develop in close proximity to the established Eaton urban area for the convenience of its residents.
- (c) Encourage high standards of 'Main Street' streetscape, urban design and built form.
- (d) Provide efficient vehicle access and circulation with pedestrian focus and priority.
- (e) Encourage development with a high level of passive surveillance of public and private spaces in accordance with crime prevention through environmental design principles.
- (f) Provide a legible and interconnected network of publicly accessible internal streets to maximise permeability throughout the EFAC and provide functional public transport outcomes at grade with the street.
- (g) Development to be accessible for residents, employees and visitors of all ability levels.
- (h) Seamlessly connect all areas of the EFAC to the surrounding urban area by a safe and convenient pedestrian and cycle network.
- (i) Development to address and activate the public realm to create a safe and comfortable environment that encourages social interaction and passive surveillance.

- (j) Provide for an inclusive, healthy, and engaged community with a high level of access to social infrastructure and community services and facilities.
- (k) Deliver infrastructure and essential services in a timely manner to support the future population and meet community needs.
- (l) Encourage residential development in the EFAC.

---

## **3.2 General development standards**

The following development standards apply to all precincts in the ACP.

### **3.2.1 Landscaping**

All developments shall incorporate waterwise plants in landscaping.

---

## **3.3 Core Precinct**

### **3.3.1 Objective**

The objective of the Core Precinct is to provide the main retail functions of the EFAC in conjunction with retail, food, entertainment and office uses and associated car parking, centred around a north-south pedestrian spine linking the timed bus stops on Recreation Drive with a town square at the eastern periphery of the Core Precinct.

### **3.3.2 Preferred uses**

The following land uses are preferred in the Core Precinct:

- Shop/retail
- Eating and drinking
- Entertainment
- Medium-high density residential and short term accommodation
- Office
- Health service

Bulky goods showroom is not a preferred use in the Core Precinct.

### **3.3.3 General development requirements**

The following development standards apply to the Core Precinct:

- (a) A minimum 8% landscaping being provided, comprising both 'hard' brick paved pedestrian areas and 'soft' landscaped areas, with the calculation including the adjoining road reserve (verge) areas.
- (b) All existing vegetation in the Eaton Drive road reserve shall be retained.



- (c) A nil setback shall apply to all development fronting the shared access way on the northeastern edge of the Core Precinct. A greater setback may be considered on individual merit.
- (d) Loading, servicing, bin and material storage areas, including air conditioners, compressors and other similar machinery, shall be screened from view from streets and public areas by an enclosure in the style and material of the associated building.
- (e) Roof mounted mechanical equipment and air conditioners, if required, shall generally be screened from view by the roof form or through the use of parapet walls.
- (f) All buildings, streets, access ways, paths and car parking areas shall be well lit to encourage safe use after hours with no light spill into adjoining residential areas.
- (g) Security bollards shall not conflict with pedestrian flow and security shutters upon all buildings (if required) shall be retractable.
- (h) All internal thoroughfares should be appropriately designed so as to sustain high levels of pedestrian movement and permeability.
- (i) Crime prevention through environmental design principles shall be incorporated into all development.
- (j) All drainage shall be restricted to pre-development flows. Should the proponent wish to increase the rate of outflow from the site the Shire's stormwater network shall be upgraded at the proponent's cost.
- (k) The R-AC1 density code shall apply to residential development in the Core Precinct.
- (l) The car parking standards in **Table 1** shall apply to the Core Precinct.

**Table 1 – Car Parking standards applicable to the Core, Frame, and Civic and Community Precincts.**

Land Use	Minimum car parking required
Shop	1 bay for every 20m <sup>2</sup> NLA
Restaurant, Fast Food Outlet, Lunch Bar, Eating House and Small Bar	1 bay for every 20m <sup>2</sup> NLA or 1 bay for every 4 seats or 1 bay per 4 persons the building is designed to accommodate or 1 bay per 4m <sup>2</sup> seating area, whichever is the lesser.
Showroom and warehouse	4 bays for the first 200m <sup>2</sup> NLA and 1 bay per 100m NLA thereafter (excluding storage, sanitary and all other publicly inaccessible areas).
All other uses	As per Town Planning Scheme No.3

- (m) The reciprocal (shared) use of all car parking spaces within the Core Precinct, Frame Precinct, Civic and Community Precinct, and adjoining road reserves is encouraged subject to the applicant adequately demonstrating the potential of land uses and car parking bays to provide for reciprocal (shared) use.

- (n) Prior to development of Lot 500 consideration to be given to the interface with the existing residential development zoned “Residential” and coded R12.5 abutting the Core Precinct. Matters to be addressed are:
- a. Noise buffering and attenuation measures;
  - b. Security;
  - c. Amenity including overlooking issues and development orientation so as to not have loading areas fronting the residences;
  - d. That an environmental impact study be prepared that identifies vegetation on the site worthy of retention and details appropriate management mechanisms to mitigate the impacts; with a preference of retention followed by an offset within the landscaping to be provided on site.

The interface with adjoining existing residential development should incorporate the design principles and standards of State Planning Policy 7.0 ‘Design of the Built Environment’.

---

### **3.4 Frame Precinct**

#### **3.4.1 Objective**

The objective of the Frame Precinct is to accommodate a range of large format retail, office, and other commercial uses which by virtue of their scale, character, operational or land requirements are complementary to and integrated with the Core Precinct and Civic and Community Precinct and having an outlook to the Recreation Precinct.

#### **3.4.2 Preferred uses**

The following land uses are preferred in the Frame Precinct:

- Bulky Goods Showroom
- Health/Welfare and Community
- Office
- No additional shop/retail, other than the limited eating places of fast food outlet and small restaurant/café. Large eating places, such as ‘food halls’ or ‘food courts’, are not preferred land uses
- Entertainment/Recreation and Culture
- Residential R-AC1 / short term accommodation in a mixed use format

#### **3.4.3 General development requirements**

The following development standards only apply to the Frame Precinct:

- (a) A minimum 8% landscaping being provided, comprising both ‘hard’ brick paved pedestrian areas and ‘soft’ landscaped areas, with the calculation including the adjoining road reserve (verge) areas.

- (b) A nil setback shall apply to all development fronting the shared access way on the eastern edge of the Frame Precinct. A greater setback may be considered on individual merit.
- (c) Loading, servicing, bin and material storage areas, including air conditioners, compressors and other similar machinery, shall be screened from view from streets and public areas by an enclosure in the style and material of the associated building.
- (d) Roof mounted mechanical equipment and air conditioners, if required, shall generally be screened from view by the roof form or through the use of parapet walls.
- (e) All buildings, streets, access ways, paths and car parking areas shall be well lit to encourage safe use after hours with no light spill into adjoining residential areas.
- (f) Security bollards shall not conflict with pedestrian flow and security shutters upon all buildings (if required) shall be retractable.
- (g) All internal thoroughfares should be appropriately designed so as to sustain high levels of pedestrian movement and permeability.
- (h) Crime prevention through environmental design principles shall be incorporated into all development.
- (i) All drainage shall be restricted to pre-development flows. Should the proponent wish to increase the rate of outflow from the site the Shire's stormwater network shall be upgraded at the proponent's cost.
- (j) The R-AC1 density code shall apply to residential development in the Frame Precinct.
- (k) The car parking standards in **Table 1** (refer to Part One section 3.3.3) shall apply to the Frame Precinct.
- (l) The reciprocal (shared) use of all car parking spaces within the Frame Precinct, Core Precinct, Civic and Community Precinct, and adjoining road reserves is encouraged subject to the applicant adequately demonstrating the potential of land uses and car parking bays to provide for reciprocal (shared) use.
- (m) All new buildings are to consist of at least 2 storeys and at least one of the upper floors or a significant part(s) of the upper floors is to comprise of residential. Where possible, buildings are to be oriented to adjacent public spaces.
- (n) Prior to subdivision or development consideration to be given to the relocation of the sewer pump station.

---

## **3.5 Civic and Community Precinct**

### **3.5.1 Objective**

The objective of the Civic and Community Precinct is to provide for the relocation of the district-level civic and community facilities to a location on the edge of the town square and having an outlook to Glen Huon Reserve and for buildings which by virtue of their scale, character, operational or land requirements are complementary to and integrated with the Core Precinct and Frame Precinct.

### **3.5.2 Preferred uses**

The following land uses are preferred in the Civic and Community Precinct:

- Civic
- Community

Other land uses may be developed provided those other land uses do not detract from or jeopardise the provision of the preferred land uses.

### **3.5.3 General development purposes and intents**

For the purposes of section 6(2) of the *Planning and Development Act 2005*, section 6 bodies undertaking public works in the Civic and Community Precinct are to have regard to the following development purposes and intents:

- (a) A minimum 8% landscaping being provided, comprising both 'hard' brick paved pedestrian areas and 'soft' landscaped areas, with the calculation including the adjoining road reserve (verge) areas.
- (b) A nil setback shall apply to all development fronting the shared access way on the northeastern edge of the Civic and Community Precinct. A greater setback may be considered on individual merit.
- (c) Loading, servicing, bin and material storage areas, including air conditioners, compressors and other similar machinery, shall be screened from view from streets and public areas by an enclosure in the style and material of the associated building.
- (d) Roof mounted mechanical equipment and air conditioners, if required, shall generally be screened from view by the roof form or through the use of parapet walls.
- (e) All buildings, streets, access ways, paths and car parking areas shall be well lit to encourage safe use after hours with no light spill into adjoining residential areas.
- (f) Security bollards shall not conflict with pedestrian flow and security shutters upon all buildings (if required) shall be retractable.
- (g) All internal thoroughfares should be appropriately designed so as to sustain high levels of pedestrian movement and permeability.
- (h) Crime prevention through environmental design principles shall be incorporated into all development.
- (i) All drainage shall be restricted to pre-development flows. Should the proponent wish to increase the rate of outflow from the site the Shire's stormwater network shall be upgraded at the proponent's cost.
- (j) The R-AC1 density code shall apply to residential development in the Civic and Community Precinct.
- (k) All new buildings are to consist of at least 2 storeys. Where possible, buildings are to be oriented to adjacent public spaces.

- (l) The car parking standards in **Table 1** shall apply to the Civic and Community Precinct.
- (m) The reciprocal (shared) use of all car parking spaces within the Civic and Community Precinct, Core Precinct, Frame Precinct, and adjoining road reserves is encouraged subject to the applicant adequately demonstrating the potential of land uses and car parking bays to provide for reciprocal (shared) use.

---

## **3.6 Mixed Business Precinct**

### **3.6.1 Objective**

The objective of the Mixed Business Precinct is to provide for the development of the Eaton Commercial Centre in accordance with the Mixed Business zone of TPS3 and the *Eaton Commercial Centre Design Guidelines*.

### **3.6.2 Preferred uses**

The following land uses are preferred in the Mixed Business Precinct:

- Bulky goods showroom
- Health service
- Office
- Eating and drinking
- Light and service industry

### **3.6.3 General development requirements**

This ACP does not impose any additional development requirements for the Mixed Business Precinct.

---

## **3.7 Recreation Precinct**

### **3.7.1 Objective**

The objective of the Recreation Precinct is to provide for district level recreation facilities.

### **3.7.2 Preferred uses**

The following land uses are preferred in the Recreation Precinct:

- Sporting and recreation, and associated club uses

### **3.7.3 General development requirements**

This ACP does not impose any additional development requirements for the Recreation Precinct.



---

## **3.8 Residential / Mixed Use Precinct**

### **3.8.1 Objectives**

The objectives of the Residential / Mixed Use Precinct are:

- (a) To provide for residential development in accordance with the provisions and policies of Town Planning Scheme No.3.
- (b) To provide for development for office and medical services in accordance with Additional Use 19 of Town Planning Scheme No.3 and any applicable local development plan.
- (c) To provide land for investigation of non-retail mixed business purposes in the long term in accordance with the *Local Planning Strategy*.

### **3.8.2 Preferred uses**

The following are the preferred land uses in the Residential / Mixed Use Precinct:

- Residential
- Office
- Health service

### **3.8.3 General development requirements**

This ACP does not impose any additional development requirements for the Residential / Mixed Use Precinct.

---

## **3.9 Residential Precinct**

### **3.9.1 Objective**

The objective of the Residential Precinct is to be developed in accordance with the provisions and policies applicable to the Residential zone and Additional Use 10 of Town Planning Scheme No.3.

### **3.9.2 Preferred uses**

The following are the preferred land uses in the Residential Precinct:

- Residential
- Home based office

### **3.9.3 General Development Requirements**

This ACP does not impose any additional development requirements for the Residential Precinct.

## **4 Additional planning requirements**

---

### **4.1 Transport impact assessment**

Prior to any major development (as defined in the Activity Centres for Greater Bunbury Policy) or cumulative development which reaches major development thresholds, a Transport Impact Assessment (TIA) is to be prepared to the satisfaction of the Shire of Dardanup to address the following, but not limited to:

- (a) Intersection Analysis for Eaton Drive (e.g. Intersection treatments along Eaton Drive with Watson Street, Hamilton Road and Blue Wren Drive based on ultimate traffic volume (2051).
- (b) Crash Analysis for Eaton Drive.
- (c) The TIA to include Main Roads WA's Mandurah- Dunsborough Traffic Model forecast volumes for Eaton Drive in order to indicate the long term (2051) scenario.
- (d) After modelling with the MRWA data (point (c) above), consider the need for a service lane for the proposed mixed use development on the western side of Eaton Drive or a local development plan to control crossover locations.
- (e) Bus stops (close to or within the northern part of the Core Precinct).
- (f) Pedestrian access across major roads (Eaton Drive, Council Drive and Recreation Drive - noting that it is most likely that a four-way signalised intersection of Council Drive/Eaton Drive/Hamilton Road would not be the preferred option).
- (g) The standard of the internal access road servicing the Core and Frame Precincts.

---

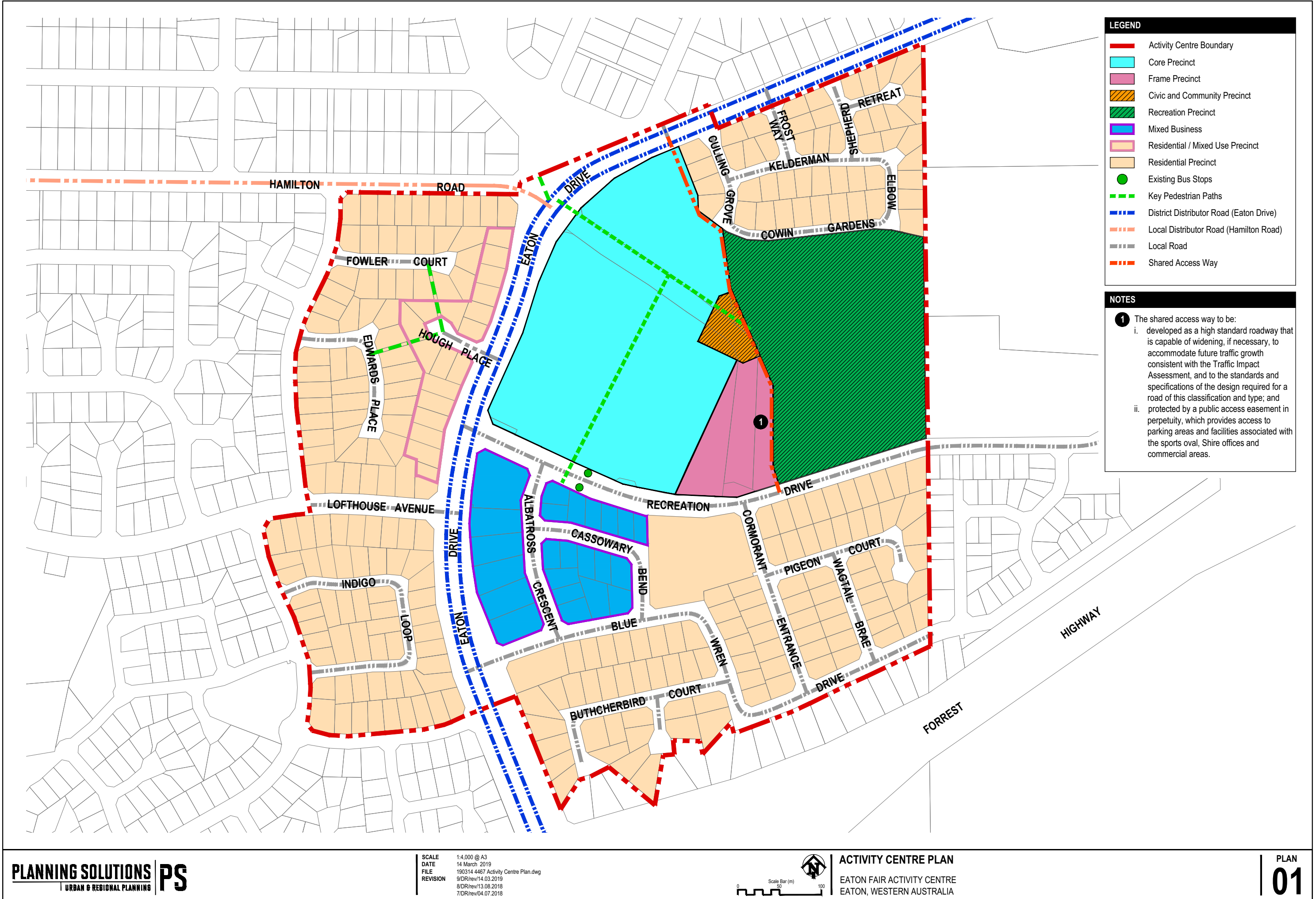
### **4.2 Transport noise impact assessment**

A transport noise impact assessment is to be undertaken prior to subdivision or development, in regard to the residential development within the Core Precinct near Eaton Drive.

---

### **4.3 Parking strategy**

Prior to any major development (as defined in the Activity Centres for Greater Bunbury Policy) or cumulative development which reaches major development thresholds, a parking strategy is to be prepared to the satisfaction of the Shire of Dardanup prior to development of the Core, Frame and Civic and Community Precinct.





---

## **Eaton Fair Activity Centre Plan Part Two - Explanatory report**



---

# 1 Introduction

---

## 1.1 Purpose

This Activity Centre Plan (**ACP**) report has been prepared on behalf of Citygate Properties Pty Ltd (**Citygate**), the registered proprietor of Lot 1108 (2) Recreation Drive, Eaton which forms part of the Eaton Fair Activity Centre (**EFAC**).

This ACP applies to the EFAC and its walkable catchment. The intent of this ACP is to provide a strategic platform for the expansion and redevelopment of the EFAC, in line with State and local strategic planning documents. This ACP superseded the Eaton Town Centre Structure Plan (**ETCSP**).

