TOWN OF EAST FREMANTLE

Local Commercial Centres Assessment and Strategy

December 2022

Document Control				
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The Town of East Fremantle acknowledges the traditional owners of the lands in which we operate and pays respect to Elders past, present and emerging.

CONTENTS

1 EXECUTIVE SUMMARY

This Local Commercial Centres Assessment and Strategy (LCCAS) has been developed to provide an overarching strategy to guide planning and development for activity centres in the Town of East Fremantle (the Town) until 2042.

1.1 Current and Future Needs

The quantum and diversity of floorspace to meet demand in the Town and an appropriate catchment (refer to Section 2.4, Study Area) was examined through a needs assessment, conducted in accordance with the Western Australian Planning Commission's (WAPC) Draft State Planning Policy 4.2 – Activity Centres (draft SPP 4.2).

The supportable levels of Shop-Retail floorspace that can be located at centres has been estimated using retail gravity modelling and benchmarked floorspace productivity estimates. This methodology ensures future floorspace estimates are supportable and will not impact the vitality of activity centres.

The supportable level of non-Shop-Retail floorspace has been estimated using floorspace per person provision ratio analysis. This method identifies current gaps that need to be addressed, then uses changes in retail floorspace (gravity modelling) to estimate increased demand for floorspace over the assessment period.

Gaps and Diversity

Using a comparative benchmark service ratio, potential gaps for investigation within the Town include Health/Welfare/Community Services uses and Entertainment/Recreation/Culture uses. Although there is no overall gap in the quantum of Shop-Retail uses, there is a gap noted for uses associated with the night-time economy (e.g. restaurants and function spaces).

Detailed activity gaps identified in the LCCAS for the Town and the broader study area can assist with an initial understanding of potential uses that may be appropriate in new developments or centre expansions:

- Night-time uses will help create this economy and complement the current offering.
- Childcare and early childhood education at the Town's centres would complement the other uses provided and support multi-use visits.
- Population-driven professional services are less susceptible to online leakage than other business to consumer (B2C) businesses and can support multi-purpose visits to activity centres.

- Due to the nature of the Town's commercial centres, there are limited opportunities for other retail (includes bulky goods). The area could, however, potentially benefit from an electric vehicle charging station.
- Activity centres that offer niche products and a unique consumer experience to their customers are more likely to be viable and complement (not compete) with existing centres in the vicinity (e.g. Fremantle and Westfield Booragoon). Specialty retail stores that provide niche versions of the identified goods are more likely suited to the Town's centres.

The potential under provision of floorspace relevant to the Town includes:

- Office floorspace, with a gap of 2,859m^2.
- Entertainment, recreation and cultural floorspace, with a gap of 1,600m^2.
- Other retail (bulky goods), with a gap of 866m^2.
- Health and education services, with a gap of 834m^2.

The gaps should be seen as opportunities to provide an increase in the diversity of uses at the Town's centres. The Town should communicate the identified gaps to stakeholders who are considering a new development or redevelopment. Proponents should then provide evidence to support the final mix of uses they propose.

Current commercial trends, effects of COVID 19 and demographic characteristics, further support potential for the following opportunities:

- Offering offices with flexible floorspace layouts and lease arrangements to accommodate working from home arrangements and those wishing to expand and move out of their home offices.
- More aged care and health services.
- Targeting retail and entertainment/recreational needs of families with children.
- Flexibility in uses and floorspace areas to adapt to changes in commercial trends as they evolve.
- More arts, recreational services, accommodation and food services to increase local and tourist visitors to the Town.

Needs Assessment

The needs assessment has been undertaken for the following two population scenarios as provided in the Town's Local Planning Strategy 2022 (LPS):

- Growth scenario 1 / Medium growth – Based on a medium growth band calculated in the official State Government forecasts for the Town.

- Growth scenario 2 / High growth – The same as growth scenario 1 with the inclusion of forecast population growth should the Leeuwin Barracks site be developed in line with the previous vision master plan (i.e. an additional 1,440 dwellings).

Under the medium growth scenario, the current Activity Centre Hierarchy (ACH) is found to satisfy the local need for access to goods, services and employment. Therefore, for this scenario, the LCCAS focuses on improving the quality, mix and activation of existing commercial centres based on an assessment of established principles of activation and stakeholder/community consultation.

Under the high growth scenario (i.e. should the Leeuwin Barracks divestment and redevelopment occur) the results indicate there is the potential for an additional local activity centre in the vicinity of the development.

A summary of the supportable retail and non Shop-Retail floorspace for both scenarios is provided below (Figure 1).

Figure 1. Supportable Floorspace within the Town

Shop-retail	2022 (m²)	2027 (m²)	2032 (m²)	2037 (m²)	2042 (m²)	Total Additional
Shop-Retail						
Medium Scenario	17,623	17,623	17,623	17,655	18,023	400
High Scenario	17,623	17,623	18,682	19,670	20,756	3,133
Non Shop-Retail						
Medium Scenario	22,112	28,271	28,271	28,344	29,188	7,076
High Scenario	22,112	28,271	28,776	30,519	32,495	10,383

Source: DPLH 2015, Town of East Fremantle 2022, Pracsys 2022

The results for Shop-Retail floorspace indicate marginal growth potential in the Medium Scenario with greater demand in the High Scenario associated with the potential Leeuwin Barracks development. This limited increase in local demand reflects the established nature of the surrounding residential areas, the role of the current centres in the ACH and increasing supply in neighbouring areas such as the planned redevelopment of the City of Fremantle Woolstores site and the planned expansion of the City of Melville Garden City Shopping Centre.

Growth in non-Shop-Retail floorspace includes addressing the gaps that were identified for specific uses in the Town's centres (described in the Gaps and Diversity section above). The gaps are assumed to be filled between 2022 and 2027 for both scenarios; the speed with which the gaps are addressed will depend on private sector interest. The population related growth in non Shop-Retail floorspace is expected to follow the growth profile of Shop-Retail uses which accounts for increases in supply at competing activity centres.

Activity Centre Hierarchy

In order to allow the Town flexibility in facilitating development in its centres as demand arises, the ACH has been developed based on the high growth scenario (Figure 2 and Figure 3).

The Petra Street Centre, Town Centre and the potential Leeuwin Barracks Centre are the only centres that experience demand for additional floorspace. The majority of the growth is to be supported at the Petra Street Centre, in line with its role as a district centre in the ACH. The Petra Street Centre includes both the Town's and City of Melville's components.