The Eaton Fair ACP sets out the overall vision and implementation strategy for the expansion and redevelopment of the EFAC. The EFAC expansion and redevelopment will also be implemented through a concurrent amendment to the Shire of Dardanup's (**Shire**) Town Planning Scheme No. 3 (**TPS3**).

Ultimately, the EFAC is envisaged to transform into a high-quality district centre which, in line with the Activity Centres for Greater Bunbury Policy (**ACGBP**), will provide the surrounding communities with:

- integrated shop/retail, entertainment, medium-high density residential and civic land-uses within the walkable catchment and easily accessible via public transport, solidifying Eaton Town Centre as the focal point of the Eaton community; and
- a multi-functional district centre which maximises opportunities for social interaction and provides a strong basis for local economic development.

This ACP was approved by the Western Australian Planning Commission on 5 October 2017. It has been further amended to incorporate an extension to the north of the Eaton Fair Shopping Centre and the relocation of the Shire's administration building.

---

## 1.2 Background

### 1.2.1 Original developments

By the mid-1990s, residential growth in Eaton led to demand for the development of the EFAC. In 1996, the Shire granted planning approval for a shopping centre of approximately 14,500m<sup>2</sup>, with a retail floor space component of approximately 9,200m<sup>2</sup>. The first stage of the shopping centre was constructed in 2001 with a gross leasable area of 6,685m<sup>2</sup>.

In 1999, planning was underway for development of the Eaton Commercial Precinct, comprising the commercial land south of Recreation Drive and east of Eaton Drive. Some commercial projects had commenced development in the Eaton Commercial Precinct by 2001.

By 2004, residential development in the fringes of the EFAC was largely complete, and Council Avenue (now Council Drive) was extended, linking Hamilton Road with Recreation Drive.

### **1.2.2 Early proposals for expansion**

In 2004, the Shire prepared, advertised and lodged with the Western Australian Planning Commission (**WAPC**) the Dardanup Commercial Centres Strategy, Eaton Town Centre Plan and Amendment No. 132 to TPS3. Amendment No. 132 proposed to add additional uses including 'Drive-In Take Away Food', 'Extensive Retail Use', 'Public Amusement' and 'Showroom' for the portion the subject site zoned 'Other Community Use' and located near the south eastern corner of Eaton Drive and Council Drive.

In October 2007 the WAPC endorsed the Dardanup Commercial Centres Strategy subject to the Eaton Fair Shopping Centre being limited to a maximum retail floorspace of 6,000m<sup>2</sup>. At the same time, the WAPC advised it will recommend to the Minister for Planning that Amendment No. 132 be refused and the Eaton Town Centre Plan not be endorsed as they both proposed retail expansion greater than 6,000m<sup>2</sup> outside of the Commercial Zone. The Shire, on 19 December 2007, subsequently determined not to proceed with the Dardanup Commercial Centres Strategy as the document had become outdated.

### **1.2.3 Eaton Town Centre Structure Plan and expansion of Eaton Fair**

On 21 November 2007 and prior to the Greater Bunbury Region Scheme coming into operation, the Shire granted approval to a development application to expand the Eaton Fair Shopping Centre, including an extension to the supermarket, addition of a discount department store and additional speciality shops. The approved net lettable retail floor area that the public have access to was 15,100m<sup>2</sup> and the approved expansion was contained wholly within the Commercial zone pursuant to TPS3 at the time.

In 2009, the proposed ETCSP was lodged with the Shire, together with associated Amendment 168 to TPS3 to rezone the shopping centre site 'Development'. The ETCSP aimed to transform the existing Eaton Fair Shopping Centre into a contemporary main street designed town centre and to guide long term future development of the site towards becoming an innovative, community focused town centre, and it created a pedestrian prioritised environment by employing 'main street' design and delivering a diverse land use mix comprising commercial, office, entertainment, civic and mixed use residential land uses.

In May 2010, the Shire adopted the proposed ETCSP and associated Amendment 168 to TPS3. On 17 January 2012, the WAPC endorsed the ETCSP.

In May 2013, the Shire was provided with preliminary development plans for the proposed extension of the Eaton Fair Shopping Centre. On 15 May 2013, the Shire determined the preliminary development plans represented a minor change to the ETCSP that did not materially alter the intent of the ETCSP, and approved the minor change to the ETCSP pursuant to clause 3.15.7.21 of TPS3.

A development application for the extension of the Eaton Fair Shopping Centre was approved by the South-West Joint Development Assessment Panel at its meeting held on 1 August 2013. The approved development included a total of 15,098m<sup>2</sup> of net lettable retail floor area that the public have access to in the Shopping Centre.

On 15 July 2014, a request to modify the ETCSP was lodged with the Shire, to facilitate the development of a fast food outlet on land fronting Recreation Drive and to incorporate the minor modifications which were previously approved by the Shire in May 2013 and approved by the Development Assessment Panel in August 2013. The modifications to the ETCSP were approved by the Shire on 9 September 2014.

#### **1.2.4 Activity Centres Policy and Activity Centre Plan**

In April 2007 the WAPC prepared the Interim Greater Bunbury Commercial Centres Strategy (**Interim Strategy**). The Interim Strategy was mainly concerned with the location, distribution, broad design criteria and staging of development of commercial centres at the regional and district level and its hierarchy was based on the floorspace cap principle.

In 2010 the WAPC indicated a move away from retail floorspace caps and a focus on the role and function of, a mix of land uses in, and consolidating residential development in activity centres; this is reflected in Directions 2031 and Beyond (August 2010) and State Planning Policy 4.2 Activity Centres for Perth and Peel (August 2010). In April 2012 the WAPC published the ACGBP, which was based on State Planning Policy 4.2 Activity Centres for Perth and Peel. The ACGBP replaced the Interim Strategy.

As a consequence of these strategic policy changes, there has been a move away from prescribing a maximum floorspace cap for the EFAC. For instance, in 2007 various documents set about prescribing a maximum retail floorspace of 6,000m<sup>2</sup>, 7,500m<sup>2</sup>, and 11,700m<sup>2</sup> (concurrently); none of which reflected the development approval that had been granted for 15,100m<sup>2</sup> of retail NLA (that the public have access to) floorspace at the Eaton Fair Shopping Centre. Over time, with the change in strategic policy direction the documents that sought to limit retail floorspace of the EFAC were rescinded, superseded or not proceeded with.

The last document to prescribe a retail floorspace limit for the EFAC – the ETCSP – was replaced in October 2017 by this ACP. This ACP set out a framework for the expansion and development of the EFAC in a manner consistent with the ACGBP, with a focus on the role and function of the EFAC, the mix of land uses, identification of opportunities for residential development, and design principles for new development.

#### **1.2.5 Land acquisition**

The amendments to the ACP are promulgated by the Shire's decision of 30 May 2018 to sell Lot 500 Council Drive to Citygate Properties Pty Ltd. The sale of Lot 500 will facilitate the relocation of the Shire's administration office onto Lot 1108 (2) Recreation Drive. The ACP currently designates Lot 500 for Civic and Community purposes.

The proposed amendments to the ACP are intended to guide the future development of Lot 500 and the relocation of the Shire's administration offices.

## 2 Centre Context

### 2.1 Regional context

#### 2.1.1 Statutory framework

##### 2.1.1.1 Planning Framework

The WAPC *State Planning Policy 1 State Planning Framework Policy (Variation No.2)* brings together existing state and regional policies which apply to land use and development in Western Australia. Clause 2.4 provides further detail:

*The State Planning Framework unites existing State and regional policies, strategies and guidelines within a central framework which provides a context for decision-making on land use and development in Western Australia. It informs the Commission, local government and others involved in the planning process on those aspects of State level planning policy which are to be taken into account, and given effect to, in order to ensure integrated decision-making across all spheres of planning.*

In addition to the State Planning Framework, statutory planning documents including region planning schemes, local planning strategies and local planning schemes, and documents prepared under local planning schemes (including policies and structure plans) are relevant to the EFAC.

**Table 1** includes an overview of the policies, strategies, guidelines, schemes and other documents relevant to the EFAC planning framework.

**Table 1 – Planning Framework**

PLANNING DOCUMENT	DESCRIPTION
<b>Acts and regulations</b>	
Appendix 1 ( <b>Model Provisions</b> ) of the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i>	The Model Provisions are to be included in local planning schemes unless the Minister otherwise approves. Refer to Part Two section 2.2.1.7 of this ACP.
Appendix 2 ( <b>Deemed Provisions</b> ) of the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i>	The Deemed Provisions have effect and may be enforced as part of each local planning scheme under section 257B of the <i>Planning and Development Act 2005</i> . Part 5 of the Deemed Provisions provide the statutory basis for the preparation and approval of an ACP.
<b>State planning policies</b>	
<i>State Planning Policy 3.1 Residential Design Codes (R-Codes)</i>	The R-Codes applies to all residential development.
<i>State Planning Policy 3.6 Development Contributions for Infrastructure</i>	Sets out the principles and considerations that apply to development contributions for the provision of infrastructure in new and established urban areas.
Appendix 2 ( <b>Model Centre Framework</b> ) of <i>State Planning Policy 4.2 Activity Centres for Perth and Peel (SPP4.2)</i>	The Model Centre Framework is specifically included as a relevant consideration for the preparation of an ACP, pursuant to clause 3.3(2) of the ACGBP. Part Two of this ACP has been structured based on the Model Centre Framework.

PLANNING DOCUMENT	DESCRIPTION
<b>Regional strategies</b>	
<i>Greater Bunbury Strategy 2013</i>	The <i>Greater Bunbury Strategy 2013</i> has been prepared by the Department of Planning to guide urban, industrial and regional land use planning; and associated infrastructure delivery in the Greater Bunbury sub-region in the short, medium and long terms.
<b>Regional and sub-regional structure plans</b>	
<i>Greater Bunbury Structure Plan 2013</i>	The <i>Greater Bunbury Structure Plan 2013</i> identifies land ahead of the rezoning process so that future development can occur in a logical manner in response to future growth trends. In considering the long-term implications for a population of 150,000 in the Greater Bunbury sub-region, an Urban Expansion area has been identified in the area east of Eaton.
<b>Strategic Policies</b>	
<i>Activity Centres for Greater Bunbury Policy</i>	The ACGBP specifies the broad planning requirements for the planning and development of new activity centres and the redevelopment and renewal of existing centres in the Greater Bunbury Region. Section 3.3 of the ACGBP specifies the circumstances in which an ACP is prepared, and the matters which are to be addressed by an ACP. Table 4 of the ACGBP summarises content of an ACP and its performance indicators. This ACP has been prepared in accordance with the ACGBP.
<b>Operational Policies</b>	
<i>Liveable Neighbourhoods</i>	Clause 3.3(2) of the ACGBP requires ACPs to address Element 7 of <i>Liveable Neighbourhoods</i> , relating to activity centres. A modified version of <i>Liveable Neighbourhoods</i> was in late 2015 released in draft for public comment. This modified version has been addressed in this ACP in lieu of the current version.
<i>Structure Plan Framework</i>	Clause 3.3(2) of the ACGBP requires ACPs requires ACPs to address the model provisions pertaining to structure plans. The <i>Structure Plan Framework</i> sets out the content and requirements for structure plans and ACPs, and this ACP has been prepared in accordance with the <i>Structure Plan Framework</i> .
<i>Designing out Crime Guidelines</i>	The <i>Designing out Crime Guidelines</i> provides principles for designing out crime.
<i>Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development (DCP 1.6)</i>	DCP 1.6 provides principles for integrating land use and built form with transit.
<b>Local planning strategies</b>	
<i>Shire of Dardanup Local Planning Strategy</i>	The <i>Local Planning Strategy</i> provides the overall vision and strategy for the future of the Shire, responding specifically to community needs and population growth. The <i>Local Planning Strategy</i> will inform the preparation of a new local planning scheme and is the principal strategic framework for the district.
<b>Region planning schemes</b>	
<i>Greater Bunbury Region Scheme (GBRS)</i>	The GBRS reserves and protects land for regional transport, infrastructure, conservation, recreation and public purposes; zones land for living, working and rural land uses; and provides a mechanism for certain development having regional significance to be considered and approved by the WAPC. Refer to Part Two section 2.1.1.2 of this ACP for consideration of the GBRS.

PLANNING DOCUMENT	DESCRIPTION
<b>Local planning schemes</b>	
<i>Shire of Dardanup Town Planning Scheme No.3 (TPS3)</i>	TPS3 zones land for the purposes described in TPS3, makes provision for the nature and location of buildings, and other matters necessary or incidental to town planning or housing. Refer to Part Two section 2.1.1.3 for detailed consideration of TPS3.
<i>Shire of Harvey and Shire of Dardanup Joint Town Planning Scheme No. 1</i>	The objective of the <i>Joint Town Planning Scheme No.1</i> is to make provision for the construction of new roads and/or the upgrading of existing road, including the construction of a bridge over Collie River to link Eaton and Treendale. It does not apply to the EFAC.
<b>Structure Plans</b>	
<i>Eaton Fair Activity Centre Plan</i>	This plan.
<b>Local Planning Policies</b>	
<i>Policy DEV16 Residential Design Guidelines</i>	This policy provides design standards for residential infill development in Eaton.
<i>Policy DEV22 Eaton Commercial Centre Design Guidelines</i>	The <i>Eaton Commercial Centre Design Guidelines</i> , adopted in 1999 and updated 11 April 2001, provide guidance for the consideration of discretionary elements of the Mixed Business zone in the EFAC. The Design Guidelines will continue to apply, without modification.
<i>Policy DEV33 Application of Clause 3.4.1 – ‘Grouped Dwellings Requirements’ of Town Planning Scheme No.3</i>	This policy clarifies application of clause 3.4.1 of TPS3.

Relevant provisions of the principal statutory planning documents, being the GBRS and TPS3, are described below.

#### 2.1.1.2 Greater Bunbury Region Scheme

The land comprising EFAC is zoned Urban under the GBRS.

Clause 12(a) of the GBRS describes the purpose of the Urban zone as follows:

*Urban — to provide for residential development and associated local employment, recreation and open space, shopping, schools and other community facilities.*

Approval from the WAPC is required for certain development on land in the Urban zone, in accordance with the WAPC resolution RES 2014/03 made under clause 27 of the GBRS (as amended from time to time). Specifically, approval of the WAPC is required for the following:

*Development in an activity centre relating to a building or extension/s to an existing building for shop-retail purposes where the development proposed constitutes a Major Development under the Activity Centres for Greater Bunbury Policy.*

*Exceptions*

*Development generally in accordance with WAPC endorsed Activity Centre Structure Plans.*

‘Major development’ is defined in the ACGBP as:

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

- *proposed building is more than 10,000m<sup>2</sup>; or*

- *extension/s is more than 5,000 m<sup>2</sup>.*

The WAPC can delegate determination of development proposals under the GBRS to local governments. The WAPC Instrument of Delegation DEL 2014/01 (as amended from time to time) provides for the delegation of the following types of applications to local government for determination:

*Development in an activity centre which is for shop-retail purposes and which requires planning approval under the GBRS and which is for one or more of the following kinds—*

- (a) Development generally in accordance with a WAPC endorsed activity centres structure plan;*
- (b) Development for which the local government decides to refuse approval under the GBRS.*

This ACP provides for retail development within the Core Precinct. Major development proposing shop/retail land uses *outside* of the Core Precinct will require determination under the GBRS.

#### 2.1.1.3 Shire of Dardanup Town Planning Scheme No. 3

The Shire's TPS3 establishes zoning and reservations to guide land use and development at a local level. The following TPS3 zones currently apply to the EFAC.

##### *District Centre zone*

The objective of the District Centre zone is:

- *To designate land for future development as an activity centre.*
- *To provide a basis for future detailed planning in accordance with the structure planning or activity centre planning provisions of this Scheme or any relevant Activity Centres State Planning Policy.*

The District Centre zone currently applies to the land within the Core Precinct under the ETCSP.

##### *Mixed Use zone*

The objective of the Mixed Use zone is:

- *To provide for a wide variety of active uses on street level which are compatible with residential and other non-active uses on upper levels.*
- *To allow for the development of a mix of varied but compatible land uses such as housing, offices, showrooms, amusement centres, eating establishments and appropriate industrial activities that are of a scale and nature which do not generate nuisances detrimental to the amenity of the district or to the health, welfare and safety of its residents.*

The Mixed Use zone currently applies to the land within the Frame Precinct under the ETCSP.



### *Mixed Business zone*

The objectives of the Mixed Business Zone are:

- *To provide for a variety of commercial activities such as warehouses, showrooms, service industries, offices, wholesaling, motor repair facilities and extensive retail which by virtue of their scale and character are generally not appropriate to, or cannot conveniently or economically, be accommodated within the Business-Commercial or Industry zones.*
- *To ensure the design and landscaping of development provides a high standard of safety and amenity and contributes towards a sense of place and community within the service area.*

### *Residential zone*

The objectives of the Residential zone are:

- *To achieve a high standard of residential development in accordance with contemporary planning and development practice for the benefit of the community.*
- *To enhance the character and amenity of residential areas.*
- *To provide for residential development at a range of densities with a variety of housing types to meet the needs of the community.*
- *To provide an opportunity for residents to undertake occupations ancillary to the use of their dwelling that are compatible in character, scale and operation with the residential use and which will not have an adverse effect upon the existing character and amenity of these areas.*

The areas within EFAC currently zoned Residential comprise land within the walkable catchment of the EFAC with an applicable density code of R12.5, with the exception of 14 lots with an applicable density code of R20 west of Cormorant Entrance, and two superlots with an applicable density code of R30.

TPS3 includes the following development standards for development in the Residential zone:

- Clause 3.3.1 – Allows the Shire to increase street setbacks for single houses to 9m.
- Clause 3.3.2 – The Shire can recommend approval to subdivision to create lots which are less than the minimum site area required under the R-Codes.
- Clause 3.3.4 – Provides for single houses on land with a density code of R12.5 with site areas less than the minimum site area required under the R-Codes.
- Clause 3.4.1 – Development standards for grouped dwellings can be modified.
- Clause 3.6.1 – Residential building greater than two storeys are to be provided with lifts.
- Clause 3.6.1 – Residential building greater than two storeys are to be designed to conceal service pipes.
- Clause 4.7.1 – Provides for secondary street setbacks.

- Clause 4.12 – Provisions relating to outbuildings.

The ACP proposes no changes to development standards of TPS3.

In addition to the above zones, the following additional uses and special developments areas apply to the EFAC under TPS3.