Figure 2. Activity Centre Hierarchy – Current Supply

Centre Classification	Centre Name	2022[1]	
		Shop-Retail (m^2)	Non Shop-Retail (m^2)
District Centre	Petra Street Centre	8,748	6,480
Neighbourhood Centre	Town Centre and Canning Highway Mixed Use	4,386	11,387
Local Centre	George Street Centre	3,984	3,349
Potential Local Centre	Leeuwin Barracks	0	0

Sources: Pracsys 2022, DPLH 2016, Town of East Fremantle 2022, WA Tomorrow 2021

[1] There is no projected change in floorspace requirement between 2022 and 2027

Figure 3. Activity Centre Hierarchy - High Growth Scenario

Centre Classification	Centre Name	2027[2]		2032		2037		2042		Total Additional (to Current)	
		Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)
District Centre	Petra Street Centre	8,748	11,099	8,815	11,109	9,671	12,785	10,339	14,092	1,591	7,612
Neighbourhood Centre	Town Centre and Canning Highway Mixed Use	4,386	12,927	4,386	12,927	4,386	12,927	4,703	13,546	335	2,159
Local Centre	George Street Centre	3,984	3,349	3,984	3,349	3,984	3,349	3,984	3,349	0	0
Potential Local Centre	Leeuwin Barracks	0	0	992	496	1,124	562	1,224	612	1,224	612

Sources: Pracsys 2022, DPLH 2016, Town of East Fremantle 2022, WA Tomorrow 2021

Note: there is a slight difference to supportable floorspace due to minor uses outside of the Town's Centres (Refer to Section 10, Appendix B: LUES Commercial Complexes

[2] There is no projected change in floorspace requirement between 2022 and 2027

Attracting Incentivising Centre Redevelopment

The Petra Street Centre and the Town Centre have the potential to support additional residential density that could provide the impetus for centre redevelopment. The required additional dwellings to trigger redevelopment were estimated based on in confidence private industry decision criteria for redeveloping major supermarkets. A range of additional dwelling estimates were developed based on the proportion of supermarket capture within 1.5km around the centre; the average supermarket expenditure capture within 1.5km of where people live is 56% (Figure 4).

Figure 4. Additional Dwelling Required to Achieve Redevelopment Threshold

Centre	Additional Dwellings High Capture (75%)	Additional Dwellings Average Capture (56%)
Petra Street Centre	500	380
Town Centre	480	360

Source: Pracsys 2022

These estimates can guide planning for residential density allowed within the centres. It is recommended that the Town engage with private sector developers to request a more detailed understanding of development criteria to inform the final residential dwelling targets for the activity centres. The analysis excludes the effects of the potential Leeuwin Barracks redevelopment, which would somewhat reduce the total additional dwellings required.

1.2 Employment Implications

Employment estimates have been developed for the current gap in non Shop-Retail floorspace and both medium and high forecast scenarios. Addressing the current gap in non Shop-Retail floorspace would support an additional 126 full time equivalent (FTE) employment opportunities. It is estimated that by 2042 the medium scenario would contribute an additional 26 jobs while the high scenario would contribute an additional 146 jobs (these figures represent the sum of Shop-Retail and non Shop-Retail employment).

Figure 5. Additional employment by scenario

Scenario	2027		2032		2037		2042		Total 2042[3]
	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	

[3] Summing differences in totals is due to rounding error

Medium	-	-	-	-	1	1	8	19	26
High	-	-	20	3	39	43	60	86	146

Source: DPLH 2016, Pracsys 2022

1.3 Strategic Actions

Several opportunities and actions have been identified to guide planning and development for the Town's centres. Strategic actions were developed for the Petra Street Centre, Town Centre and George Street Centre with overarching recommendations for other commercial floorspace in the Town.[4] These actions have been assessed against the following levers available to the Town to catalyse development:

- Control: Strategies the Town can implement to control the outcome.
- Influence: Strategies the Town can implement to influence the desired outcome.
- Monitor: Useful data to assist in measuring achievement of the desired outcome.

A set of key and common actions across the activity centres has been developed to guide the Town in implementing the LCCAS (Figure 6).

Figure 6. Suggested Key and Common Actions

Town's Role	Suggested Actions	Outcome
Control	Measures such as free alfresco dining permits for some areas in the Town Centre Core.	Encourages desired uses to locate in an area; creates more activated spaces.
	Reduce red-tape: not requiring development approval for specific land use changes.	Encourages desired uses to locate in an area, helps accelerate uptake of vacant space and de-risks for industry
	Work with landholders to identify potential development sites for mixed-use development in the Petra Street Centre and the Town Centre.	Identifies locations for the additional dwellings required to achieve redevelopment thresholds.
	Permit higher density residential development in Petra Street Centre and the Town Centre through appropriate zoning changes (i.e. allow mixed use / residential uses where necessary) and incentives (i.e. potential increased height allowances subject to impacts).	Allows for the additional dwellings required to achieve redevelopment thresholds.

[4] For detailed centre actions please refer to Section 8.3, Centre Specific Recommendations. The detailed actions have been linked with specific documents in the planning framework to support delivery of the LCCAS

Town's Role	Suggested Actions	Outcome
	Provide publicly accessible WiFi in the Town's main centres.	Increases dwell time in activity centres (this provides businesses with more opportunity to capture expenditure).
	Require ground floor activation along key exposure areas where redevelopment occurs.	Supports improved activation of centres.
	Develop / amend a wayfinding strategy to: • Guide pedestrians along desired routes in the Town's activity centres (e.g. along Silas Street in the Town Centre Core). • Link attendees at East Fremantle Oval events to the Town Centre Core and the George Street Centre. • Potentially identify Silas Street as a suitable parking location to access the George Street Centre via the underpass. • Connect the Canning Highway Mixed Use areas visitors to the Town Centre Core. • Connect users of the Swan River foreshore with the Town Centre Core.	Concentrating pedestrian traffic along selected streets increases the potential concentration and frequency of business transactions. Guiding potential centre users from key locations can increase visitation to centres.
	Initiate public realm projects to support desired activation.	Provides capacity for space to be active (i.e. sidewalks that are suited to outdoor dining, seating, appropriate canopy for shading, etc.).
Influence	Landowner and business engagement.	The Town should look to engage with key businesses and land holders regularly to ensure it can best position itself to facilitate development opportunities in line with the LPS.
	Work with State Government to: • improve quality and safety of under passes at St Peters Road and George Street. • Improve pedestrian crossings at Town Centre and Petra Street. • Improve footpaths along Canning Highway.	Improved walkability between the Town Centre Core and both the Canning Highway Mixed Use precinct and the George Street Centre will support an increase in activation. Improved pedestrian experiences will support greater activation.
	Work with stakeholders to investigate opportunities for family friendly amenity in activity centres.	Improves the liveability of the Town's centres.

Town's Role	Suggested Actions	Outcome
	Work with stakeholders to investigate the opportunity for a community focal point at the northern end of Silas Street.	Provides a space in the Town Centre Core that can act as a social gathering point, improving liveability and increasing multi-purpose visits to the Town Centre Core
	Identify night-time uses as a priority for the Town Centre Core and the Petra Street Centre.	Supports a night-time economy that spans the Town Centre Core and the George Street Centre. Increase the activation of Petra Street Centre in line with its role as a district centre.
	Clearly communicate the priority floorspace uses along key active frontages (i.e. Silas Street, Petra Street). These include high turnover retail uses such as cafés, takeaway food, newsagencies and some specialty retail such as clothing items, body shops, etc.	Provides landowners and businesses with a clear understanding of the uses appropriate for key active frontages within the Town's centres.
	Clearly communicate the uses that are appropriate for low pedestrian traffic ground floor locations and above ground commercial space. These include health related uses, office related uses and some specialty retail uses.	Provides landowners and businesses with a clear understanding of the uses appropriate for low pedestrian traffic and above ground commercial areas in the Town's centres.
Monitor	Collect data regarding visitor movements and visitor perceptions in the Town Centre Core.	The Town should measure the movement of users and their perceptions. This can be achieved through the use of WiFi tracking and surveys. This information provides critical feedback to assess the success of other actions which can be used to ensure that desired outcomes are achieved.
	Monitor GRV data used to estimate rates.	Increasing GRV indicates improved activity centre performance (commercial lots) and increased liveability (residential lots).
	Consider a data communication plan.	Develop a plan for providing user data to businesses, landowners and prospective developers/investors.