#### *Additional Use 10 – Aged Accommodation Facilities*

Additional Use 10 (**A10**) applies to 15 Residential-zoned lots bounded by Recreation Drive, Cormorant Entrance, Blue Wren Drive and Cassowary Bend. A10 provides for the development of aged accommodation facilities including nursing home, clubhouse, and amenities building, subject to compliance with the R30 standards of development. The major landholding subject to Additional Use 10 is 1 Cormorant Entrance, comprising Sanctuary Gardens. No change to A10 is proposed by the ACP.

#### *Additional Use 19 – Consulting Room, Medical Centre and Office*

Additional Use 19 (**A19**) applies to Residential-zoned land within the Residential Mixed Use Precinct under the ETCSP. A19 provides for the additional uses of consulting rooms, medical centre and office to be undertaken subject to the following five conditions:

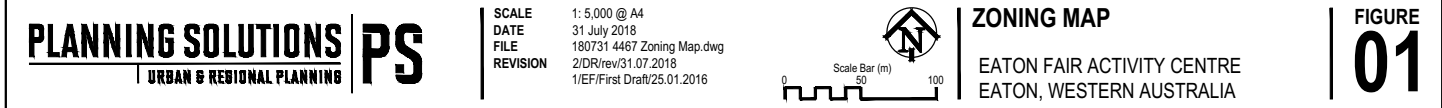
- (a) *Development shall comply with the provision of TPS3, including any Local Development Plan required or prepared by the local government.*

*An additional use for Lot 273 will not be supported until alternative access arrangements can be demonstrated to the satisfaction of the Shire of Dardanup given direct access from this lot to Eaton Drive cannot be supported on traffic management grounds.*

- (b) *Additional Use subject to development approval in accordance with Clauses 7.1 and 7.2 of TPS3, as a 'D' use, and conditions imposed by Council at the time of development approval.*
- (c) *All car parking associated with the Additional Use shall be located within the development site.*
- (d) *All car parking associated with the Additional Use shall be designed and located to ensure vehicles can exit the development site in forward gear.*
- (e) *In considering proposals the local government may impose conditions requiring shared crossovers and vehicular access to lots and may require access easements to secure vehicular access rights.*

No change to A19 is proposed by the ACP.

Refer to **Figure 1** for a plan identifying the existing zoning of the EFAC under TPS3 (as amended by Amendment 194).



## Development standards

TPS3 includes the following development standards:

- Clause 3.1.1 and 3.1.2 – Provides front, side and rear setback and landscaping standards (including the number of shade trees per car parking bay) to be in accordance with Appendix II of TPS3.
- Clause 3.19.1 – Requires consideration to be given to the ACP.
- Clause 4.1.1 – Sets out the car parking requirements for TPS3, and makes provision for due regard to be given to variations as required by the ACP.
- Clause 4.1.2 – Provides the minimum dimensions for car parking spaces.
- Clauses 4.1.4 and 4.1.5 – Provides for garden and tree planting in carparks, and for garden and tree bays to be counted as car parking.
- Clause 4.1.6 – Provision for cash in lieu of car parking.
- Clause 4.2.2 – Provides for inclusion of access driveways in landscaping calculations.
- Clause 4.2.5 – Requires one tree for every 10m<sup>2</sup> of landscaping.
- Clause 4.8.1 – Requires buildings to be in harmony with existing buildings and landscaping.

To allow the ACP to modify the car parking rates otherwise applicable under TPS3 (as currently provided for by the ETCSP), it will be necessary to amend clause 4.1.1 of TPS3 to make specific provision for variation of car parking rates.

### 2.1.2 Centre hierarchy

The EFAC is identified by the ACGBP as a district centre, which services a lesser role than a city centre, being the Bunbury Central Business District (**Bunbury CBD**) and a greater role than neighbourhood centres. The main role/function of a district centre, as defined in Table 2 of the ACGBP, is:

*District centres serve sub-regional catchments and offer a range of essential services, facilities and employment opportunities to support the sub-regional catchments. They perform an important role in Greater Bunbury's economy.*

The typical characteristics of a district centre as defined by Table 2 of the ACGBP are included in **Table 2**.

**Table 2 – Typical characteristics for a district centre**

Characteristic	District centres
Typical retail uses	<ul style="list-style-type: none"> <li>Supermarkets</li> <li>Discount department stores</li> <li>Speciality shops</li> <li>Convenience goods</li> <li>Small/medium scale comparison shopping</li> <li>Personal services</li> </ul>

Characteristic	District centres
Typical office development	Professional and service businesses District level office development Local professional services
Entertainment	Smaller scale restaurant and taverns Amusement parlour Cinema Sub-regional scale recreation/ sporting facilities
Future indicative service population (trade) area	20,000 – 50,000 persons
Walkable catchment for residential density target	400m
Dwelling density per hectare	Minimum 30

The ACP provides for development of the EFAC consistent with the characteristics for a district centre.

### 2.1.3 Catchment area

As a modern and successful trading shopping centre with comprehensive offerings, the EFAC serves an extensive catchment area. The primary trade area includes the suburbs of Eaton and Millbridge. The secondary trade area includes:

- The urban sector to the north including Treendale, Australind, Kingston and Leschenault.
- The area to the west including Glen Iris and Picton.
- Inner rural areas including the townships of Harvey, Brunswick Junction, Roelands, Burekup and Dardanup.
- Outer catchment area to the east including Collie.

The catchment area in 2018 had a population of 54,678 people, exceeding the typical trade area characteristic for a district centre identified in Table 2 of the ACGBP. The population is projected to grow to 63,633 people by 2031.

The majority of residents in the catchment area are able to access the EFAC within a 15 minute drive, reflecting a convenience road network in the area.

Refer to **Appendix A** – Retail Sustainability Assessment.

### 2.1.4 Neighbouring attractors

The principal regional centre servicing the Greater Bunbury region is the Bunbury CBD, located approximately 7.5km to the southwest of the EFAC.

The ACGBP identifies two district centres near the EFAC, being:

- Junction at Treendale, a developing activity centre approximately 5km north of the EFAC identified in the ACGBP as a future district centre.
- Bunbury Forum, an existing district centre 5.5km southwest of the EFAC.

The *Local Planning Strategy* identifies four local centres in the Eaton urban area:

- Pratt Road/Old Coast Road Centre – an existing centre consisting of shop, pharmacy and retail outlets combined with a service station complex.
- Eaton Central Centre – an existing centre.
- Millbridge – a proposed local centre with 1,000m<sup>2</sup> NLA of retail and 2,000m<sup>2</sup> NLA of non-retail community-related uses.
- Southbank – a proposed local centre in the northern extremity of Eaton with 1,000m<sup>2</sup> NLA of commercial.

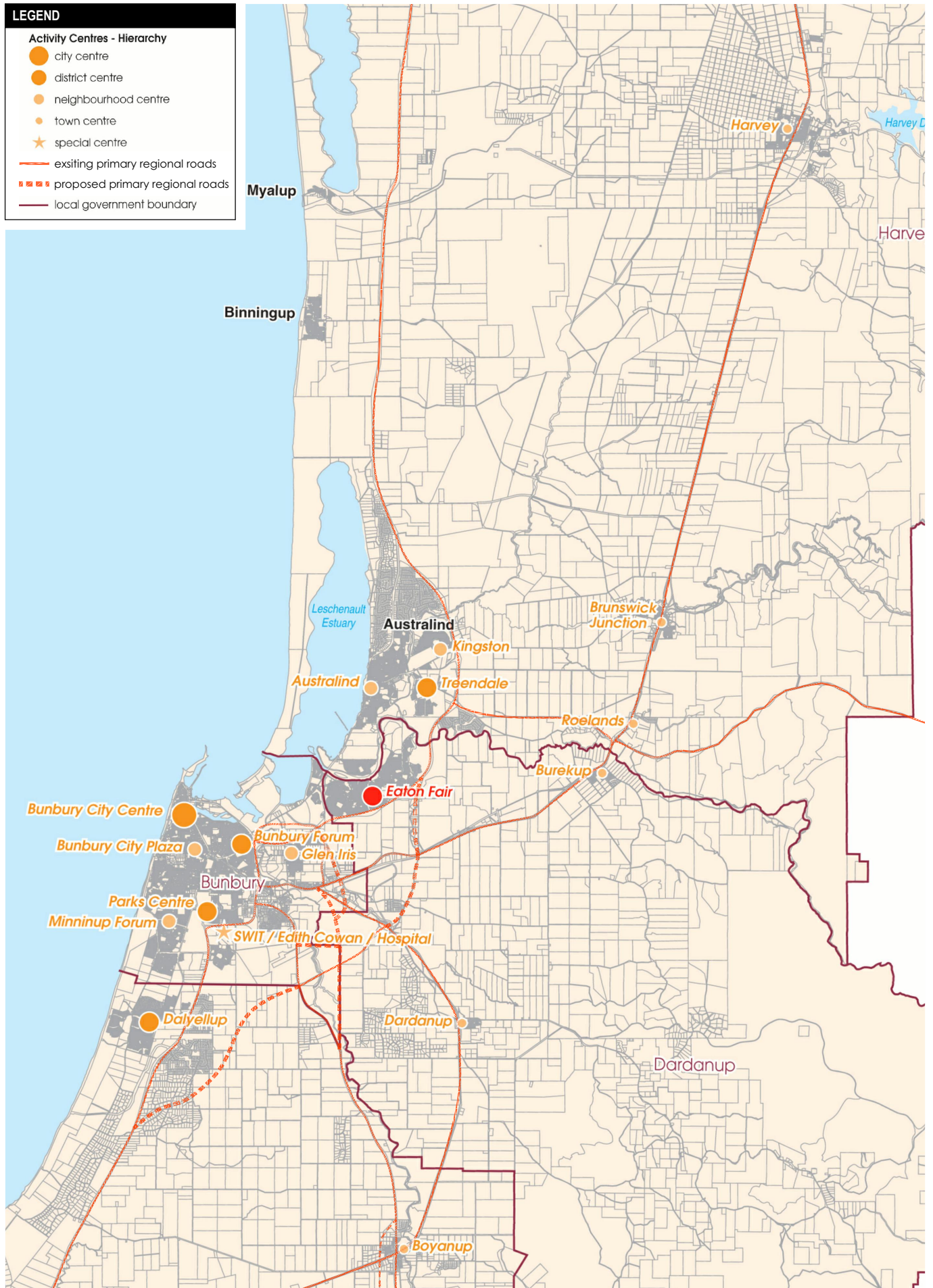
Refer to **Figure 2** which depicts the EFAC in its regional context, and **Figure 3** which shows the local context.



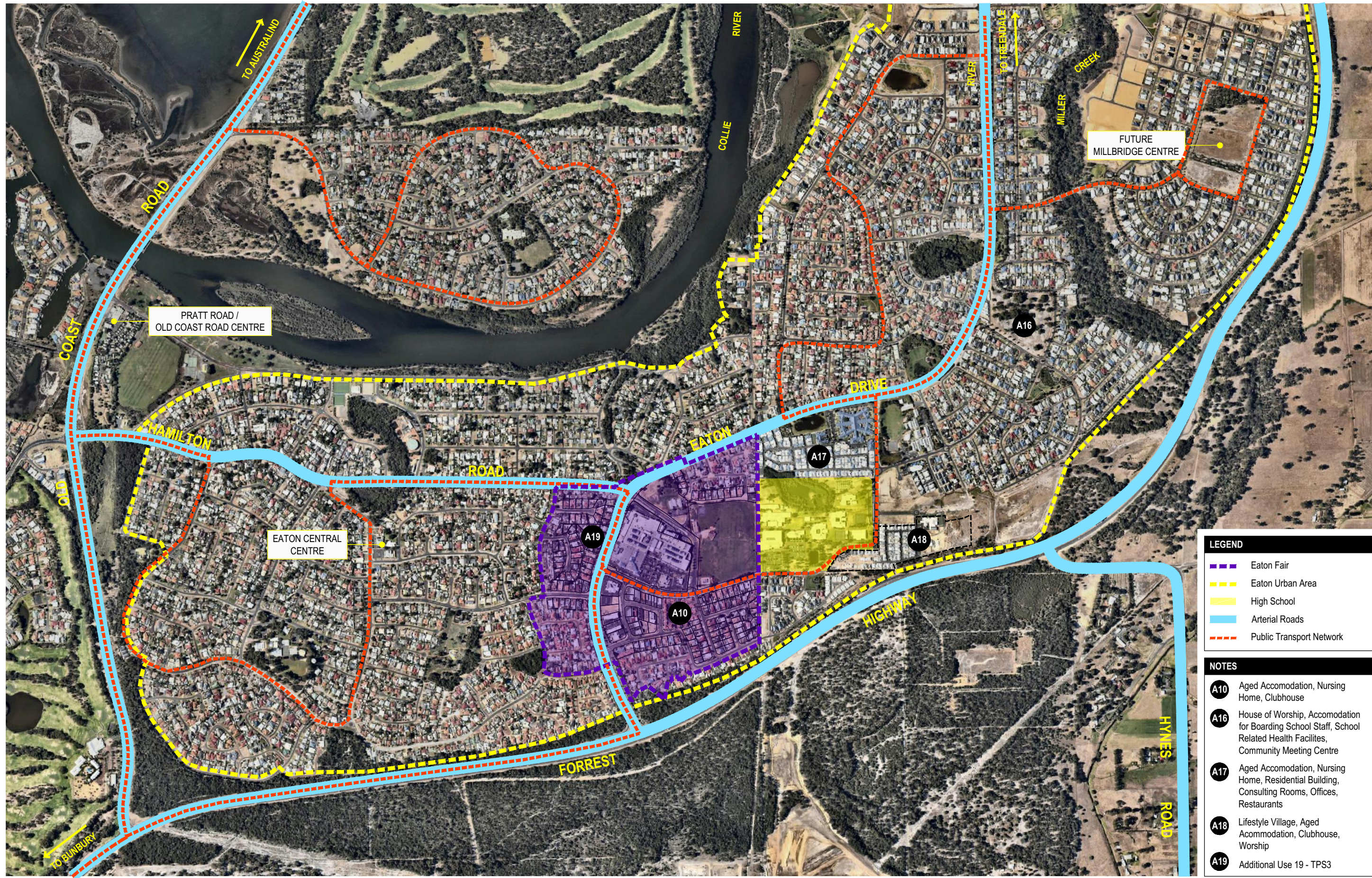
## LEGEND

### Activity Centres - Hierarchy

- city centre
- district centre
- neighbourhood centre
- town centre
- ★ special centre
- existing primary regional roads
- - - proposed primary regional roads
- local government boundary









### 2.1.5 Strategic transport routes

The key transport route connecting to the EFAC is Eaton Drive, an arterial road linking Forrest Highway with the Eaton urban area. Eaton Drive connects directly to Treendale to the north.

The EFAC is approximately 300m north of Forrest Highway. Forrest Highway is a major arterial road which connects the Greater Bunbury Region to Perth. Forrest Highway provides direct access to the Bunbury CBD.

The Outer Bunbury Ring Road is a proposed diversion of Forrest Highway to the east of Eaton to link with Bussell Highway south of Gelorup, which is identified in the *Greater Bunbury Structure Plan 2013*. Detailed planning of the Outer Bunbury Ring Road (Stage 3 – northern section) has not been finalised, and design and location of intersections with Forrest Highway and other roads has not yet been determined.

The *Greater Bunbury Structure Plan 2013* identifies a future high speed railway linking Bunbury with Perth generally following the alignment of Forrest Highway, and with a spur line to the south diverting from the main line south of Eaton. A passenger station is proposed to be located to the east of Eaton.

Refer **Figure 2**, which depicts the EFAC in its regional context.

---

## 2.2 Local context

### 2.2.1 Local policy context

The following section outlines the relevant objectives and targets of the statutory framework, for consideration in this ACP.

#### 2.2.1.1 Greater Bunbury Strategy 2013

The *Greater Bunbury Strategy 2013* includes the following themes:

**Liveable** *Living in or visiting the Greater Bunbury sub-region should be a safe, comfortable and enjoyable experience.*

**Prosperous** *Our success as a regional centre will depend on building on our current diversity and prosperity.*

**Accessible** *All people should be able to easily meet their education, employment, recreation, service and consumer needs within a reasonable distance of their home.*

**Sustainable** *We should grow within the social, economic and environmental constraints placed on us.*

**Responsible** *We have a responsibility to manage urban growth and make the most efficient use of available land and infrastructure.*

The ACP is consistent with these high-level themes. In particular, the ACP provides opportunities and confidence to support job creation that addresses the need for local employment – a specific challenge identified in the *Greater Bunbury Strategy 2013*.

### 2.2.1.2 Activity Centres for Greater Bunbury Policy

Clause 3.3(2) of the ACGBP requires ACPs to address the content requirements in Table 4 of the ACGBP, and the Model Centre Framework. This ACP has been structured to include these requirements.

Specific provisions for ACPs under section 3.3 of the ACGBP are addressed in **Table 3**.

**Table 3: Activity Centres for Greater Bunbury Policy requirements for activity centre plans.**

ACGBP REQUIREMENT	ACP
<b>3.3.1 Defining activity centre boundaries</b>	
<p>(1) <i>Local planning strategies, schemes and district and local structure plans should identify the indicative boundaries of activity centres in both established and new urban areas. In activity centre structure plans, the extent of the boundary should be consistent with the above or as agreed with the responsible authority for the purpose of:</i></p> <ul style="list-style-type: none"> <li>• <i>identifying the extent of applicability of this policy;</i></li> <li>• <i>estimating the growth potential and land use mix of an activity centre; and</i></li> <li>• <i>managing the interface between centre-scaled development and adjacent land.</i></li> </ul>	<p>This ACP extends the boundary of the EFAC beyond that identified in the <i>Local Planning Strategy</i>, primarily by including additional land within the walkable catchment of the EFAC. The expanded boundary is consistent with the ACGBP.</p>
<p>(2) <i>The centre boundary may be defined by factors such as:</i></p> <ul style="list-style-type: none"> <li>• <i>existing zoning in the Greater Bunbury Region Scheme and/or the local planning scheme;</i></li> <li>• <i>topographical features;</i></li> <li>• <i>major infrastructure elements;</i></li> <li>• <i>walkable catchment to major public transport stops; and</i></li> <li>• <i>use of rear boundaries as an interface or transition for land use change.</i></li> </ul>	<p>Refer to Part Two section 2.2.2 of this ACP for detailed consideration.</p>
<p>(3) <i>The resulting centre boundary must contain sufficient land to deliver an appropriate degree of land use diversity for the relevant type and scale of centre. Unduly elongated centre form and ribbon commercial development is not supported, to avoid adverse impacts on the safe and efficient flow of traffic on major through-traffic routes. The Western Australian Planning Commission does not support ribbon development.</i></p>	<p>The ACP boundary contains sufficient land, identified in discussion with the Shire, to allow for the intensification of development in the longer term.</p>
<p>(4) <i>Activity centre structure plans should encompass the whole of a centre as defined by the boundaries.</i></p>	<p>This ACP encompasses the whole of the EFAC.</p>

ACGBP REQUIREMENT	ACP
<b>3.3.2 Diversity and intensity of activity</b>	
(1) <i>Retail, commercial, health, education, entertainment, cultural, recreational and community facilities and higher-density housing should be concentrated in centres in a compact urban form. Diversity of land uses promotes a more equitable distribution of services, facilities and employment and an overall reduction in travel demand.</i>	<p>Retail, commercial, health, education, entertainment, cultural, recreational and community facilities are all provided within the walkable catchment.</p> <p>The EFAC distributes land-uses throughout its seven precincts, where permissibility is as per TPS3. The Residential / Mixed Use Precinct creates opportunities for the agglomeration of compatible land uses, contributing to local economic development.</p>
(2) <i>Land uses that generate activity outside normal business hours (ie. hospitality, entertainment, community facilities, gymnasiums) should be located in activity centres to generate additional evening and weekend activity and to take advantage of shared use of facilities such as car parking and public transport. Lower intensity uses such as showrooms should be located outside the core of activity centres.</i>	<p>Land uses generating activity outside of normal business hours (entertainment, eating and drinking) are largely located within the Core Precinct of the EFAC. This has notable benefits, including:</p> <ul style="list-style-type: none"> <li>• The Core Precinct is centrally located within the activity centre and motor vehicle accessible.</li> <li>• The Core Precinct directly fronts existing bus routes.</li> <li>• The Core Precinct is highly walkable and features attractive public spaces, entirely within the 400m walkable catchment.</li> <li>• The Core Precinct provides rooftop car parking to ensure visual amenity is not compromised during peak periods.</li> </ul> <p>All other low intensity land uses are situated outside of the Core Precinct.</p>
(3) <i>The responsible authority should encourage the inclusion of a mix of land uses (defined in Appendix 1) in activity centre structure plans and, where appropriate, major developments. It should consider the diversity performance target (Table 3) as a guide, having regard to factors such as the extent of land in common ownership, the proposed scale of development and the extent to which the activity centre or its catchment has already developed.</i>	Refer to Part Two section 4.1.3 of this ACP.
(4) <i>This policy encourages activity centres to develop in a manner that does not result in a predominantly single-purpose centre.</i>	This ACP includes a range of land uses to ensure a diverse mix of activities and functions.
<b>3.3.3 Residential density</b>	
(1) <i>Activity centres should be coded under the Residential Design Codes, applying activity centre (defined in Appendix 1) and built form-based controls to enable housing development that complements the desired scale and intensity of other development in the centre. Commercial and residential growth should be optimised through appropriately-scaled buildings and higher-density development within walkable catchments (defined in Appendix 1) of centres.</i>	<p>All Residential, District Centre and Mixed Use zoned land within the EFAC is provided with a density code on the TPS3 Map.</p> <p>It is not proposed to add any further development controls for residential development to augment the existing development controls under the planning framework.</p>
(2) <i>Local planning strategies and schemes and activity centre structure plans should optimise housing potential in walkable catchments and meet density targets in Table 2.</i>	Refer to the detailed consideration in Part Two section 4.3.2 of this ACP.

ACGBP REQUIREMENT	ACP
<b>3.3.4 Employment</b>	
(1) <i>Activity centres are priority locations for employment generating activities and should contribute towards the achievement of local job targets. Local planning strategies and district structure plans should define employment locations and local job targets for activity centres.</i>	<p>The <i>Local Planning Strategy</i> states one of its objectives is to “consolidate the Eaton Town Centre as the commercial and cultural centre of the Shire”.</p> <p>The EFAC has a strong commercial focus within its Core and Frame Precincts. The expansion of the existing Eaton Fair Shopping Centre and construction of additional commercial facilities within both precincts will contribute towards the achievement of local job targets.</p>
(2) <i>Focusing non-retail employment in centres can provide opportunities for clusters of compatible businesses which can lead to greater productivity through information and technology exchange, and more efficient use of infrastructure and services.</i>	A19 makes non-retail uses such as Consulting Rooms, Office and Medical Centre permissible in residential areas fronting Eaton Drive. This provides a clear opportunity for the agglomeration and clustering of knowledge-based firms who share hard and soft infrastructure.
<b>3.3.5 Offices</b>	
(1) <i>Major offices should be located in the City, District and Specialised centres (where appropriate). State and local governments and other public authorities should, wherever possible, locate offices within higher-order activity centres. Office development in District centres should complement the function of the centre while Neighbourhood centres may include small-scale offices.</i>	<p>The site identified for the relocation of the Shire’s administration office is suitably located within the EFAC, adjacent to the town square.</p> <p>Additional office complexes will be constructed within the Core, Frame and Residential/Mixed Use Precincts, which will provide compatible professional district level office development.</p>
(2) <i>Offices, unless incidental to or servicing industrial developments, should not be located on land zoned for industry under the Greater Bunbury Region Scheme or local planning schemes.</i>	Not applicable to this ACP.
<b>3.3.6 Sustainable forms of transport, traffic management and parking</b>	
(1) <i>Activity centres should be accessible by cars and freight vehicles, and particularly by public transport, walking and cycling. It is intended that this policy will guide the planning and provision of public transport infrastructure.</i>	<p>The EFAC is serviced by an existing road network, provides access to each precinct. The road network is expected to develop into a system of District Distributor, Local Distributor, Neighbourhood Connector and Local Roads consisting of Eaton Drive, Recreation Drive and other residential roads.</p> <p>A public transport route runs along Eaton Drive and Recreation Drive. The entire EFAC is within a 400m walkable catchment of the bus stops located on Recreation Drive. The EFAC is well serviced by roads and public transport.</p> <p>The Core Precinct and Civic and Community Precinct are interconnected via an internal network of pedestrian thoroughfares. This is all within a 400m walkable catchment.</p>
(2) <i>Activity centres should consider the principles used in transit-oriented development (defined in Appendix 1) to make it convenient and practicable for residents, employees and visitors to travel by public transport instead of by private car. These principles are elaborated in Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development.</i>	Refer to discussion at Part Two section 2.2.1.4 of this ACP.

ACGBP REQUIREMENT	ACP
(3) <i>High trip-generating activities (defined in Appendix 1) should be located to maximise opportunities to use public transport and to reduce the need for travel between places of residence, employment and recreation.</i>	High trip-generating activities will be located in the core and Mixed Business precincts of the ACP. These precincts are located closest to the timed bus stops on Recreation Drive near Albatross Crescent.
(4) <i>The siting and planning of activity centres and management of traffic should.</i> <ul style="list-style-type: none"> <li>• <i>take account of the current and planned road capacity servicing the locality;</i></li> <li>• <i>ensure that vehicular access to arterial roads do not compromise their safe operation or desired transport function;</i></li> <li>• <i>ensure loading/unloading facilities and associated vehicle manoeuvring areas are designed so as to optimise public safety and convenience;</i></li> <li>• <i>balance regional traffic requirements for travel to, through (where appropriate) and around a centre with local traffic access needs; and</i></li> <li>• <i>sustain high levels of pedestrian movement and an external street-based retail and business environment by providing suitable traffic volumes and permeability within and around the activity centre.</i></li> </ul>	Traffic and servicing matters are addressed in Part Two section 3.5 of this ACP.
(5) <i>The planning of activity centres should also.</i> <ul style="list-style-type: none"> <li>• <i>take account of the need for access and parking priority accorded to different users and modes including public transport, freight/delivery, people with a disability, bicycles, pedestrians and private cars, and balance competing user needs such as workers and visitors;</i></li> <li>• <i>promote an efficient supply of car parking by a suitable allocation of on-street, off-street public and shared parking including cash-in-lieu and reciprocal / shared use arrangements;</i></li> <li>• <i>prioritise access by different users and modes. e.g. central locations for short-stay parking with commuter and other long-stay parking near the edge of centres;</i></li> <li>• <i>enable most parking in higher-order centres to be supplied in the form of public or common-user facilities rather than reserved for a class of users. e.g. customers of a particular site or business; and</i></li> <li>• <i>identify necessary improvements to public transport, walking and cycling infrastructure and capital and recurrent service funding needs.</i></li> </ul>	Car parking is addressed in Part Two section 3.6 of this ACP.
(6) <i>For land within the boundary of an activity centre, the responsible authority should as a rule, set upper limits to car parking in view of opportunities for reciprocal and shared parking, availability of on-street or other public parking and the need for land efficiency.</i>	Car parking is addressed in Part Two section 3.6 of this ACP.

ACGBP REQUIREMENT	ACP
<p>(7) <i>The responsible authority should ensure safe and convenient access for pedestrians and cyclists (including end-of-trip facilities) and people with a disability. These include weather-protected car bays for workers and visitors with a disability.</i></p>	<p>Access for pedestrians and cyclists is considered in Part Two sections 3.3 and 3.4 of this ACP.</p> <p>Access by persons with a disability is confirmed through the provision of dedicated accessible car parking spaces in accordance with the Building Code of Australia, and the provision of paths and ramps in accordance with the relevant standards.</p> <p>The Eaton Fair Shopping Centre is provided with shading to shelter cars from sunlight on the upper deck carpark, and shade trees on the lower level.</p> <p>Clause 4.1.4 of TPS3 requires one shade tree for every 10 car parking spaces. This provision allows for shade trees in standard-size car parking spaces, which are counted as parking bays in parking calculations, thereby incentivising the provision of shade trees.</p>
<p>(8) <i>Parking facilities should be located, scaled, designed (eg. screened by buildings) and landscaped so as to:</i></p> <ul style="list-style-type: none"> <li><i>not visually dominate frontages to streets or other public spaces, or</i></li> <li><i>minimise disruption to the continuity of the urban form and pedestrian amenity within the walkable catchment</i></li> </ul>	<p>New car parking areas for major developments will be located on roofs, decks or undercroft of buildings, to ensure parking areas do not visually dominate streets or disrupt the urban form.</p>
<b>3.3.7 Resource conservation</b>	
<p>(1) <i>In addition to complying with the provisions on resource conservation set out in Liveable Neighbourhoods, activity centre structure plans should also ensure environmentally sustainable outcomes by incorporating innovative design, construction and management principles. Sustainable development principles aim to curb wasteful use of resources and infrastructure through more efficient use of urban land. The design of activity centres can help deliver more sustainable development by supplying higher densities and reducing the consumption of energy, water and other resources. Liveable Neighbourhoods provides further design guidelines for the application of sustainable development principles.</i></p>	<p>Refer to Part Two section 6 of this ACP.</p>
<b>3.3.8 Energy</b>	
<p>(1) <i>The overall consumption of energy in the urban system can be reduced by decreasing the demand for car travel and by designing buildings that heat up in winter and stay cool in summer without recourse to mechanical heating and cooling. Renewable sources of energy, such as solar panels and wind turbines can reduce the carbon footprint of development. Activity centre structure plans should have regard to the following sustainable forms of energy:</i></p> <p><b>Thermal mass</b> <i>The ability of construction materials to absorb, store, and later transmit heat helps buildings to avoid extremes in temperature. Generally heavyweight materials have high thermal mass thus ensuring buildings can maintain a moderate internal temperature year-round.</i></p>	<p>Refer to Part Two section 6.1 of this ACP.</p>

ACGBP REQUIREMENT	ACP
<p><b>Renewables</b> Activity centre structure plans should strive for innovation in energy conservation through design and building orientation, and advocate the installation and use of renewable energy infrastructure such as solar, or wind. Local governments may identify developer incentives to include green energy sources.</p> <p><b>District-wide source</b> Consider the benefits of district-wide sustainable energy sources such as geothermal or combined heat and power processes. These technologies are not yet main-stream and so require economies of scale to make them viable.</p>	
<p>(2) Activity centre structure plans should establish guidelines for new development to ensure that energy-saving design and technology is incorporated through passive solar building orientation and roof designs that facilitate use of photo-voltaic panels, natural ventilation and wind turbines.</p>	<p>Refer to Part Two section 6.1 of this ACP.</p>
<p><b>3.3.9 Water</b></p>	
<p>(1) Changes in climate patterns have seen many areas of the state, including Greater Bunbury, receive less rainfall, which will increase stress on the sources of water supply. Activity centre structure plans should have regard to the following in order to conserve water:</p> <p><b>Waterwise plants</b> While landscaping helps soften the public environment and provide respite consideration must be given to the type of plants used. Landscaped areas should be designed for high water efficiency through use of ‘waterwise’ planting.</p> <p><b>Stormwater management</b> Investigate opportunities to apply Water Sensitive Urban Design principles to manage stormwater from roads and open space; and to incorporate other integrated water systems.</p> <p><b>Efficiency measures</b> Water conservation may extend to buildings through water-saving installation and management measures. Activity centre structure plans may set design controls for water-efficient development including targets to collect and re-use rainwater.</p>	<p>Refer to Part Two section 6.2 of this ACP.</p>
<p>(2) Activity centre structure plans should mandate the use of ‘waterwise’ plants and trees in all centre landscape plans.</p>	<p>The ACP includes requirements for waterwise plants. Refer to Part One section 4.2.2 and Part Two section 6.2.1 of this ACP.</p>
<p><b>3.3.10 Materials and waste</b></p>	
<p>(1) Materials used in construction, and the energy used to make and transport them, can be conserved by the reuse of existing buildings and materials, wherever possible, as well as the use of recyclable materials or building materials from renewable sources. Proposals should have regard to the following in order to reduce materials wastage:</p> <p><b>Cut and fill</b> Where practical, activity centre structure plans should preserve natural land contours to minimise the need for cut and fill practices in the layout of new roads and development.</p>	<p>Refer to Part Two sections 6.3.1 and 6.3.2 of this ACP.</p>



ACGBP REQUIREMENT	ACP
<b>Construction materials</b> <i>Reclaimed or recycled materials can lead to cost savings while reducing landfill. Materials used in construction should be locally sourced, selected for low environmental impact and reclaimed and/or recycled where possible.</i>	
(2) <i>Activity centre structure plans should establish targets for stormwater and greywater use.</i>	Refer to Part Two section 6.3.3 of this ACP.
<b>3.3.11 Bulky goods retailing</b>	
(1) <i>In general, bulky goods retail (defined in Appendix 1) is unsuited to the walkable catchment or the core of activity centres given their size and car-parking requirements, low employment densities and need for freight vehicle access.</i>	<p>This ACP proposes to retain the existing Eaton Commercial Centre, comprising the land zoned Mixed Business pursuant to TPS3. The Mixed Business zone encourages a range of commercial uses, which includes but is not limited to bulky goods retail uses. The Eaton Commercial Precinct is developed with a range of commercial uses, with only limited bulky goods retail.</p> <p>There are vacant sites in the Eaton Commercial Precinct. Not all these sites, if any, will be developed for bulky goods retail. For example, a vacant site at Lots 2 and 3 Albatross Crescent was developed with a drive-through restaurant after an approval was granted for that use in December 2015.</p> <p>Given the lack of suitable land for bulky goods retail in the Eaton locality, the Frame Precinct is proposed to expand the area available for commercial uses such as but not limited to bulky goods retail.</p> <p>The Frame Precinct will include the same urban design controls applicable to the Core Precinct, to ensure that any development (not just bulky goods retail) will be designed in a way which achieves built form objectives of the ACGBP and this ACP. Robust building design provides for uses to change over time. In this way, bulky goods retail may be introduced into the Frame Precinct in the short term, to be replaced with other uses in the longer term when other bulky goods retail precincts are developed.</p>
(2) <i>Bulky goods are displayed and sold from retail showrooms that typically comprise extensive display and storage areas with direct vehicle access and car parking. Bulky goods retailing does not include the sale of food, clothing or personal effects goods.</i>	The ACP does not contain any provisions defining bulky goods retail.
(3) <i>The responsible authority should promote clusters of bulky goods retail adjacent to, or in close proximity to activity centres and the regional road and public transport networks. This should maximise the use of infrastructure, including the shared use of car parking; limit the number of car trips; and economically support other activity centre business.</i>	The proposed Frame Precinct provides for a micro-cluster of tenancies which could be used for bulky goods retail in the short term.
(4) <i>The encroachment of bulky goods retail into residential zones should be avoided. Furthermore, locating such development in an ad hoc manner or as ribbon development along regional roads is discouraged. Bulky goods retail should be developed with access and urban design controls so as not to interfere with traffic flow and safety, or detract from the amenity of public transport or the locality.</i>	No encroachment of bulky goods retail into residential areas is proposed.



ACGBP REQUIREMENT	ACP
(5) <i>Local planning schemes and planning decision-making for bulky goods retail should include consideration of land requirements based on demonstrated future floorspace needs and the need to retain affordable industrial land.</i>	There is not considered to be any benefit to be derived from requiring development applications to demonstrate demand for bulky goods retail; in fact, such a requirement may be anti-competitive and contrary to orderly and proper planning. No such provisions are proposed in this ACP.
(6) <i>The preferred sequence of suitable locations is:</i> <i>I. edge-of-centre sites integrated with, but not within, the walkable catchment or core activity centre precincts;</i> <i>II. where it is demonstrated that sufficient suitable sites in or adjacent to activity centres are not available, out-of-centre mixed business or equivalent zones integrated with established and well-located bulky-goods nodes; and</i> <i>III. in limited circumstances where it is demonstrated that sufficient suitable sites in or adjacent to activity centres or within or integrated with existing bulky-goods nodes are not available, other out-of-centre mixed business or equivalent zones.</i>	This ACP retains the existing Mixed Business area and introduces a new Frame Precinct on the edge of the Core Precinct. This ensures bulky goods retail is integrated into the fabric of the EFAC.

### 2.2.1.3 Liveable Neighbourhoods

Design Principle 4 of the draft *Liveable Neighbourhoods* (2015), relating to activity centres, is to:

*Ensure urban form and lot design facilitate safe and convenient access to services, facilities and employment in mixed land use, main-street format activity centres*

**Table 4** sets out the requirements of *Liveable Neighbourhoods* for activity centres and the ACP response.

**Table 4: Liveable Neighbourhoods requirements for activity centres**

LIVEABLE NEIGHBOURHOODS REQUIREMENT	ACP
<i>4.1 Activity centres are structured in a predominantly main street mixed-use layout. Development is preferably multi-storey, and is located to front streets and or a public plaza/park. Buildings are located close to, or with minimal street setback and detailed to create a strong and identifiable sense of place at a pedestrian scale.</i>	Refer to Part Two section 5 of this ACP, where urban form principles are described.
<i>4.2 Activity centres to comprise a network of pedestrian-scale street blocks that encourage pedestrian activity, facilitate crossing of busy streets and enable vehicle movement within well-defined street blocks where development fronts the street and off-street car parking is located at the rear or side of lots.</i>	The ACP provides for the expansion of the Eaton Fair Shopping Centre, and including various pedestrian and vehicle links for public access which provide for the pedestrian-scale blocks promoted by <i>Liveable Neighbourhoods</i> . Other elements of urban form are described in Part Two section 5 of this ACP.
<i>4.3 Provide local streets parallel to the integrator arterial where it passes through centres to service local traffic and alleviate intensification of movements at integrator arterial intersections.</i>	Refer to Part Two section 3.5.1 of this ACP for consideration of traffic movements through the EFAC.