Source: Pracsys 2022

2 INTRODUCTION AND BACKGROUND

This Local Commercial Centres Assessment Strategy (LCCAS) has been prepared for the Town of East Fremantle (the Town) to guide future commercial planning and development. The Town currently has no local commercial needs assessment or strategy to support planning for its centres. The LCCAS identifies the quantity, diversity and location of existing and future floorspace required to meet the demands of the Town's current and future population and suggests innovative strategies and approaches to address commercial needs and maximise employment opportunities.

Commercial activities within the Town also provide important economic opportunities especially with regard to tourism and employment opportunities for local residents and others outside of the municipality; these uses are considered as part of the LCCAS.

This LCCAS provides a rationale for future land use and statutory provisions when further developing the Town's local planning framework, including future reviews of the Local Planning Strategy 2022 (LPS) and Local Planning Scheme No. 3.

2.1 About the Town of East Fremantle

The Town is a compact municipality measuring approximately 3.2 square kilometres in area and is bound by the Swan River, East Street, Marmion Street and Petra Street. Located approximately 12 kilometres south-west of the Perth CBD, it is the second smallest local government in the Perth and Peel Region comprising of only one suburb, which contributes to a distinctive and desirable lifestyle. Its heritage and character are highly valued in the local and wider community and this is a major consideration in planning and decision making for the future.

The Town is bordered by the larger local governments of City of Fremantle to the west and south, and by the City of Melville to the east. Canning Highway provides division between the north and south of the Town, with Stirling Highway creating a similar east-west division.

The Town is a mature and heritage-rich area in terms of its infrastructure and its population. It is highly liveable due to access to the Swan River, the Indian Ocean, Stirling Highway and Canning Highway, and major commercial centres (Perth City and Fremantle) (Figure 7).

Figure 7. Town of East Fremantle Location

Source: Pracsys 2022

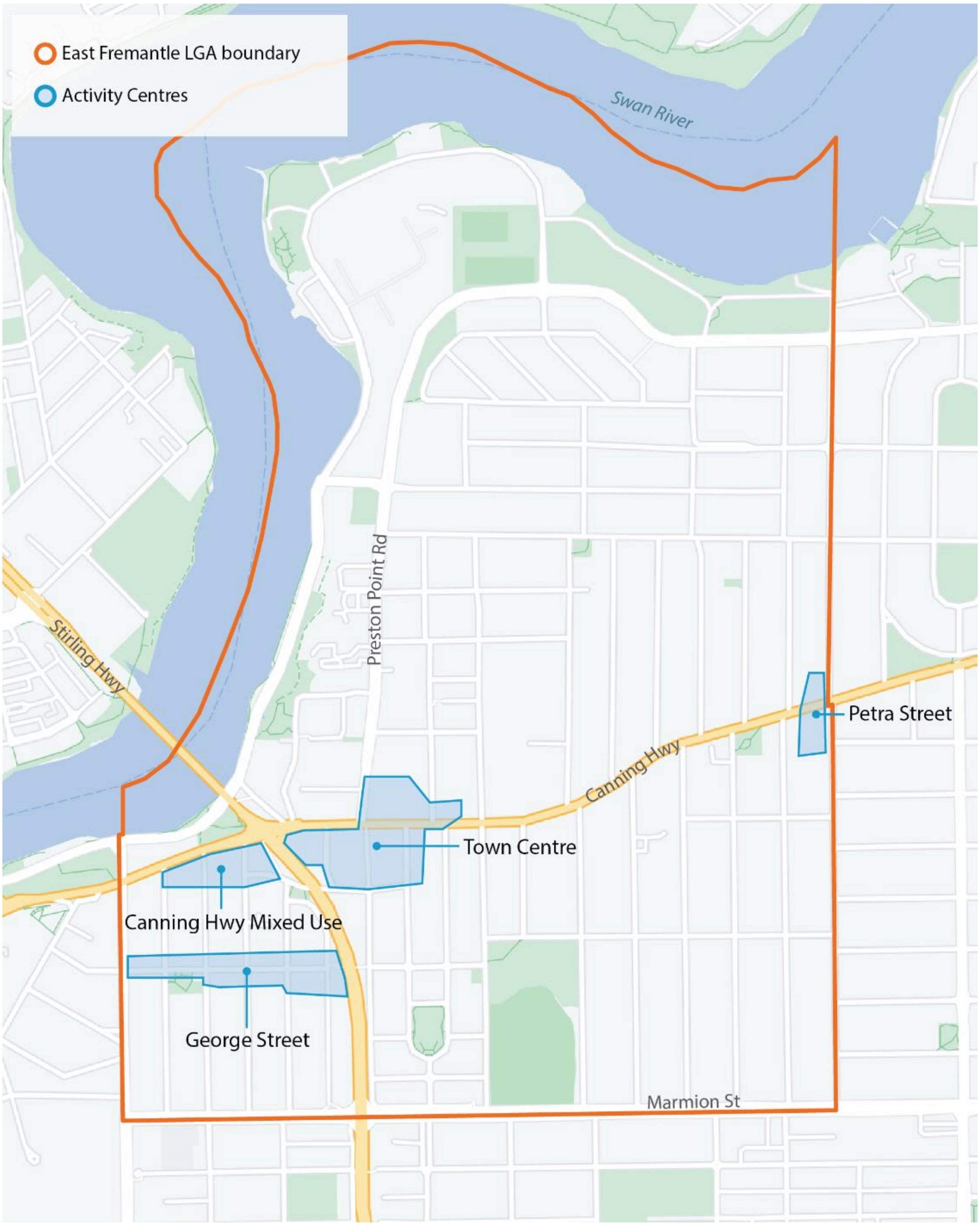
2.2 Existing Activity Centres

Consistent with the ACH of draft SPP 4.2, the Town's main activity centres are shown in Figure 8 and include the following:

- Petra Street Centre (District Centre) located in the Special Business zone. (Note that this centre is located on the shared border of the City of Melville. Only those properties west of Petra Street are within the Town).
- Town Centre and Canning Highway Mixed Uses (Neighbourhood Centre):
    - Town Centre Core located in the Town Centre zone.
    - Mixed Use Canning Highway (part of the frame of the Town Centre Neighbourhood Centre) located in the Mixed Use zone.
- George Street Centre (Local Centre) located in the Mixed Use zone and the Special Zone - Royal George Hotel.