LIVEABLE NEIGHBOURHOODS REQUIREMENT	ACP
4.4 Within neighbourhood activity centres, the spacing of local streets is reduced to create relatively small pedestrian-scale street blocks designed to restrict vehicular speeds to a level appropriate for an activity centre environment.	Not applicable to a district centre.
4.5 In the retail core of district and higher order activity centres, larger street blocks (typically around 180m x 200m) provided to enable the anticipated anchor retail stores to be incorporated into a main street layout.	The Core Precinct of the ACP, comprising the Eaton Fair Shopping Centre, includes the north-south pedestrian link which breaks up the core and provides the desired size 'street' blocks.
4.6 Centres are provided with an appropriate range and distribution of civic squares, plazas, public open space and other supplementary public spaces. The design of activity centres creates a strong and identifiable sense of place and detailed to create a high quality street environment with shade, shelter, trees, pavement treatment, street furniture, landscaping and urban art.	The ACP makes provision for a town square in the Core Precinct adjacent to the Civic and Community Precinct, which provides a public space adjacent to civic and community use and the core food/entertainment uses.
4.7 Activity centres to include lots to accommodate a mix of uses including retail, office, community purposes, residential and home-based business.	The ACP provides different character precincts within the EFAC, to provide for a mix of land uses.
4.8 Institutional uses and retirement complexes are designed in an efficient urban layout, well connected by streets into the core of the activity centre and to public transport services.	Institutional and aged housing uses are located within the EFAC.
4.9 Lot layouts accommodate state and local government offices, civic and community facilities in activity centres located and designed as landmark buildings.	The ACP incorporates civic and community facilities.
4.10 The street, lot and building layouts and interface treatments to provide compatibility between different uses without relying on spatial separations between uses. Transitions between uses designed to minimise land-use conflict while delivering an efficient urban form. Similar forms of development front each other across streets to provide compatibility and legible streetscapes.	The ACP provides for uses which are compatible with each other, enhancing the streetscape.
4.11 Street reserves within activity centres are to be of sufficient width and designed to provide on-street parking. Streets may be designed to include angle parking where traffic volumes are less than 7,000 vehicles per day.	No new streets are proposed.
4.12 In activity centres, off-street parking is located at the rear of buildings to minimise effect on the streets and designed and managed, as far as practical, as shared, intra-block car parks. Land may be required to be set aside as public carparking where shared parking is intended.	New car parking area will be located on roofs of buildings, to minimise the visual impact of parking lots on streets. A public carpark is provided for in the Mixed Business Precinct.
4.13 Customer parking within local and neighbourhood activity centres is provided primarily on-street. Off street parking primarily limited for staff and resident use and located either to the side or rear of a building. No parking provided in street setback areas.	Given no new streets are proposed and the EFAC is well established, it is not feasible to retrofit existing streets to provide on-street car parking for customers.

LIVEABLE NEIGHBOURHOODS REQUIREMENT	ACP
4.14 <i>In areas that are being developed in advance of a proposed activity centre or transit station, lot dimensions and development are designed to facilitate future intensification which may be required to be facilitated by a local development plan.</i>	Not applicable to this ACP.
4.15 <i>Where land designated for future non-residential use and development is intended to be used for residential purposes in the short term, the mechanisms to transition over time into commercial use and development should be outlined in the structure plan or where redevelopment is intended, in a local development plan.</i>	In relation to the Residential / Mixed Use Precinct, mechanisms for the transition of residential uses to commercial uses will be addressed in the local development plan required under the A19 conditions of TPS3. The local development plan will be separately prepared.
4.16 <i>To enable future land use and development intensification of higher order activity centres, off-street parking areas should be configured to facilitate future transformation into multi-deck car parks.</i>	Decked or undercroft car parking is proposed by this ACP in the Core Precinct.
4.17 <i>Super lots are only supported where it is demonstrated it facilitates land consolidation and/or for land assembly purposes for future urban development and will not be contrary to orderly and proper planning.</i>	The land acquisition to expand the Eaton Fair Shopping Centre will facilitate an integrated development for the Core and Frame Precincts. Pedestrian linkages and easements will ensure development provides a form of development complementary to the urban form requirements of <i>Liveable Neighbourhoods</i> .

#### 2.2.1.4 Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development

The objectives of DCP 1.6 are:

- *To promote and facilitate the use of public transport as a more sustainable alternative to the private car for personal travel, to enhance community accessibility to services and facilities, including employment opportunities, community services and recreational facilities, and to improve equity in accessibility for those who do not own or have access to a car.*
- *To encourage spatial patterns of development that make it easier to plan and efficiently operate public transport services, and for the existing and potential users of public transport to access those services.*
- *To encourage balanced public transport rider-ship along transit corridors by creating places that are destinations as well as points of departure.*
- *To ensure the optimal use of land within transit oriented precincts by encouraging the development of uses and activities that will benefit from their proximity and accessibility to public transport, and which will in turn generate a demand for the use of transit infrastructure and services.*
- *To ensure that opportunities for transit supportive development are realised, both on public and privately owned land, and that transit infrastructure is effectively integrated with other development, to maximise safety, security and convenience for transit users.*
- *To promote and facilitate walking and cycling within transit oriented precincts by establishing and maintaining high levels of amenity, safety and permeability in the urban form, and to promote and facilitate opportunities for integrating transport modes by creating opportunities for convenient, safe and secure mode interchange.*

The ACP provides for a form of development which promotes and enhances the EFAC's relationship with the existing timed bus stops on Recreation Drive near Albatross Crescent, by providing for a strong north-south pedestrian spine through the core of the EFAC, linking the Shire's administration and public library, town square, Eaton Fair Shopping Centre, and the Mixed Business Precinct along a strong and direct pedestrian spine.

Development adjacent to the timed bus stops should be integrated appropriately with the transit stop infrastructure to maximise convenience and safety for transit users.

#### 2.2.1.5 Shire of Dardanup Local Planning Strategy

The relevant objectives of the *Local Planning Strategy* include:

- *Provide a strategic direction for the preparation of Local Planning Scheme No. 9.*
- *Assist employment and economic growth by providing land suitable for retail, commercial, industrial and tourism.*
- *Consolidate the Eaton Town Centre as the commercial and cultural centre of the Shire.*

Specific strategies of the *Local Planning Strategy* are recalled in **Table 5**.

**Table 5 – Local Planning Strategy strategy and implementation for the EFAC**

Strategy	Implementation	ACP
<i>Identify the Eaton Town Centre area as a 'District Centre' as per the Activity Centres for Greater Bunbury Policy.</i>	<i>Zone the area identified on the Strategy Map as 'District Centre' in LPS9 with appropriate scheme provisions to be consistent with the Activity Centres for Greater Bunbury Policy.</i>	This ACP proposes the Core, Frame, and Civic and Community Precincts are zoned District Centre under TPS3, in accordance with the <i>Local Planning Strategy</i> and consistent with the TPS3 purpose of the District Centre zone.
<i>Identify land on Eaton Drive adjoining the Eaton Town Centre for future non-retail uses.</i>	<i>Zone the land identified on Eaton Drive on the Strategy Map as 'Mixed Business – Non Retail' and scheme provisions to be consistent with the Activity Centres for Greater Bunbury Policy.</i>	The ACP reflects this area as a Residential / Mixed Use Precinct (rather than Mixed Business).

The EFAC Plan has been prepared in accordance with the above objectives and strategy.

#### 2.2.1.6 Model Provisions

Pursuant to section 257A of the *Planning and Development Act 2005*, the Model Provisions are to be included in a local planning scheme when the scheme is prepared or adopted, unless the Minister for Planning otherwise approves. The Department of Planning Lands and Heritage's expectation is that the Model Provisions will also be used to guide the format and content of amendments to local planning schemes.

The following provisions of the Model Provisions have been taken into account in the preparation of this ACP.

### *Service Commercial zone*

The Model Provisions includes a model Service Commercial zone with the following objectives:

- *To accommodate commercial activities which, because of the nature of the business, require good vehicular access and/or large sites.*
- *To provide for a range of wholesale sales, showrooms, trade and services which, by reasons of their scale, character, operational or land requirements, are not generally appropriate in, or cannot conveniently or economically be accommodated in, the central area, shops and offices or industrial zones.*

The Service Commercial model zone closely aligns with the existing Mixed Business zone under TPS3. Given this ACP does not propose any changes to the land use permissibility or development requirements of the Mixed Business zone, it is not proposed to rezone the Mixed Business zone to Service Commercial pursuant to this ACP. Instead, it is proposed that the suitability of the Service Commercial zone is investigated as part of the TPS3 review process.

### *Residential zone*

The Model Provisions includes a model Residential zone with the following objectives:

- *To provide for a range of housing and a choice of residential densities to meet the needs of the community.*
- *To facilitate and encourage high quality design, built form and streetscapes throughout residential areas.*
- *To provide for a range of non-residential uses, which are compatible with and complementary to residential development.*

The objectives for the Residential model zone are consistent with the Residential Precinct and Residential / Mixed Use Precinct, and no changes to TPS3 are necessary.

### *Civic and Community reserve*

The Model Provisions includes a model Civic and Community reserve with the following objectives:

- *To provide for a range of community facilities which are compatible with surrounding development.*
- *To provide for public facilities such as halls, theatres, art galleries, educational, health and social care facilities, accommodation for the aged, and other services by organisations involved in activities for community benefit.*

It is proposed that the Civic and Community Precinct is included in the District Centre zone pursuant to TPS3. This is consistent to the approach taken for the zoning of civic and community sites elsewhere in Western Australia, including for example the City of Bunbury's administration offices.

### *Recreational reserve*

The Model Provisions includes a model Recreational reserve with the following objective:

- *Public Purposes which specifically provide a range of public recreational facilities.*

The Recreation Precinct is consistent with the above objective, and no changes to TPS3 are required.

### **2.2.2 Centre boundary**

The boundary of the EFAC boundary has been determined based on the following criteria, derived from clause 3.3.1(2) of the ACGBP:

- It includes all land generally within a 400m walkable catchment (using the 'ped shed technique' in Appendix 3 of *Liveable Neighbourhoods*) of the timed bus stops on Recreation Drive near Albatross Crescent. In addition, land beyond the walkable catchment has been identified by the Shire for inclusion in the EFAC boundary.
- It includes Mixed Business and Development zoned land in the Shire's TPS3, together with land required for the proposed expansion of the EFAC.
- The boundary captures Glen Huon Reserve, in accordance with section 3.3.2 of the ACGBP which states a district centre should provide sub-regional scale recreation/sporting facilities.
- It excludes the recreation centre, being land reserved for high school purposes under the Greater Bunbury Region Scheme (and therefore not subject to TPS3).
- The boundary captures lots along Eaton Drive identified for Future Commercial within Map 2.4 of the Shire's Local Planning Strategy and which are subject to Amendment 188 to the Shire's TPS3.

The resultant boundaries of the EFAC include the existing Eaton Fair Shopping Centre, the Shire's Administration Centre, Glen Huon Reserve, Eaton's Mixed Business precinct, and nearby residential properties. The EFAC's boundary, as proposed, allows for an appropriate mixture of land uses and their integration with movement networks.

The boundary of the EFAC comprises a total area of approximately 51.47 gross hectares. Refer **Figure 4** for a plan identifying the boundary of the EFAC.

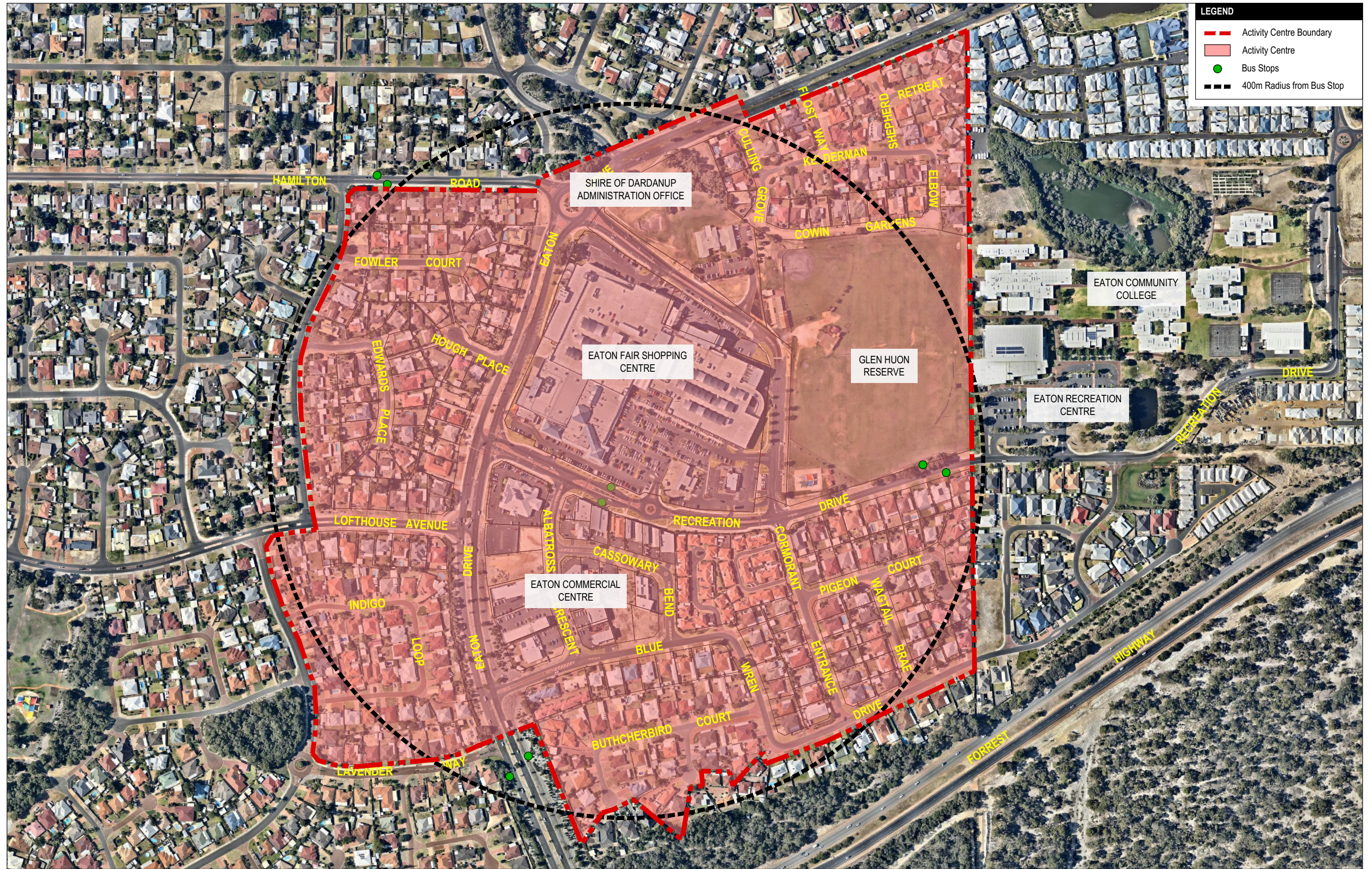
### **2.2.3 Demographic profile**

Demographic analysis supports the growth and expansion of the EFAC. Of note is the following:

- The population in the catchment area is projected to grow at 1.2% per annum, to a total of 63,633 people by 2031.
- The primary trade area comprises areas of young and established families.
- The Eaton Fair catchment area comprises a substantially lower floorspace rate per capita than that of the Greater Bunbury region or the Perth metropolitan area.

Refer to **Appendix A** for an analysis of the demographic profile of the EFAC's catchment area.





**LEGEND**

- Activity Centre Boundary
- Activity Centre
- Bus Stops
- 400m Radius from Bus Stop



## 2.2.4 Defining characteristics

The EFAC is generally surrounded by low-density residential land-uses throughout Eaton and Millbridge, with associated parks and open space scattered throughout. The Eaton Recreation Centre is directly adjacent to the EFAC's eastern boundary. Eaton Community College and associated facilities comprise a large parcel of land to the east of the EFAC, including Glen Huon Primary School. The general area east of EFAC comprises large parcels which contain aged care facilities and elderly village type developments.

Refer to **Figure 3**, which depicts the EFAC in its local context.

There are no identified European historical sites located in the EFAC.

The ACP boundary encompasses approximately 51.47 gross hectares of private and public owned land. The key landholding is Lot 1108 on Plan 402590, a site owned by Citygate with an area of approximately 6.0444ha, developed with the Eaton Fair Shopping Centre and comprising the majority of the Core Precinct of the ACP, and the land subject to the ETCSP. Other major landholdings include:

- Lot 501 on Plan 66681 (Glen Huon Reserve). Owned by State of WA, with an area of approximately 5.9382ha.
- Lot 500 on Plan 66681, developed with the Shire's administration office. Owned by State of WA, with an area of approximately 1.7586ha.

Refer **Figure 5** for a plan depicting land ownership in the EFAC.

The EFAC is surrounded by the localities of Eaton and Millbridge, which are bounded by Collie River to The EFAC is the civic, community, commercial and recreation heart of the Shire. The EFAC is distinct in for having such a range of functions within a 400m walkable catchment of a district centre.

The EFAC has a strong youth presence, due to the proximity of the Eaton Community College, bus stops, skate park, shopping, eating and drinking premises, spaces for people to congregate in public, and reasonable pedestrian and bicycle accessibility to surrounding areas. The ACP will focus on providing public space and facilities for all people, with particular emphasis on the youth.

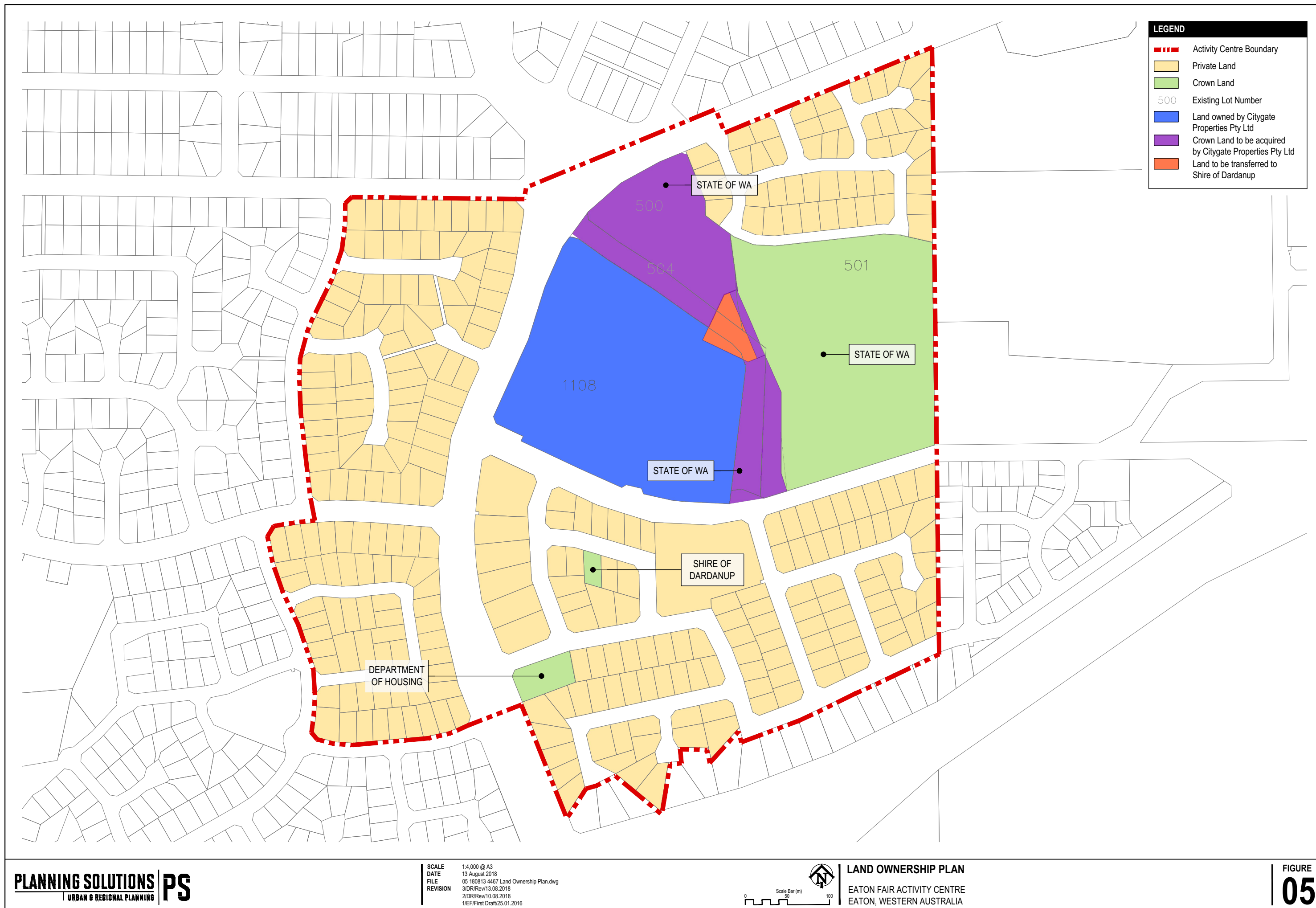
The EFAC is considered to comprise seven distinct precincts, each with a different purpose and function, described as follows.

### 2.2.4.1 Core Precinct

The Core Precinct comprises the current extent of the Eaton Fair Shopping Centre, which includes the area currently addressed in the ETCSP.

The Core Precinct comprises the main retail functions of the EFAC, and is developed with retail, food, entertainment and office uses and associated car parking, centred around a north-south pedestrian spine linking the timed bus stops on Recreation Drive with a town square at the eastern periphery of the Core Precinct.







**Photo 1: Eaton Fair Shopping Centre, looking south towards the town square from Council Drive**



**Photo 2: Shire's existing administration office in the Core Precinct**



**Photo 3: Looking west towards the skate park in the Core Precinct**

This ACP makes provision for the northern extension of the Core Precinct, incorporating Lot 500 which is currently developed with the Shire's administration building and open space. The Core Precinct expansion allows for the extension to the town square, and the provision of a western edge to the town square providing opportunity for more food and entertainment uses to further activate the town square.

#### 2.2.4.2 Frame Precinct

The Frame Precinct comprises the land beyond the eastern edge of the existing Shopping Centre, and including proposed additional land to the east which is to be acquired and developed to facilitate further expansion of the Shopping Centre.

The Frame Precinct will be developed with commercial, residential and short term accommodation uses which are complementary to the Core Precinct, including offices, large format showrooms, medical services, and other car-based activities.

#### 2.2.4.3 Recreation Precinct

The Recreation Precinct comprises the Glen Huon Recreation Reserve, which is developed with a football (AFL) oval, two softball pitches and a playground. The Recreation Precinct is located to the east of the Frame Precinct.

The Eaton Recreation Centre, located to the east of the Recreation Precinct, works in synergy with the Glen Huon Reserve but is excluded from the EFAC by virtue of its reservation for high school purposes under the GBRS.



**Photo 4: Glen Huon Reserve (Recreation Precinct), looking west towards the Eaton Fair Shopping Centre**

#### 2.2.4.4 Civic and Community Precinct

The Civic and Community Precinct provides for the relocation of the Shire's administration building to a more central location in the EFAC on the eastern side of the town square, to the west of the Recreation Precinct. This precinct provides a suitable space for the construction of a purpose-built administration and civic building.



It is proposed the Civic and Community Precinct is zoned District Centre under TPS3. In this respect, the proposed zoning shares similarities with the City of Bunbury administration building which is on land zoned Regional Centre under the City of Bunbury Local Planning Scheme No.8.

#### 2.2.4.5 Mixed Business Precinct

The Mixed Business Precinct comprises the land south of Recreation Drive zoned Mixed Business under TPS3, and developed for a range of uses including bulky goods retail, tavern and restaurant in accordance with the *Eaton Commercial Centre Design Guidelines*.



**Photo 5: Mixed Business Precinct – Albatross Crescent looking north from Blue Wren Drive**

#### 2.2.4.6 Residential /Mixed Use Precinct

The Residential / Mixed Use Precinct comprises residential single houses on land fronting the western side of Eaton Drive, and including houses on Hough Place.

This Precinct is subject to Additional Use 19 of TPS3, which allows the land to be developed for health or office purposes, in accordance with a local development plan. The *Local Planning Strategy* identifies this Precinct as 'non-retail mixed business'.

This Precinct will transform over time. Further investigations may be warranted in the future to review the success of Additional Use 19 and recommend further changes to the statutory framework.

#### 2.2.4.7 Residential Precinct

The Residential Precinct comprises land zoned Residential under TPS3 generally within a 400m walk of the timed bus stops on Recreation Drive. The Residential Precinct is characterised by single houses, including housing designed for aged persons. The housing stock east of Eaton Drive is generally less than 15 years old; housing west of Eaton Drive is typically 20-30 years old.



**Photo 6: Residential Precinct – Sanctuary Gardens development on Blue Wren Drive**

Refer to Part One, **Plan 1** of this ACP, which shows the extent of the above precincts.

## 3 Movement

In order to efficiently provide its services to the surrounding catchment area, the EFAC must have a highly functional movement network which gains safe exterior access via a logical movement network, while being able to accommodate interior access by cars and service vehicles without compromising pedestrian or cyclist safety.

The physical organisation of the EFAC will be supported by a balanced transport network which features safe vehicle intersections, well-connected streets which maximise opportunities for pedestrian/cycle access, and access to bus routes.

The proposed movement network is supported by a Traffic Impact Assessment (**Eaton Traffic Study**), was prepared for the Shire by Cardno in October 2015. The Eaton Traffic Study considered the impact of various planning proposals in the Eaton urban area, and concentrated on impacts and changes to Eaton Drive.

Refer **Appendix B** for a copy of the Eaton Traffic Study.

Refer **Figure 6** for a plan depicting the EFAC's movement networks.

---

### 3.1 Regional perspective

The EFAC has excellent accessibility from the regional road network. Forrest Highway runs to the south of EFAC, connected via Eaton Drive. The EFAC also has direct accessibility to Old Coast Road via Hamilton Road.

#### 3.1.1 Strategic road hierarchy

Eaton Drive is classified as a District Distributor B road under the Main Roads Western Australia (**MRWA**) functional hierarchy. A District Distributor B road performs the following function:

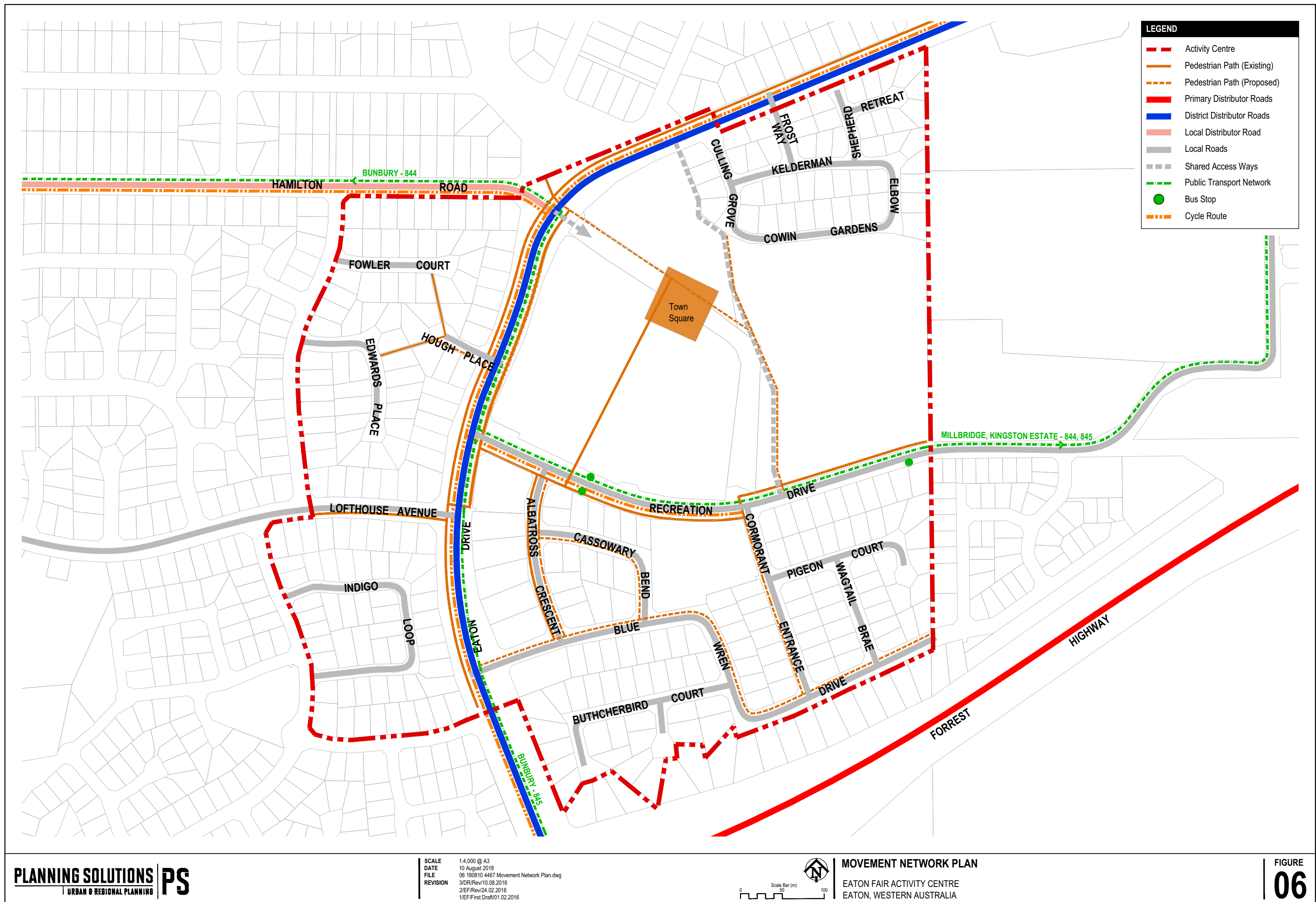
*Perform a similar function to District Distributor A but with reduced capacity due to flow restrictions from access to and roadside parking alongside adjoining property. These are often older roads with a traffic demand in excess of that originally intended. District Distributor A and B roads run between Land-use cells and generally not through them, forming a grid which would ideally space them around 1.5 Kilometres apart. They are managed by Local Government.*

Hamilton Road is a Local Distributor, defined by MRWA as follows:

*Carry traffic within a cell and link District Distributors at the boundary to access roads. The route of the Local Distributor discourages through traffic so that the cell formed by the grid of District Distributors only carries traffic belonging to or serving the area. These roads should accommodate buses but discourage trucks. They are managed by Local government.*

All other public roads in the EFAC (including Council Drive) are Access Roads, defined by MRWA as follows:

*Provide access to abutting properties with amenity, safety and aesthetic aspects having priority over the vehicle movement function. These roads are bicycle and pedestrian friendly. They are managed by Local government.*



### **3.1.2 Points of arrival**

There are ten entry points for people arriving to the EFAC by car, foot and cycle, described as follows:

- Eaton Drive, approaching from the south towards Forrest Highway. This will be the primary entrance for vehicles travelling to the EFAC from the wider region.
- Eaton Drive, approaching from the northeast towards Millbridge and Treendale. Eaton Drive will be the key route used to access the EFAC by much of the its catchment.
- Hamilton Road will be used by much of the EFAC catchment to the west.
- Lofthouse Avenue, to the southwest of the EFAC, will provide access to the EFAC for areas in the catchment to the southwest of the EFAC.
- Recreation Drive provides access to the east of the EFAC, and services the Eaton Recreation Centre, Eaton Community College and other residential areas to the east of the EFAC.
- Hands Avenue (to be ultimately replaced by Watson Street) provides access to the EFAC for areas to the north of the EFAC. Hands Avenue and Watson Street provide vehicle, pedestrian and cycle access to the scenic Collie River foreshore.
- Blue Wren Drive, providing access to a small number of residential properties to the south and southeast of the EFAC.
- High school students from Eaton Community College enter the EFAC by foot via Glen Huon Reserve.
- Pedestrian access to the EFAC is available via the pedestrian access ways linking Fowler Court and Edwards Place with Hough Place. Fowler Court and Edwards Place are accessed via Montgomery Drive, which links to Hamilton Road and Lofthouse Avenue.
- Pedestrians can access the EFAC from Cowin Gardens by crossing Glen Huon Reserve.

Transit passengers will arrive at the EFAC, alighting from local buses at the timed stops on either side of Recreation Drive near Albatross Crescent.

### **3.1.3 Key sites**

Key intersections within the EFAC providing access to the EFAC include the intersections of Hamilton Road and Recreation Drive with Eaton Drive. The Core Precinct is suitably located to benefit from access to these key intersections.

---

## **3.2 Public transport**

### **3.2.1 Partnerships**

The Public Transport Authority is responsible for the TransBunbury bus network servicing the Greater Bunbury region. Stakeholders will continue to collaborate as necessary to provide effective and convenience public transport services.



### 3.2.2 Network provision

Based on information provided by the Public Transport Authority (refer to the Eaton Traffic Study), the EFAC will ultimately be serviced by two commuter bus routes:

- TransBunbury Route 844, connecting Bunbury, Eaton Primary School, the western and northern parts of the Eaton Urban area, and Millbridge, servicing the EFAC via Hamilton Road and Recreation Drive.
- TransBunbury Route 845, connecting Bunbury and the Kingston Estate (Australind) via Treendale, servicing the EFAC via Eaton Drive (south) and Recreation Drive.

Current service frequency to the EFAC is once every 30 minutes during weekdays, hourly during Saturdays and infrequently during Sundays and public holidays.

### 3.2.3 Waiting areas and interchange

The existing timed bus stops on Recreation Drive near Albatross Crescent incorporate pull-over bus bays - a requirement of the Public Transport Authority for a timed stop - and shelters and bins. The bus stops are centrally located in relation to the commercial zoned land in the EFAC, and they provide convenient and direct access by bus passengers to the Eaton Fair Shopping Centre and Mixed Business Precinct. The ACP has been prepared with these bus stops together comprising the focal point of the EFAC walkable catchment.

The existing timed bus stops are considered to adequately service the EFAC. The relocation and/or upgrade of the bus stops is not considered necessary. Further, the ACP does not propose any new development or modifications to development controls on the land adjacent to the bus stops which would trigger design considerations under DCP 1.6.

Refer **Figure 6** – movement network, depicting the public transport routes and stops through the EFAC.



Photo 7: Bus stop on Recreation Drive

Other bus stops in the EFAC include Hamilton Road near Montgomery Drive (these stops only service route 844), Eaton Drive near Lavender Way (these stops only service route 845), and Recreation Drive near house number 31 (opposite Glen Huon Reserve). These stops are on the periphery of the EFAC, and are not as centrally located as the timed stops on Recreation Drive. For this reason, this ACP makes no recommendation as to improvements to these bus stops.

---

### 3.3 Pedestrian movement and amenity

#### 3.3.1 Desire lines

The EFAC includes two principal pedestrian desire lines:

- North-south pedestrian desire line, linking the Shire's administration and library, town square, entertainment and restaurant uses in the Eaton Fair Shopping Centre, retail premises (including supermarkets, discount department store and speciality retail) in the Shopping Centre, the timed bus stops on Recreation Drive, Eaton Tavern, and the Mixed Business Precinct along Albatross Crescent.
- East-west pedestrian desire line, linking the town square with the sporting pavilions and playground in the Recreation Precinct, the skate park in the Civic and Community No.2 Precinct, and Hamilton Road and the Collie River foreshore via Hands Avenue.

Together, these two desire lines provide good pedestrian access to most of the EFAC.



Photo 8: "Main street" pedestrian link south of the town square

#### 3.3.2 Network provision

Much of the EFAC's road networks feature existing shared access footpaths which result in a safe, convenient pedestrian and cycle network. The pedestrian/cycle network comprises:

- 2m wide footpaths along both sides of Eaton Drive.
- Footpaths along both sides of Recreation Drive up to Glen Huon Reserve, where the footpath runs along the north side only.

- Footpath along southern side of Hamilton Road.
- Footpath along western side of Albatross Crescent.
- Footpath along the western side of Hands Avenue.
- Pedestrian access ways linking Fowler Court and Edwards Place with Hough Place.
- Signalled pedestrian crossings at Eaton Drive/Recreation Drive intersection.
- Unsignalled pedestrian crossings of Recreation Drive, Eaton Drive and Hamilton Road.