A number of sites along the Swan River (within MRS Parks and Recreation Reserve) provide some commercial activity in the form of café/restaurants and licensed premises as solely commercial facilities or as part of club premises. These activities support residents and visitors who enjoy the Swan River foreshore and its outlook, together with the sports and recreational facilities in the vicinity.

Figure 8. Main Activity Centres



Source: Pracsys 2022

Note: the identified Canning Highway Mixed Use centre forms part of the Town Centre Frame

2.3 Population Growth

Data used in the analysis of population forecasts for the Town's LCCAS is sourced from Western Australia Tomorrow Population (WA Tomorrow) Report No.11 Medium Term Population Forecasts. WA Tomorrow population forecasts are produced by the Western Australian Planning Commission in collaboration with the Department of Treasury WA every 5 years, following the release of the most recent Australia Bureau of Statistics (ABS) Census of Population and Housing data. WA Tomorrow forecasts are provided at a local government level for a 15 year timeframe (most recently 2016 - 2031), allowing for the use of the data in population forecasts for planning purposes, including the Town's LCCAS. Population forecasts are provided in 5 bands (A through to E) with varying growth rates for each; Band C represents the median and its respective forecasts have been used for the purpose of the demand analysis in this report.

The Town's LPS population forecasts use the same WA Tomorrow Band C forecasts (Figure 9). The Town estimates current population to be approximately 8,090. Population growth from 2021 to 2031 is expected to average 1.6% per year (compared to 0.9% in Fremantle and 2.6% in Cockburn). The LPS estimates the population through to 2036 by linear extrapolation. Population numbers and growth are relatively low commensurate with a small local government area. The Town is void of large areas of undeveloped residential land, supressing the possibility of high population growth numbers.

Figure 9. Local Planning Strategy Forecast Population Change[5]

Town of East Fremantle	Forecast year				
	2016	2021	2026	2031	2036
Scenario 1 (WAT Median Band C)					
Population	7,770	8,090	8,710	9,480	10,050
Change in Population (5 years)		320	620	770	570
Average annual change		0.8%	1.5%	1.8%	1.2%
Scenario 2 (WAT Median Band C including Leeuwin)					
Population	7,770	8,090	8,710	10,840	12,780

[5] Note: Scenario 2 forecast timing assumptions:

- Initial dwelling construction is highly unlikely to be completed until the year 2028
- Initial dwelling development take up rate is expected to be 25 per cent, then 15 per cent dwelling growth per annum thereafter until capacity is reached.

Change in Population (5 yrs)		320	620	2,130	1,940
Average annual change		0.8%	1.5%	4.8%	3.6%

Source: Town of East Fremantle 2021

Population growth is expected to continue past 2031 and potentially increase with the potential redevelopment of the Leeuwin Barracks, which has an estimated development yield of approximately 1,440 dwellings. Should the Leeuwin Barracks site redevelopment occur, growth is expected to occur at a much higher rate continuing to the late 2030s before slowing.

It should be noted that since the LPS forecasting was undertaken, the Department of Defence has advised that divestment of the Leeuwin Barracks site is on hold, pending a study to assess the Department's changing land requirements across Australia (expected completion by the end of 2022). Should intentions be to continue to dispose of the Leeuwin Barracks site for private redevelopment, it is acknowledged that the extent and timing of development could be altered. As this is an important consideration to trigger the need for a new centre in the ACH under growth scenario 2 (high growth), further adjustments may be required to the detailed recommendations of this LCCAS in relation to the Leeuwin Barracks centre.

For the purposes of this LCCAS, it is assumed that the Leeuwin Barracks site may be redeveloped according to the extent and timeline presented as part of a high growth scenario.

2.4 Study Area

A needs assessment analysis has been undertaken to support the LCCAS as outlined in draft SPP4.2. The needs assessment was conducted on a 5 kilometre (km) study area, consistent with expected local demand for the type of uses at the existing activity centres. The 5km study area included the Town and parts of the City of Fremantle and the City of Melville however, natural geographical barriers including the Indian Ocean and the Swan River restricts this to the north and the west (Figure 10). The study area is used to analyse demographic characteristics and spending capacity, and commercial floorspace supply and demand now and for the future.

Figure 10. Study Area

Source: Pracsys 2022

2.5 Land Use Employment Survey Data

Much of the analysis in this LCCAS is based on the Department of Planning, Lands and Heritage (DPLH) Land Use Employment Survey Data (LUES).

Undertaken approximately every five years, the LUES is a survey of all commercial, industrial, public purpose and recreation/open space land uses within the Perth and Peel Region. Key information is collected relating to land use and employment including: the type of business activities conducted; how much floor space the activity occupies; and how many people work in each activity.

The LUES uses are coded according to the Western Australian Standard Land Use Classification (WASLUC) codes and the department of Planning, Lands and Heritage Planning Land Use Categories (PLUC). WASLUC is a detailed land use classification based on a description of the land use activity at a particular site and PLUC describes groupings of activities that have impact on land.

The LUES was most recently completed in 2016 and it is understood that it will be undertaken again in 2022. A glossary and definitions of terms used in the PLUC is shown in **Appendix A: PLUC Terms and Definitions.**

Appendix B: LUES Commercial Complexes identifies LUES complexes and provides a concordance to the Centres referred to in the LCCAS.

3 DEMAND ANALYSIS

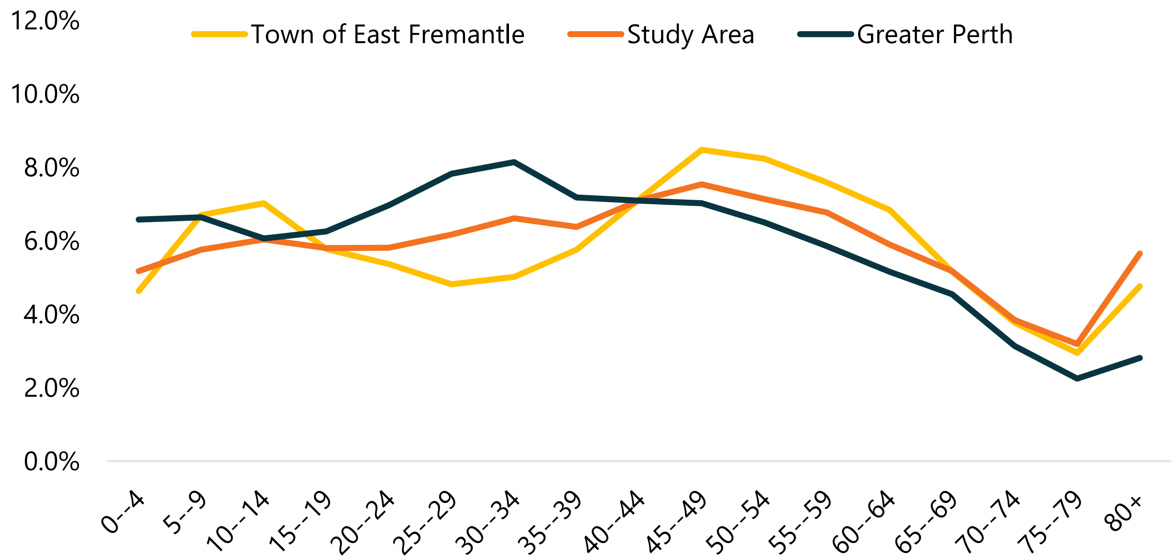
3.1 Demographic Analysis

An analysis of the Town's demographic data was undertaken to plan for local commercial centres to meet current and future need.

Age Profile

The demographic analysis indicates the study area, and the Town has a high proportion of Generation X (people aged 41-56 years), Boomers (people aged 57-75 years) and the Post War Generation (people aged 76 years and older) than Greater Perth.[6] Both the study area and the Town have a lower proportion of Millennials (people aged 25-40 years) than Greater Perth. The Town has a higher proportion of persons aged 5-14 years compared to both the study area and Greater Perth, indicating a higher proportion of maturing families with children entering high school (Figure 11).

Figure 11. Age Profile



Source: ABS Census 2016

Key message:

This population breakdown indicates that centres in the Town may need to target the retail needs of families with school aged children, empty nesters and the elderly when designing and planning activity

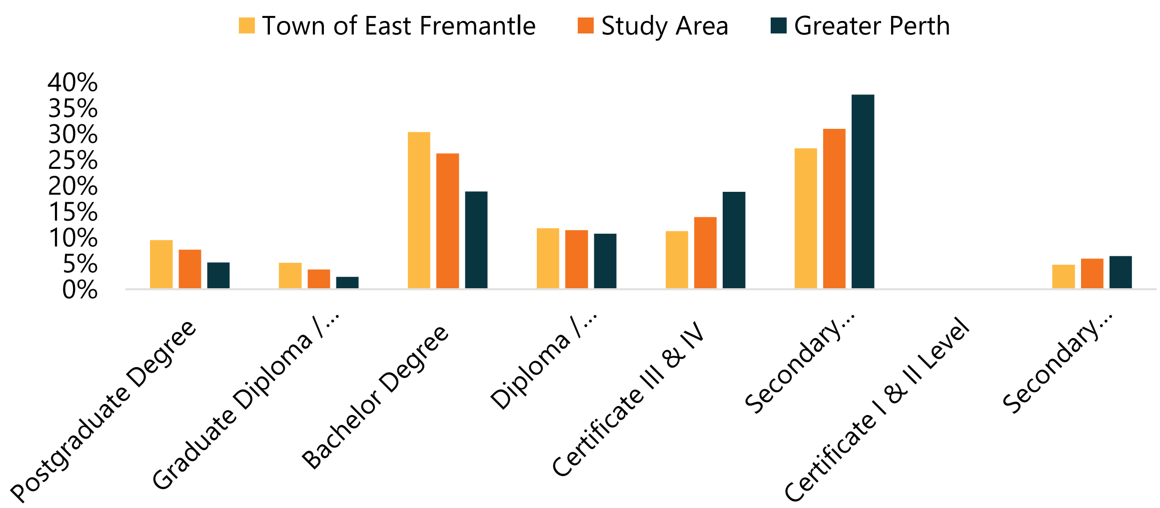
[6] Beresford Research, 2021. Available from https://www.beresfordresearch.com/age-range-by-generation/.

centres. This could include providing parking for mobility-impaired customers and providing wide, flat walkways.

Education and Occupation Profile

There is a relatively high proportion of persons with a Postgraduate Degree, Graduate Diploma/Certificate and Bachelor Degree as their highest level of educational attainment in the study area and in the Town (Figure 12). This may translate to higher spending on cultural activities such as galleries, museums and theatres and boutique shops.[7] Furthermore, a large portion of Town residents and people living in the study area are Managers and Professionals (Figure 13).

Figure 12. Education Profile



Source: ABS Census 2016

Figure 13. Occupation Profile

[7] Roy Morgan, Helix Personas Australia, 2021. Available from: https://live.roymorgan.com/products/helix-personas.

Source: ABS Census 2016

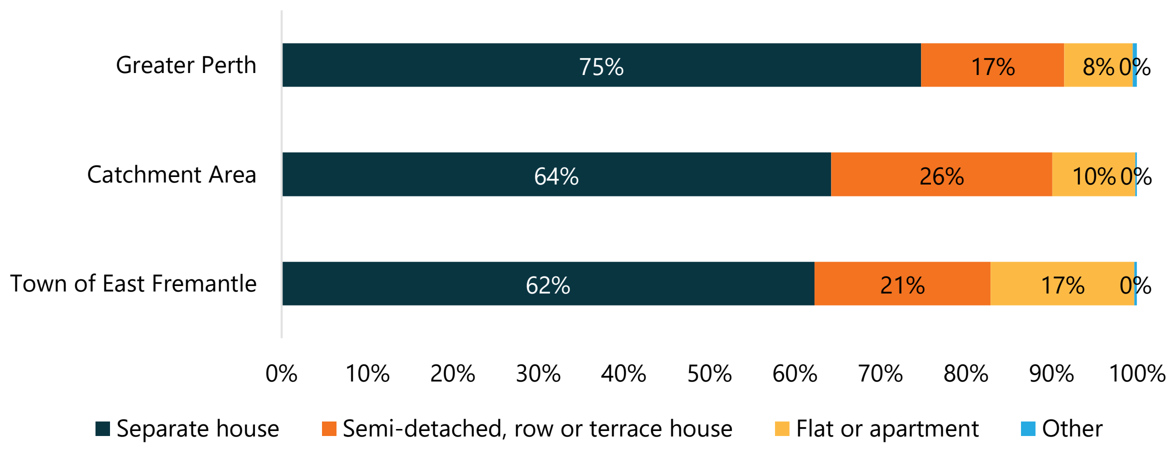
Key message:

The identified demographic could benefit from the Town offering offices with flexible floorspace layouts and lease arrangements to accommodate home-based businesses and remote working arrangements.

Dwelling Type Profile

A greater proportion of people in the Study area and the Town live in semi-detached, row or terrace houses and flats and apartments compared to Greater Perth (Figure 14) which may be catering to older adults downsizing.