**Photo 9: Hands Avenue footpath linking the Collie River foreshore with the EFAC**

Paths through private development sites provide additional permeability for pedestrians, and provide multiple choices for routes. Examples of internal footpaths include:

- Path networks within and around the Eaton Fair Shopping Centre.
- Paths through developments south of Recreation Drive in the Mixed Business Precinct, providing access to Recreation Drive and private carparks on Cassowary Bend.

Key pedestrian routes in the EFAC without footpaths include the following:

- The eastern side of Albatross Crescent, which forms a direct continuation of the key north-south pedestrian desire line, and provides access to several premises and to Cassowary Bend.
- Both sides of Cassowary Bend, which services the Mixed Business Precinct and provides access to a public carpark.
- Blue Wren Drive.
- Hough Place, servicing properties in the Residential / Mixed Use Precinct and two pedestrian access ways servicing areas to the west within the walkable catchment of the EFAC.

The footpath network will be extended in accordance with the Shire's Asset Management Plan.





Photo 10: Well-defined pedestrian crossing point



Photo 11: Lack of pedestrian infrastructure on the eastern side of Albatross Crescent



Photo 12: Private pedestrian link through Eaton House, between Recreation Drive and Cassowary Bend

Access between the town square and the Shire's administration office is hindered by stairs at Council Drive, and the lack of pedestrian crossing facilities. Parents with prams, people with wheelchairs and other pedestrians with limited mobility are forced to the west to travel between the town square and the administration office. The extension and levelling of the town square facilitated by this ACP should ensure direct access for all users.

Wayfinding signage should be installed to guide pedestrians through the EFAC via the two main pedestrian desire lines.

Refer **Figure 6** – movement network depicting the pedestrian network.

### **3.3.3 Legibility**

A key tenant of any development proposal is for pedestrian paths to provide a legible network; one that is readily understood by pedestrians and where destinations are identifiable and direct.

---

## **3.4 Cycling**

### **3.4.1 Network provision**

The cycle network in the ACP is limited, with portions of Recreation Drive and Council Drive being the only streets with on-street cycle lanes.

The *Greater Bunbury Regional Bicycle Master Plan* identifies Eaton Drive and Hamilton Road as Activity Centre Connectors, connecting Old Coast Road, Forrest Highway and Treendale with the EFAC.

Refer **Figure 6** – movement network depicting the cycle network.

### **3.4.2 End of trip facilities**

There are modern end-of-trip facilities at the Eaton Fair Shopping Centre, which are underutilised at present and it is not anticipated extra facilities will be required.

### **3.4.3 Cycle parking**

Bicycle parking should be provided in accordance with the R-Codes for residential development, and in accordance with Appendix F of the *Austrroads Cycling Aspects of Austrroads Guides* for non-residential development.

---

## **3.5 Vehicle movement and access**

### **3.5.1 Traffic volumes**

The Eaton Traffic Study prepared by Cardno in October 2015 provides an analysis of traffic volumes in and around the EFAC. Daily traffic volumes were recorded as:

- Eaton Drive – 9,900 vehicles per day
- Hamilton Road – 4,700 vehicles per day

- Council Drive – 3,900 vehicles per day
- Blue Wren Drive – 1,700 vehicles per day

The ACP proposes to close Council Drive in its entirety.

A shared access way is proposed along the eastern boundary of the Core and Frame Precincts, providing access to the Eaton Shopping Centre, Shire administration and library, and the sporting pavilion and playground at Glen Huon Reserve. The Eaton Traffic Study considered two scenarios for this shared access way:

- Scenario 1, where the shared access way links through to Eaton Drive near Watson Street, providing a continuous traffic route between Recreation Drive and Eaton Drive.
- Scenario 2, where the shared access way terminates at the Shire's administration office, and a second shared access way off Eaton Drive near Watson Street provides access to the Civic and Community No.2 Precinct. In this scenario, there is no through access between Eaton Drive and Recreation Drive.

The Eaton Traffic Study considered the following intersections on Eaton Drive in the EFAC:

- A roundabout was considered at the intersection of Eaton Drive and Blue Wren Drive, to assist southbound motorists originating from Lavender Way to undertake U-turn movements at this intersection. The Eaton Traffic Study concluded:

*From a capacity perspective, the intersection operates satisfactory with the existing layout and future traffic volume but from a safety perspective, the roundabout is considered a more suitable option.*

- The Recreation Drive and Eaton Drive signalised intersection has capacity to accommodate future 2031 demand. Right-turn movements from Recreation Drive is operating at a LOS E due to short green time for this manoeuvre.
- Investigation of traffic signals at the Eaton Drive / Hamilton Road / Council Drive roundabout intersection when the bridge over Collie River to Treendale opens, expected to be in 2017. The traffic signals will increase the delay for almost all approaches, but provide for safer movements for pedestrians and cyclists across the intersection. Main Roads Western Australia has advised it will not support signalisation of this intersection if the existing roundabout is shown to perform satisfactorily with future 2031 demand.
- The Eaton Traffic Study notes the existing intersection of Hands Avenue and Eaton Drive does not achieve minimum sightlines required due to the proximity of the Hamilton Road roundabout, and investigates terminating Hands Avenue at Eaton Drive and the provision of a new roundabout intersection on Eaton Drive at Watson Street to the east. This roundabout, if constructed, will also provide access to the shared access way in the Core Precinct.

The Eaton Traffic Study considered the above intersection modifications for comparison with Scenario 1 and Scenario 2. It concluded:

- In Scenario 2, some of the turning movements from Recreation Drive to Eaton Drive are found to have slightly longer delays compared to Scenario 1 but the overall effect on the performance of the Recreation Drive / Eaton Drive intersection as a result of the different scenarios is considered minor.
- If the Eaton Drive / Hamilton Road intersection is signalised, the overall intersection delays are slightly reduced for Scenario 1 when compared to Scenario 2.

There are only minor differences with both options. The ACP proposes to progress with Scenario 1 (though connection between Eaton Drive and Recreation Drive).

This ACP requires a further traffic impact assessment to be undertaken prior major development to address:

- (a) Intersection Analysis for Eaton Drive (e.g. Intersection treatments along Eaton Drive with Watson Street, Hamilton Road and Blue Wren Drive based on ultimate traffic volume (2051).
- (b) Crash Analysis for Eaton Drive.
- (c) The TIA to include Main Roads WA's Mandurah- Dunsborough Traffic Model forecast volumes for Eaton Drive in order to indicate the long term (2051) scenario.
- (d) After modelling with the MRWA data (point (c) above), consider the need for a service lane for the proposed mixed use development on the western side of Eaton Drive or a local development plan to control crossover locations.
- (e) Bus stops (close to or within the northern part of the Core Precinct).
- (f) Pedestrian access across major roads (Eaton Drive, Council Drive and Recreation Drive - noting that it is most likely that a four-way signalised intersection of Council Drive/Eaton Drive/Hamilton Road would not be the preferred option).
- (g) The standard of the internal access road servicing the Core and Frame Precincts.

### **3.5.2 Traffic management**

The ACP is designed so as to encourage reduce vehicle speeds and movements in the vicinity of the town square, improving the attractiveness of the centre to pedestrians.

Given the low traffic volumes experienced on other roads through the centre, further traffic management measures are not considered to be warranted.

### **3.5.3 Priority access**

Future expansions of the Eaton Fair Shopping Centre should incorporate specific bays for taxi drop-off and pick-up. Accessible car parking spaces will be provided in accordance with the Building Code of Australia.

### 3.5.4 Freight

Service deliveries to the Eaton Fair Shopping Centre are provided for in dedicated loading areas to the west and east of the shopping centre. The ACP does not propose any changes to the locations of loading areas.

## 3.6 Parking

### 3.6.1 Use allocation

The following examples of existing car parking rates under TPS3 and the ETCSP apply to the EFAC:

**Table 6: Existing minimum car parking rates under TPS3 and ETCSP (selected uses only)**

Land Use	Minimum* car parking required
Shop	1 space for every 15m <sup>2</sup> NLA (6.7 spaces per 100m <sup>2</sup> NLA) Minimum 4 spaces
Restaurant, Fast Food Outlet, Lunch Bar and Eating House (Core Precinct only)	1 bay for every 15m <sup>2</sup> of floor space (NLA) area or 1 bay for every 4 seats or 1 bay per 4 persons the building is designed to accommodate or 1 bay per 4m <sup>2</sup> seating area, whichever is the lesser.
Restaurant (excluding Core Precinct)	1 space for every 4 seats or 1 space for every 4 persons the building is designed to accommodate or 1 space for every 4m <sup>2</sup> seating area, whichever is the greater
Fast Food Outlet (excluding Core Precinct)	1 space for every 2.5m <sup>2</sup> queuing area with a minimum of 4 spaces, plus 1 space for every 5m <sup>2</sup> seating area, plus 4 car queuing spaces for any drive through facility
Showroom and warehouse (Core Precinct only)	4 bays for the first 200m <sup>2</sup> of floor space (NLA) area and 1 bay per 100m <sup>2</sup> floor space (NLA) area thereafter (excluding storage, sanitary and all other publicly inaccessible areas).
Showroom (excluding Core Precinct)	1 space for every 50m <sup>2</sup> gross leasable floor area Minimum of 4 spaces per tenancy or unit
Warehouse (excluding Core Precinct)	1 space for every 100m <sup>2</sup> gross floor area. Minimum 4 spaces for every tenancy or unit.
Medical Centre	4 spaces for every consulting room, plus 1 space for every employee
Hotel, Motel and Tavern	1 space for every 2m <sup>2</sup> of bar area, plus 1 space for every 4m <sup>2</sup> of lounge or beer garden area; 1 space for every 4 seats which an eating area is designed to provide or 1 space for every 4m <sup>2</sup> of eating area, whichever is the greater 1 space for every 4 seats provided in assembly area, or 1 space for every 2.5m <sup>2</sup> of assembly seating area, whichever is the greater 1 space for each bedroom or residential unit
Office	1 space for every 40m <sup>2</sup> net lettable area



Land Use	Minimum* car parking required
Gym / Private Recreation	1 space for every 10m <sup>2</sup> net floor 1 space for every 20m <sup>2</sup> active area 1 space for every 4 seats provided 1 space for every staff member present during peak operation
Place of Worship	1 space for 4 seats or 1 space for every 4 persons the facility is designed to accommodate, or 1 space for every 2.5m <sup>2</sup> seating area, whichever is the greater

\*There is no maximum rate of car parking applicable under TPS3 or the ETCSP.

Additionally, the ETCSP applies the following provision to the Core Precinct:

*The reciprocal (shared) use of all car parking bays within the Eaton Town Centre Structure Plan and within adjoining road reserves is encouraged and may be granted subject to the applicant adequately demonstrating to the satisfaction of the Shire of Dardanup, the potential of land uses and car parking bays to provide for reciprocal (shared) use.*

Detailed consideration of the above car parking rates was provided with the ETCSP.

One of the objectives of the ACGBP is to:

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

The Model Centre Framework provides further explanation:

*Reducing the amount of parking in activity centres is also essential, as part of a package of planning and transport measures, to promote sustainable travel choices.*

A guide to appropriate car parking rates is provided by provision 5.3.2(4) of SPP4.2:

*As a guide, two bays per 100m<sup>2</sup> for showrooms and offices and 4-5 bays per 100m<sup>2</sup> for shops.*

In order to implement the objectives of the ACGBP, it is proposed to further modify the car parking rates applicable under the ETCSP by requiring a minimum of 5 bays per 100m<sup>2</sup> for shop uses. It is also proposed to apply the same rate to eating and drinking premises to simplify the consideration of changes of use between shop and restaurant (or similar) uses.

The proposed rate of 1 bay per 20m<sup>2</sup> for shop and eating/drinking uses is considered appropriate to conservatively reduce the parking required for development in the Core Precinct, whilst not causing local parking problems. It is noted a rate of 1 bay per 20m<sup>2</sup> for shop uses currently applies as a default minimum parking rate in the City of Bunbury Local Planning Scheme No.8, and in this respect the proposed parking rate is consistent with the rate which is applied elsewhere.

The current rate applicable to showrooms and offices under the ETCSP is generally consistent with the guidance provided by SPP4.2, and no further changes are proposed by this ACP.

This ACP applies the ETCSP car parking rates, as modified above, to the Core Precinct and Frame Precinct. The car parking rates applicable under TPS3 will continue to apply to the other precincts within the EFAC.

This ACP requires a parking strategy to be prepared prior to major development in the Core or Frame Precincts.

### **3.6.2 Design**

Car parking is currently provided for on-site, with the exception of limited on-street car parking on Recreation Drive and Council Drive.

The ACP proposes the removal of Council Drive (including its on-street car parking). New car parking areas for the Glen Huon Reserve is proposed, to be accessed from Recreation Drive and the shared access way.

Additionally, car parking areas will be provided for the Shire's administration and public library.

New car parking areas in the Core and Frame Precincts will generally be located on the roof of structures, to ensure car parking does not dominate the urban form. In other precincts, car parking will be provided at grade in accordance with the current standards of TPS3 and, where relevant, the local development plan.

### **3.6.3 Short stay**

Car parking in the Core Precinct is subject to the reciprocal use provisions of the ETCSP; this provision will be carried over to the ACP to ensure the reciprocal use of car parking for all users in the Core Precinct and Frame Precinct.

Lot 15 (5) Cassowary Bend is developed as a carpark for the public use in the Mixed Business Precinct.

## 4 Activity

The EFAC currently provides a broad mix of land uses which include:

- Retail;
- Eating and drinking;
- Office;
- Residential; and
- Public Amusement.

The EFAC has been planned and developed as a “main street” style town centre which seeks to reduce vehicle trips by providing a range of diverse uses. The existing development comprising the EFAC is major local economic contributor and provides employment for the surrounding communities.

---

### 4.1 Land uses and diversity

#### 4.1.1 Identifying need

The ACGBP is mainly concerned with the distribution, function, broad land use and urban design criteria of activity centres.

In accordance with the direction set by the ACGBP this ACP does not include a retail floorspace cap. Instead, the broad distribution land uses (including retail) is guided by this ACP, using a precinct-based approach. Refer to Part Two section 4.1.2 of this ACP.

A retail sustainability assessment has been prepared in support of this ACP. It establishes:

- *Eaton Fair and the broader District Centre has established itself as an important employment and economic centre for the Shire of Dardanup and the central and northern areas of Greater Bunbury.*
- *The centre is well-positioned for its urban and district catchment of over 50,000 people – an area housing almost 70% of Greater Bunbury’s population growth. The catchment is well serviced with supermarkets and other neighbourhood retailing however the growing population can now support higher-level retail and other centre-based functions.*
- *The committed short-term expansion plans followed by the northern extension will increase Eaton Fair’s shop floorspace from 20,921 sqm to 30,959 sqm NLA. Other showroom and non-retail uses (cinema, offices, civic, residential and external tenancies) will result in a ‘diversity mix’ of 45% for the Eaton Fair property and 49% across the broader District Centre. There is strong policy support for the aggregation of retail and non-retail uses.*
- *Greater Bunbury is not oversupplied with retail floorspace although recent developments have seen an increase in the area and quality of neighbourhood centre space and a shift in shopping patterns to the benefit of consumers. The northern areas are not oversupplied and the northern extension at Eaton Fair can be justified on demand terms with a small increase in the overall provision and its differentiation from much of the local level retailing in the catchment.*

- *The development will have low level impacts on existing retailers at Eaton Fair, on Bunbury Forum and Bunbury City Centre however the dollar levels and percentages of existing sales are not excessive and they will likely be absorbed in 1-2 years.*
- *The proposal is consistent with the role and objectives for District Centres under the Activity Centres for Greater Bunbury Policy. It will serve a need in the northern areas where most of Bunbury's population growth is occurring now and the longer term with the Wanju release area.*
- *The proposal will not undermine the primacy of the Bunbury City Centre which has an important role as the major employment centre for the region, supports the vitally important port function and attracts tourists and visitors. The City Centre's retail function will only improve by delivering its own projects, resolving parking issues and increasing population levels in its own primary catchment. Restricting the orderly expansion of District Centres to protect the CBD will not guarantee the viability of Central City projects or address the underlying challenges.*
- *The Eaton Fair extension will not result in the deterioration of services to the community or undermine public investment in infrastructure. Quite the opposite, it will increase the range and quality of retailing to its catchment, support other non-retail uses, significantly increase employment opportunities and facilitates further investment by Council in the District Centre.*
- *Economic and consumer benefits will flow from an integrated, multi-purpose centre with retail, office, residential and leisure uses in one place. This will reduce the number and length of vehicle trips, travel time and expense for residents who can access multiple services in one place.*
- *The stages of development make good use of existing infrastructure and will facilitate the relocation of Council's offices with a new library adjoining an enlarged Town Square with cafes, restaurants and a cinema complex trading extended hours.*
- *A large non-retail employment base helps the viability of food businesses and other retailers while Town Centre amenities enhance the prospects of attracting offices and other commercial tenants and residents (as owner occupiers or tenants).*
- *Apartments above the centre activate and support after-hours uses and provide a choice of housing for the suburb which has 93% detached homes. On-site residents provide informal surveillance of public areas which can reduce the costs of graffiti and other anti-social behaviour.*
- *The proposal will deliver an overwhelming net community benefit to the area.*

Refer **Appendix A** – Retail Sustainability Assessment.

#### **4.1.2 Character areas**

The seven character areas (or precincts) comprising the ACP are described in Part Two section 2.2.4 of this ACP.

To provide for an over mix of land uses and to encourage diversity throughout the EFAC, the following preferred uses will apply for each precinct. The preferred uses do not replace land use permissibility in TPS3, but rather provide additional guidance for the uses which are preferred for each precinct. Uses which are not listed as a preferred use, but are a use for which discretion exists to approve that use under TPS3, will be considered on their respective merits having regard to the principles of this ACP.