Figure 14. Dwelling Type Profile



Source: ABS Census 2016

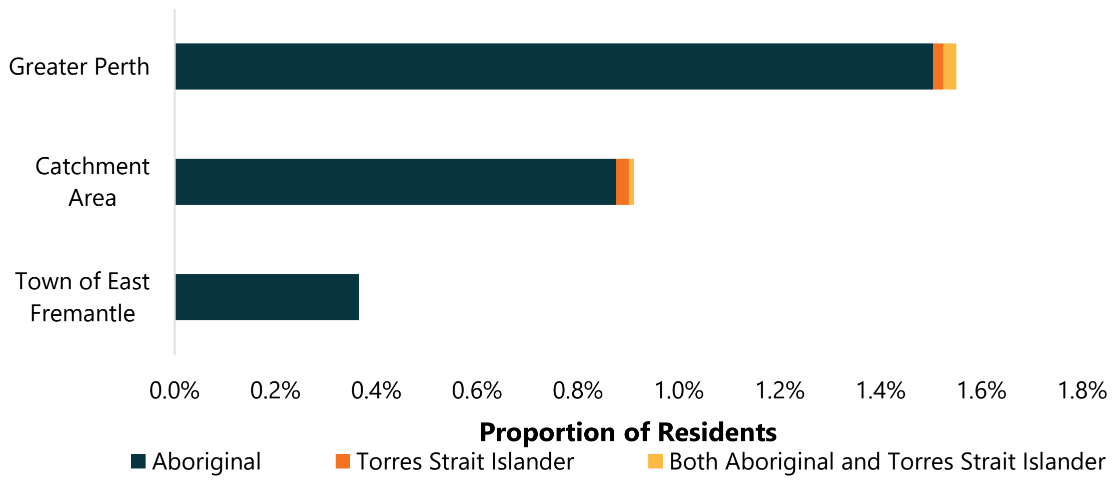
Key message:

Opportunities to incorporate more medium to high density dwellings within activity centres aligns with current development patterns and could support improved walkable access for residents and increase localised market demand.

Diversity Profile

The Town and study area both have a lower concentration of Aboriginal and Torres Strait Islanders persons than the Greater Perth region (Figure 15). This is unlikely to have any impact on the preferred retail offerings in the study area assessed.

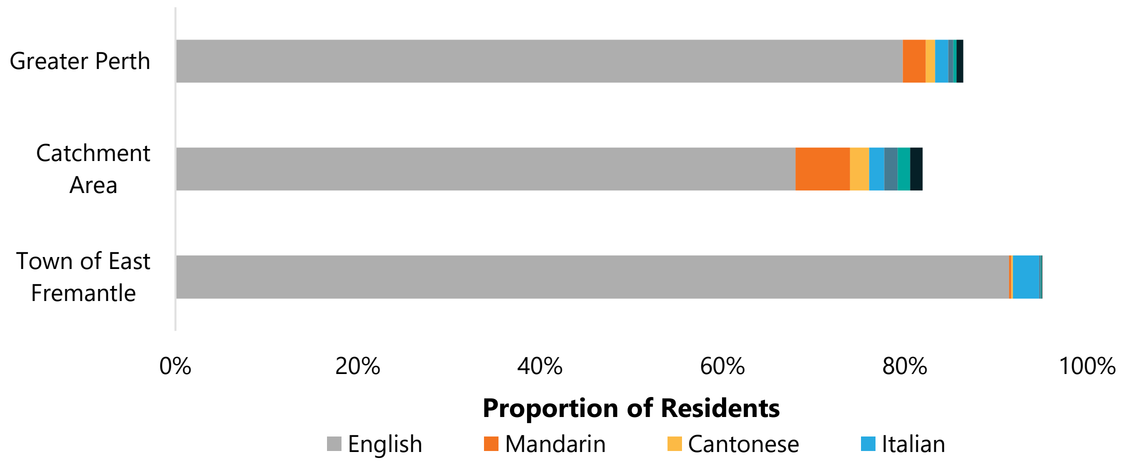
Figure 15. Aboriginal and Torres Strait Islander Profile



Source: ABS Census 2016

The level of diversity in the study area and in the Town was assessed based on the proportion of residents who speak a language other than English at home. The Study area is more diverse than both Greater Perth and the Town, and the Town is less diverse than Greater Perth.

Figure 16. Language Spoken at Home Profile



Source: ABS Census 2016

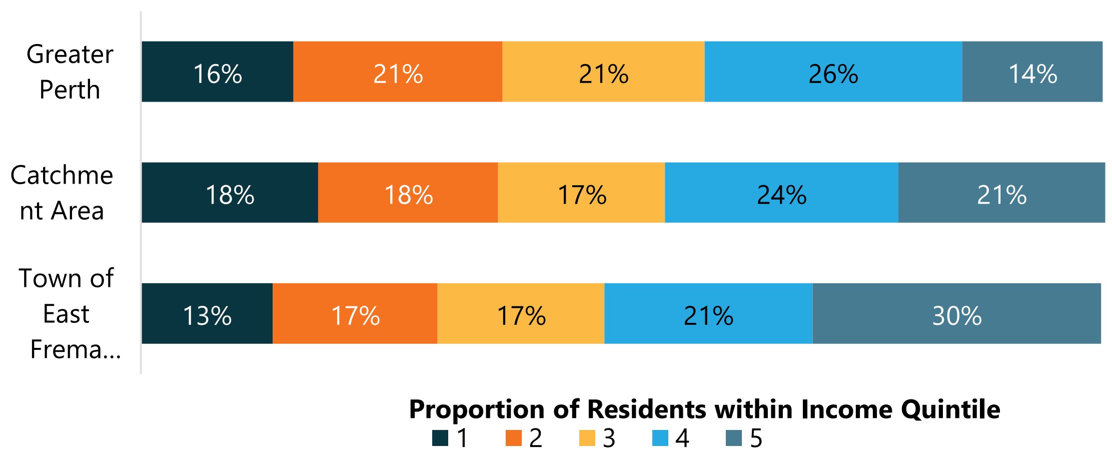
Key message:

A more diverse retailing offering could attract more visitors from the wider study area.

Socioeconomic Profile

The study area and the Town have a higher proportion of high-income earners compared with the Greater Perth Area, with 21% of the study area's households and 30% of the Town's households within the top income quintile, compared to 14% for Greater Perth (Figure 17).

Figure 17. Household Income Profile



Source: ABS Census 2016

The higher levels of disposable income suggest that residents will have more to spend on comparison retail. The anticipated 1,500 new dwellings and 70,000m^2 office floorspace in the City of Fremantle's *Freo 2029: Transformational Moves Strategy* could attract more strategic and knowledge-intensive employment to the area and shift even more households into the top income quintile.

Key message:

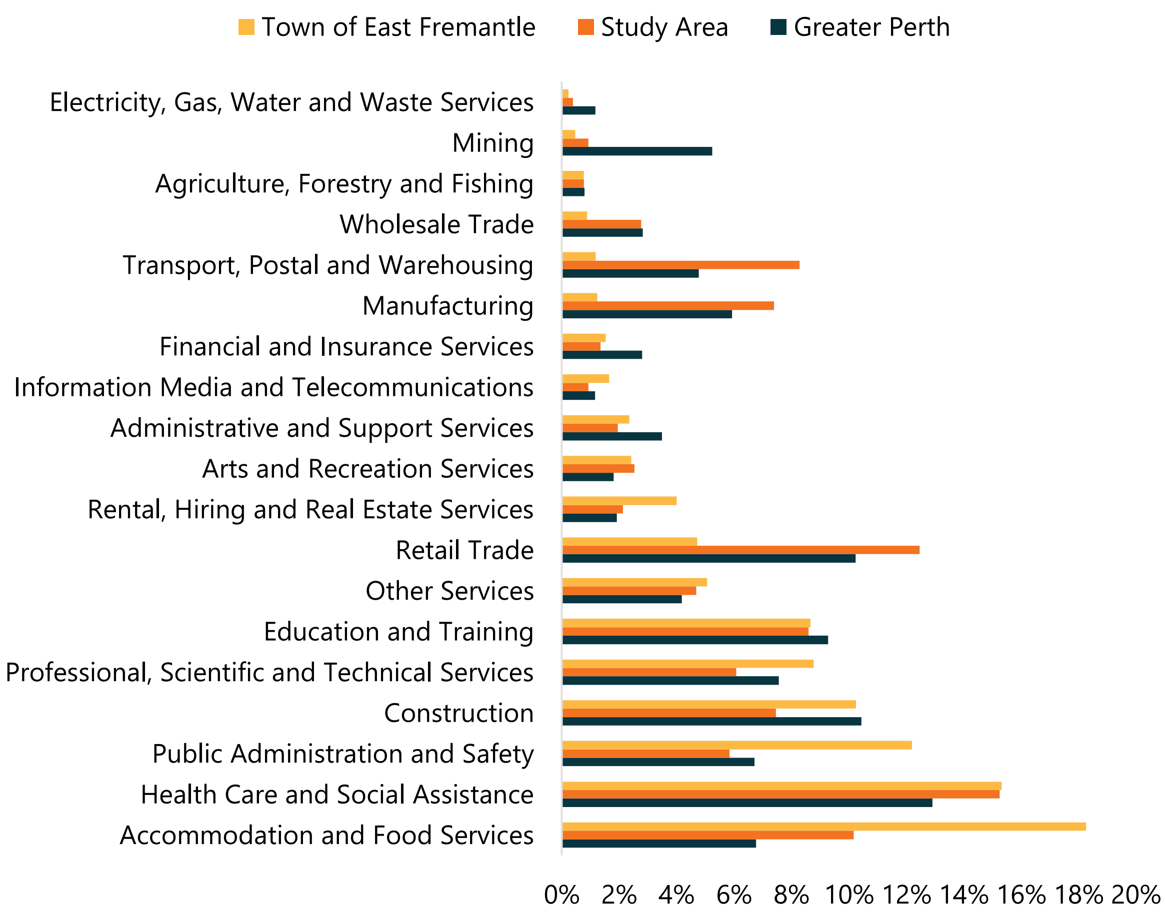
The Town's socioeconomic profile suggests that more comparison retail may be supportable now and in the future. While most of this will be captured by major centres such as the Fremantle City Centre and Garden City, there is the opportunity for boutique speciality shops to cater to these consumers in the Town's centres.

3.2 Employment Profile

Employment Type

Accommodation and Food Services and Health Care and Social Assistance employed the highest proportion of workers in the study area and the Town (Figure 18). This is likely related to a high level of aged care in the Town and the operations of the Leeuwin Barracks.

Figure 18. Employment by industry



Source: ABS Census 2016

Key message:

Demand for aged care and health services is likely to increase as the local population ages. The Town's location is also suited to short stay accommodation with close proximity to the river, ocean and Fremantle.

Should the Leeuwin Barracks be redeveloped, there will likely be a loss of jobs in Accommodation and Food Services and Public Administration and Safety industries. These are likely to be small losses in the local context given the strategic nature of the employment that would draw employees from across the Perth Region.

Employment Self-Containment and Self Sufficiency

Analysis of employment prospects provides a critical measure of the capacity of the Town's economy to absorb human capital, in terms of the quantum and quality of employment available.

Employment opportunities and access to employment can be examined using Employment Self-Containment (ESC) and Employment Self-Sufficiency (ESS), where:

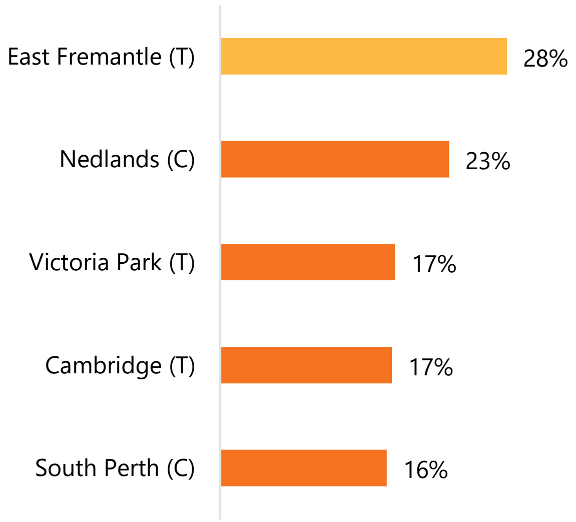
- ESC refers to the proportion of local residents who are employed in local jobs (live and work in the same local government area) relative to the total labour force of the area.
- ESS refers to the number of jobs available in a geographic area, as a proportion of the size of the labour force resident in that same area.

High ESS is generally a sign that the economy has a healthy rate of employment growth, there are opportunities to attract and support a bigger local population.

ESC is indicative of the capacity of the economy to absorb the skills of its local workforce and is therefore useful to uncover potential mismatches between local skills and industries (i.e. training requirements; risk of losing local skilled population to other regions). ESC is also often a reflection of the economy's complexity. As people base their location decisions on more than simply access to work, lower ESC can often reflect the desirability of a place to live and a relatively simple economy as people have to travel out of the area to find work.

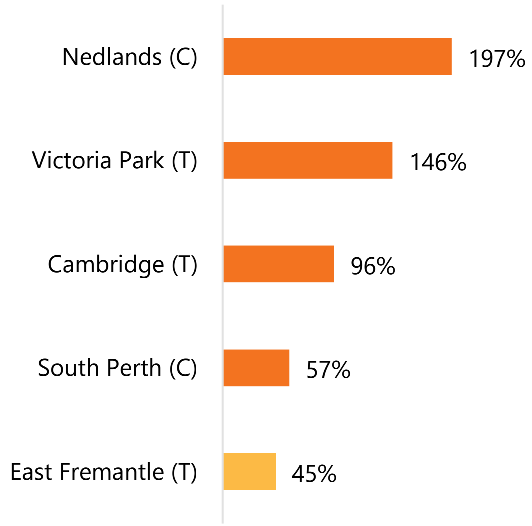
The Town has a higher ESC (28%) and a lower ESS (45%) when compared to similar areas (Figure 19 and Figure 20 respectively). A higher ESC means that the local job offerings reflect the skillsets of the residents within the Town; however, a low ESS signifies that the Town is not an employment hub of importance.