#### 4.1.2.1 Core Precinct

The following are the preferred land uses in the Core Precinct:

- Shop/retail
- Eating and drinking
- Entertainment
- Medium-high density residential and short term accommodation
- Office
- Health service

#### 4.1.2.2 Frame Precinct

The following are the preferred land uses in the Frame Precinct:

- Bulky goods showroom
- Health/welfare and community
- Office
- No additional shop/retail, other than the limited eating places of fast food outlet and small restaurant/café. Large eating places, such as 'food halls' or 'food courts', are not preferred land uses
- Entertainment/Recreation and Culture
- Residential R-AC1 and short term accommodation in a mixed use format

#### 4.1.2.3 Civic and Community Precinct

The following are the preferred land uses in the Civic and Community Precinct:

- Civic
- Community

#### 4.1.2.4 Recreation Precinct

The following are the preferred land uses in the Recreation Precinct:

- Sporting and recreation, and associated club uses



#### 4.1.2.5 Mixed Business Precinct

The following are the preferred land uses in the Mixed Business Precinct:

- Bulky goods showroom
- Health service
- Office
- Eating and drinking
- Light and service industries

#### 4.1.2.6 Residential / Mixed Use Precinct

The following are the preferred land uses in the Residential / Mixed Use Precinct:

- Residential
- Office
- Health service

#### 4.1.2.7 Residential Precinct

The following are the preferred land uses in the Residential Precinct:

- Residential
- Home based office

### 4.1.3 **Use mix**

The ACGBP sets out a 30% target for the mix of land uses floorspace as a proportion of the centre's total floorspace. The EFAC's seven precincts optimise land use mix and appropriately diversify uses, to ensure a more equitable distribution of services and facilities thereby reducing travel demand.

**Table 7** presents a breakdown of the likely and ultimate 'retail' and 'mix of land use' floorspace which could be achieved in the ACP at full build out, based on the provision of this ACP and the applicable statutory framework.

**Table 7: Mix of land use analysis per precinct**

Precinct	Retail (m <sup>2</sup> )	Mix of land uses (m <sup>2</sup> )	Total
Core	32,744	7,055	39,799
Frame	0	5,100	5,100
Civic and Community	0	6,000	6,000
Mixed Business	1,150	6,980	8,130
Recreation	0	1,900	1,900
Residential/Mixed Use	0	0	0
Residential	0	0	0

Precinct	Retail (m <sup>2</sup> )	Mix of land uses (m <sup>2</sup> )	Total
Total	33,894	27,035	60,929

The mix of land uses floorspace comprises 44% of the total potential floorspace of the ACP, far exceeding the minimum 30% mix of land use target of the ACGBP.

The ACGBP encourages residential mixed-use development. If the 10,389m<sup>2</sup> of residential floorspace in a mixed use format is included in the mix of land uses, the diversity mix increases to 52%.

#### 4.1.4 Intensity of activity

Land uses that generate activity outside normal business hours, including eating and drinking, entertainment, community and recreation are encouraged to be located in the Core Precinct, Civic and Community Precinct, and Recreation Precinct, ensuring after hours uses are concentrated to generate activity in the EFAC.

The EFAC already provides for a wide range of after hours activities, notably including a Kmart discount department store open to customers 24 hours every day.

## 4.2 Employment

### 4.2.1 Job numbers

The EFAC could increase its employment levels from 1,281 people in 2018 to 1,942 people by 2023 – an increase of 48%. Refer **Appendix A** – Retail Sustainability Assessment.

### 4.2.2 Compatibility

The ACP provides a variety of building and tenancy types, enticing a wide range of employment generating activities to be located in the EFAC.

### 4.2.3 Siting

All employment generating activities in the ACP are located within the walkable catchment of the EFAC. The bulk of employment generators will be located in the Core or Mixed Business Precinct, being the precincts located in closest proximity to the timed bus stops on Recreation Drive.

### 4.2.4 Working practices

Home-based businesses are encouraged in the ACP, and where discretion exists to approve home-based businesses under the statutory framework the responsible authority should grant approval.

## 4.3 Dwellings

### 4.3.1 Dwelling type

Single detached houses overwhelmingly dominate the housing typology in the EFAC and its surrounds.



**Photo 13: Typical single house in the Residential Precinct – Blue Wren Drive**



**Photo 14: housing straddling a pedestrian access way on Hough Place, in the Residential / Mixed Use Precinct**



**Photo 15: Apartments in the Eaton Fair Shopping Centre**

An important consideration in the supply of housing is to ensure a choice of dwelling types is available for all people. An important consideration in Eaton is its aging population; it is important for people to have the ability to age in place, that is to be provided with a choice of housing in the locality where people live. This is achieved by providing a diversity in housing types, particularly low-maintenance dwellings including townhouses and apartments, in a locality.

The ACP encourages the development of medium and high density dwellings in appropriate locations in the EFAC, to increase the diversity of housing stock in the Eaton locality.

#### 4.3.2 Dwelling density

Table 2 of the ACGBP provides for a target of a minimum of 30 dwellings per hectare. It is not clear whether ACGBP intended the density target to be measured in *net*, or in *gross*, hectares. The difference in calculation is substantial; footnote 5 to Table 3 of SPP4.2 notes:

*Typically, the average R-Code (or net density) equivalent is two to three times the number of dwellings per gross hectare.*

Related provisions in the statutory framework vary in their use of net hectare or gross hectare in different circumstances:

- SPP4.2 sets a density target for district centres of a minimum 20, desired 30 dwellings per *gross* hectare.
- The current dwelling targets in greenfield areas for the Perth and Peel region is 15 dwellings per *gross* urban hectare and 26 dwellings per *site* hectare, as outlined in *Directions 2031 and Beyond*.
- *Liveable Neighbourhoods* provides that a local or neighbourhood centre should be provided with a minimum local residential catchment population of approximately 2,000 people (60–70 ha at >13 dwellings per *site* hectare) in a 400–450 metre radius, and including small areas beyond where lower density residential development might be located.

For the purposes of setting a clear target and clarifying whether a net hectare or gross hectare calculation applies, this ACP adopts a target of a minimum of 20 dwellings per gross hectare, consistent with SPP4.2 and recognising the density of Eaton is comparable to similar district centres in the Perth and Peel regions of Western Australia.

Given the low density of residential development in the EFAC, to achieve the target of 20 dwellings per gross hectare an additional 688 dwellings will be required.

The provision of 688 dwellings is not considered appropriate in the short or medium term. The primary reason is the addition of dwellings, most likely in apartment form, would represent a significant change to the character of the EFAC and the broader Eaton locality. This would be especially so if existing Residential zoned land were to be increased in density; it would represent an unacceptable character change to the existing streetscape dominated by single storey houses in a traditional low density form. Further, the dwelling stock in the EFAC is young, and has not yet reached the stage where houses reach the end of their lifespan and are suitable for redevelopment, particularly so for dwellings east of Eaton Drive which are typically 15 years old. While this ACP does not preclude the increase in density of residential areas of the EFAC in the longer term, in the short term it is recommended to retain the current density and development standards which apply to residential zoned land in the EFAC.

This ACP therefore adopts a short-term dwelling target of 10 dwellings per gross hectare, as an intermediary target to be achieved in the short term. The existing and target dwelling densities are outlined in **Table 8**.

**Table 8: Dwelling density comparison**

EFAC scenario	Total number of dwellings	Additional dwellings required	Dwelling density per gross hectare
Current (as of 2016)	347	-	6.74
Medium-term dwelling target	517	170	10.00
Long-term dwelling target	1,035	688	20.00

The addition of 170 dwellings is considered achievable without impacting on the amenity of the Residential Precinct in the short term. In particular, there are two sites in the EFAC which could potentially be developed with medium – high density residential and/or mixed use development:

- The Frame Precinct, which could be developed in a mixed use configuration with 2,800m<sup>2</sup> of residential floorspace equating to a possible yield of 31-37 dwellings.
- Land in the northwest corner of the Core Precinct, which could be developed in a mixed use configuration with 6,500m<sup>2</sup> of residential floorspace equating to a possible yield of 72-87 dwellings.

There is also a potential to redevelop existing residential properties within the ACP area through infill development consistent with the current zonings and densities, with opportunities including ancillary dwellings, amalgamation and resubdivision of adjoining lots, and the redevelopment of R30 and R12.5/40 sites within the ACP area. These equate to a possible yield of 39-46 dwellings.

If these sites are both developed with the above yield, the medium term dwelling density target will be achieved. It would be appropriate for further investigations to be undertaken to determine the means by which the long-term dwelling density target could be achieved without impacting on the amenity of existing residents.

Assuming an occupancy of 2.5 persons per dwelling, achieving the dwelling target will result in 1,292 people living in the ACP area.

In order to provide maximum encouragement and flexibility for residential development this ACP adopts a density code of R-AC1 for the Core Precinct and Frame Precinct. Under the R-AC1, residential development could be developed under the following deemed-to-comply standards of the R-Codes:

- Plot ratio – 3.0
- Street setback – 2m
- Building height – 27m wall height; 30m roof height
- Walls on boundaries up to 12m average height.



## **4.4 Retailing**

### **4.4.1 Anchor stores**

All discount department stores and supermarkets are located in the Core Precinct, easily accessible via the north-south pedestrian desire line.

### **4.4.2 Foot fall**

Retail activity in the Core Precinct is accessed either directly, or via short malls, from the north-south pedestrian desire line.

---

## **4.5 Bulky goods retailing**

The ACP proposes the retention of the existing Mixed Business zone and the creation of the Frame Precinct, to allow bulky goods retailers to continue to locate in the EFAC.

Bulky goods showroom are restricted to only the Frame Precinct (depicted as Future Showroom C in **Figure 7**). Bulky goods showroom uses are not considered suitable in the Core Precinct.

---

## **4.6 Offices**

The ACGBP encourages major offices to be located in district centres. The ACP encourages offices to be located in the EFAC; it is noted several offices are located in the EFAC including the Shire's administration office, the Disability Services Commission in the Summerhill building on Recreation Drive, and medical and dental practices located on Albatross Crescent.

## 5 Urban Form

### 5.1 Urban structure and built form

#### 5.1.1 Urban structure

The EFAC features a logical urban form which responds to the nature, use and intensity of each precinct. The entire EFAC area is encompassed by a 400m walkable catchment, which presents opportunities for a mixture of good urban design principles, street networks and public spaces to result in a high quality public realm which is highly walkable, attractive and promotes social interaction.

The EFAC's urban structure and built form is such that it capitalises on existing access arrangements, so that each precinct and its respective nature of use can continue to provide their services and accommodate activity. This is further reflected by the scale and location of buildings within each precinct.

Pedestrian routes through the Core Precinct ensure the EFAC is walkable and permeable, providing a choice of routes.

Refer **Figure 7** for a concept plan demonstrating one way in which the EFAC (excluding the Mixed Business, Residential / Mixed Use, and Residential Precincts) could be developed under this ACP.



Figure 7 – Concept plan (source: Citygate Properties)

#### 5.1.2 Retain and reuse

The ACP does not require the demolition of buildings.

### **5.1.3 Building envelope**

The proposed built form of the Core Precinct, the subject of the land acquisition and Shopping Centre expansion, is designed to reinforce the public movement network. The ACP does not mandate building heights, and it will be important at the development application stage for development proponents to demonstrate any proposed buildings do not impose on public spaces through excessive building bulk or height.

### **5.1.4 Occupant amenity**

The Eaton Fair Shopping Centre will remain in single ownership, ensuring a high level of coordination and control of land uses and sightlines, such that occupant amenity is maintained.

In the Mixed Business Precinct, the *Eaton Commercial Centre Design Guidelines* will continue to be implemented, so that owners have certainty on built form outcomes in the Precinct as a whole.

### **5.1.5 Adaptability**

The ACP encourages buildings to be designed so that tenancies can be used for a variety of uses over the building's lifespan.

---

## **5.2 Street interface**

### **5.2.1 Scale**

Development proponents will need to demonstrate at the development application stage the scale of any proposed building is appropriate in the context of its relationship with the public realm, and buildings do not impose on public spaces through excessive building bulk or height.

### **5.2.2 Building articulation**

Development proponents will need to demonstrate that buildings are sufficiently articulated so as to provide visual interest and to break up the monotony of expanses of blank walls.

### **5.2.3 Active fronts**

In the Core Precinct and Civic and Community Precinct, tenancies will face the main pedestrian thoroughfares and the town square, as they currently do.

This ACP provides for a range of preferred land uses to be developed at all levels of the EFAC, including the ground level. This ensures a diverse range of land uses are encouraged to provide activity at the ground level.

Future buildings will be designed to front onto key pedestrian routes through the EFAC.

## **5.3 Public spaces**

### **5.3.1 Landscaping**

The Eaton Fair Shopping Centre has a well-defined landscape achieved through consistent use of materials and street furniture. All future development in the Core Precinct and Frame Precinct should incorporate landscape treatments which integrate with the existing landscape of the Shopping Centre.

Similar use of materials and furniture is encouraged but will not be mandated in other precincts of the EFAC.

### **5.3.2 Way-finding**

The EFAC comprises two key pedestrian desire lines, converging on the town square. The pedestrian desire lines will be maintained with clear sightlines to ensure routes are legible to pedestrians.

The town square will be designed as the focal point of the Core Precinct and Civic and Community Precinct. Simple wayfinding signage should be installed to direct pedestrians to key sites in the EFAC.

### **5.3.3 Microclimate**

The Eaton Fair Shopping Centre has been designed to take into account local climatic conditions. A key response is the air lock located on the north-south pedestrian route, which protects the town square and retail tenants from the prevailing southwesterlies. Shading is used to good effect, both in terms of awnings over pedestrian paths and shading of car parking spaces.

Development proponents will be encouraged to take into account local climatic conditions.

### **5.3.4 Amenity**

All future development of the Frame Precinct will be designed to reflect the streetscape amenities of the existing Shopping Centre.

## 6 Resource Conservation

---

### 6.1 Energy

All buildings within the EFAC will be required to comply with the Building Code of Australia (**BCA**). Specifically, Section J of the BCA requires the incorporation of energy efficient initiatives into all buildings. Considering much of the EFAC is already characterised by existing buildings, any new developments or redeveloped areas will be required to comply with Section J to ensure sustainable outcomes are met.

All new development in the EFAC will be encouraged to have regard to sustainable forms of energy and energy saving design principles, including:

- thermal mass of a building
- use of renewable resources
- passive solar building orientation
- roof design that facilitates the use of phot-voltaic panels
- natural ventilation
- wind turbines

The above principles could be applied across the whole district, and the Shire is encouraged to consider a policy position on energy efficient design.

The Shire should also give consideration to providing district-wide sustainable energy source.

---

### 6.2 Water

Having regard to the absence of any industrial land use types and the nature of commercial uses which characterise the overall EFAC, it is considered water demands will not be at a level requiring substantial alterations to existing arrangements. Regardless, water sensitive urban design principles will be incorporated in all future developments.

#### 6.2.1 Waterwise plants

All development will be required to demonstrate the use of waterwise plants, in accordance with clause 3.3.9(2) of the ACGBP.

#### 6.2.2 Stormwater management

Water sensitive urban design principles should be considered for all development proposals.

#### 6.2.3 Efficiency measures

The Shire may consider investigating a policy position on the use of water-saving design and the collection of rainwater.



## **6.3 Materials and waste**

### **6.3.1 Cut and fill**

Existing site levels have been established through historical import of sand from dredging. No major changes to levels are anticipated in the EFAC.

### **6.3.2 Construction materials**

The use of reclaimed or recycled materials in new buildings is encouraged.

### **6.3.3 Reuse of water**

The reuse of stormwater and greywater in landscaping is encouraged to reduce reliance on scheme water for reticulation.

## 7 Implementation

### 7.1 Collaboration

This ACP has been prepared in association with the DPLH and the Shire, and input from landowners and government agencies sought during the formal consultation period. The ongoing operation of this ACP including any reviews and future revisions will continue to be subject to ongoing communication and collaboration with all stakeholders.

### 7.2 Staging and monitoring

The following staging strategy sets out the responsibilities and timing for implementing this ACP.

**Table 9: Activity Centre Plan staging strategy**

No.	Actions	Responsibilities	Timeframes
1	Development of Frame Precinct in accordance with ACP, including obtaining development approvals and construction of the shared access way adjacent to Glen Huon Reserve.	<ul style="list-style-type: none"> <li>Citygate</li> <li>Shire</li> <li>Development Assessment Panel</li> </ul>	3rd quarter 2019
2	Preparation, review, and approval of amendments to ACP to incorporate expanded Core Precinct	<ul style="list-style-type: none"> <li>Citygate (preparation of documents)</li> <li>Shire</li> <li>DPLH</li> <li>WAPC</li> </ul>	1st quarter 2019
3	Amendment to TPS3 to expand District Centre zone to encompass Core Precinct, Frame Precinct and Civic and Community Precinct	<ul style="list-style-type: none"> <li>Citygate (preparation of documents)</li> <li>Shire</li> <li>DPLH</li> <li>WAPC</li> <li>Minister for Planning</li> </ul>	2nd quarter 2019
4	Finalise land acquisition and consolidate Core Precinct and Frame Precinct onto a single Certificate of Title. Transfer land comprising the Civic and Community Precinct to the Shire.	<ul style="list-style-type: none"> <li>Citygate</li> <li>Shire</li> <li>DPLH</li> </ul>	3rd quarter 2019
5	Develop new Shire administration offices and civic centre	<ul style="list-style-type: none"> <li>Shire</li> </ul>	1st quarter 2020
6	Local Development Plan for Additional Use 19	<ul style="list-style-type: none"> <li>Landowners</li> <li>Shire</li> </ul>	2020
7	Infrastructure upgrades (roads, footpaths, etc)	<ul style="list-style-type: none"> <li>Shire</li> </ul>	ongoing
8	Investigate and/or prepare resource conservation policy	<ul style="list-style-type: none"> <li>Shire</li> </ul>	2021
9	Review ACP for performance against ACGBP targets	<ul style="list-style-type: none"> <li>Shire</li> </ul>	2021
10	Develop private land in accordance with ACP	<ul style="list-style-type: none"> <li>Landowners</li> <li>Shire</li> </ul>	ongoing
11	ACP expires		5 Oct 2027

### **7.3 Use of conditions**

This ACP is not intended to prescribe detailed design considerations for individual development proposals. Instead, the requirements in Part One of this ACP will be given due regard by the authority responsible for determining an application for planning approval within the EFAC. Conditions may be imposed on development approvals to achieve the requirements of this ACP.

---

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

This ACP adopts a flexible approach to development control, to facilitate innovation and to encourage responsible growth of the EFAC.

No development contributions are considered necessary to implement this ACP, primarily as this ACP primarily does not alter the underlying zoning of land outside of the Core Precinct, Frame Precinct, and Civic and Community Precinct under TPS3.

Development contribution plans are applied to precincts with multiple and/or fragmented land ownership, to coordinate proportional development contributions across all landholdings. Given the Core Precinct and Frame Precinct will be in single ownership, a development contribution plan is not required.

Any development contributions levied at the development approval stage shall have regard to the principles underlying development contributions in State Planning Policy 3.6 – Development Contributions for Infrastructure, including (but not limited to) the principles relating to need and nexus.

## **Appendix A**

# **Retail Sustainability Assessment**

**Appendix B**  
**Eaton Traffic Study**