Figure 19. ESC in the Town



Source: ABS Census 2016

Figure 20. ESS in the Town



Source: ABS Census 2016

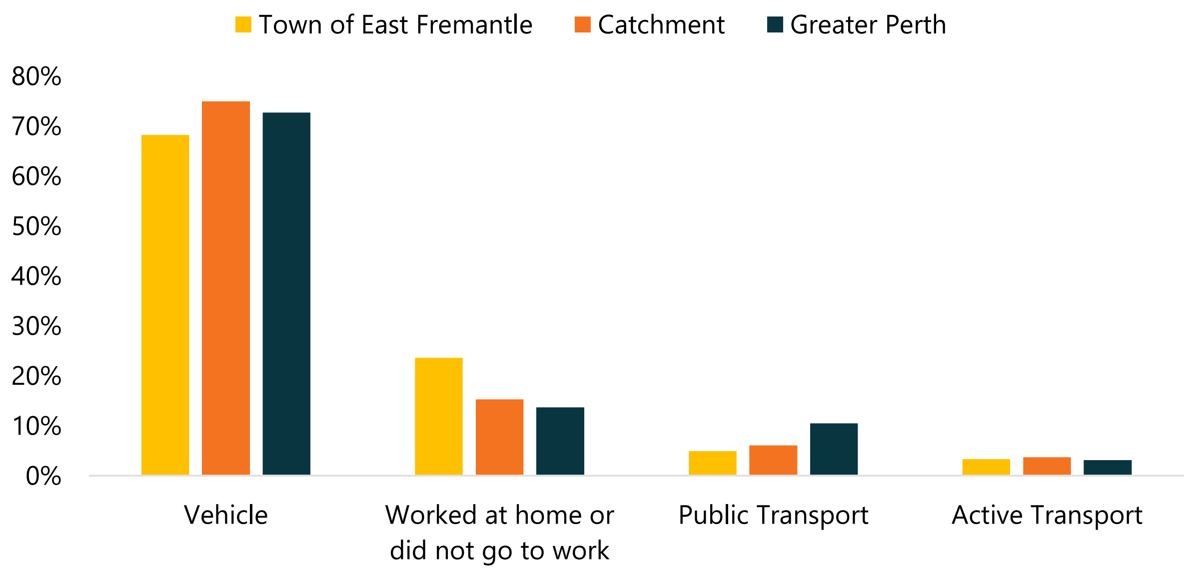
Key message:

The Town's ESS could be improved by devising and executing strategies to attract, retain and grow businesses. It should be noted that this is not seen as something that could be changed to a great degree due to the Town's size and availability of land for employment uses; additionally, the Town's proximity to Fremantle and other employment nodes (i.e. Murdoch, O'Connor, Bibra Lake, etc.) reduce the need to achieve significant employment growth.

Access to Employment

Most workers (68% for the Town and 66.7% for the study area) commute by vehicle (i.e., by car, truck or motorbike/scooter). The Town and study area both support a higher proportion of its workforce working from home (Figure 21). Approximately 24% of the Town's workers work from home and this is likely to have increased throughout the COVID pandemic.

Figure 21. Mode of Travel to Work (Excluding Cars)



Source: ABS Census 2016

Key Message:

Lower public transport patronage than the Greater Perth average, especially for the Town could potentially show that there are not enough transport links to key employment centres.

Providing office space that allows for shared usage would likely support growth in home-based businesses should they wish to expand in future.

3.3 Commercial Trend Analysis

The Town needs to facilitate development and revitalisation of its activity centres in line with current retail trends to maximise expenditure and overall demand. Some of the trends associated with commercial activity are as follows [8]:

Trend	Description	Drivers
Conscious Retail	Conscious retail is increasingly keeping customers loyal to a brand /distributor.	Many consumers have made a lifestyle choice to have a smaller global footprint, support brands that provide better conditions for factory workers in developing countries or support local products. Consumers are often willing to pay a premium for these products.
Data Retail	'Big Data' is being used to continually monitor and respond to changing consumer desires, shortening the product cycle.	Collecting and analysing data on retail sales is being used to inform all parts of the retail sale process, from supply chain analysis to understanding customer satisfaction with their purchase. Retailers who do not use data to inform their decisions are much less likely to understand their customer's preferences or forecast demand and may find it difficult to remain competitive with those who do.
International Retail	The last few years have seen an influx of international brands penetrating the Australian market.	An untapped Australian market and Australian's demanding goods they can see online but cannot purchase locally. Additionally, the ability to geoblock products and charge higher prices in the Australian market has driven demand.
Omnichannel Retail	Digital marketing has been used to keep customers loyal to a brand/distributor.	The emergence of digital marketing across a range of devices, platforms and applications has provided multiple channels for retailers to market their products. Physical stores need an online presence to be competitive, as a consumer may shop using both means at different times.

[8] Baptist World Aid Australia, The Australian Ethical Consumer Report, 2021. Available from: https://bit.ly/3RRe9OB
KPMG, Australian Retail Outlook, 2021. Available from: https://bit.ly/3LmGABA
ABC, How COVID-19 changed the way we shop – and what to expect in 2022 and beyond, 2022. Available from: ab.co/3RLUxeV

Trend	Description	Drivers
Mobile Devices	Accessing retail via mobile devices and integrating mobile devices.	Mobile devices are providing unprecedented 24/7 access to retail offerings.
Subscription retail	Subscription retail allows retailers to encourage increased loyalty and connection to their brand.	Retailers need a business model that 'locks in' customers to increase the threshold of switching brand
Fast Retail	Business models comprised of virtual stores accessible from anywhere with fast distribution networks.	Technology has enabled customers to decide when, how and where to go. Consumers are no longer beholden to opening times or physical geography, consumer desires rather than retailers are driving consumption.
Retailtainment	Entertainment as an integral part of the retail experience.	The popularity of online retail channels has resulted in physical retailers needing to provide a retail or social experience as a point of difference. Millennials integrate retail and entertainment as a single social experience.
Small Retail	Speciality shops and smaller floorplates are becoming more popular.	Smaller stores with more curated selections, and specialty shops with niche products and more knowledgeable staff are predicted to be more competitive than larger stores where products can be harder to find.
Personal Retail	Consumers are increasingly desiring products that can be personalised.	Consumers are going shopping with a strong idea of what they want, rather than shopping to see what is available and fits their needs. They want to find a product that reflects their personal brand and is tailored to their needs rather than generic and mass-produced.
Ethical Consumerism	Consumers are considering the ethical and environmental impact of their purchases; where the product was produced and if it reflects their values.	This has been driven by a range of factors such as COVID-19, social media raising awareness around working conditions and environmental impact, news, Oxfam and other organisations that rate brands.
Ecommerce	The rise of online shopping coincides with a rise in e-commerce. Online shopping provides consumers the ability to shop from home and e-commerce	This has been driven by fast paced living, the rise of social media, and more people starting online businesses. Online shopping is what customers are doing and ecommerce is

Trend	Description	Drivers
	has revolutionised who can be a retailer.	what businesses are doing. This means in-store shopping needs to be enticing and convenient to attract consumers.
Buying Local	Supporting local businesses and individuals	Consumers are becoming increasingly willing to purchase from small businesses and locally. This has been accelerated by COVID-19, with small businesses gaining community support and a lack of competing imported goods.
Open Air Shopping Experiences	People are starting to prefer outdoor malls rather than enclosed malls.	People wanting to be in nature, prefer to walk between shops outside rather than in a shopping centre, however, the trade area pull is larger for indoors than outdoors
Circular Fashion	More consumers partaking in a circular economy model where they consume and give away items in a more sustainable manner.	This has been driven by second-hand ecommerce like Etsy, people both buying and selling as individuals or small 'brands' and the growth of the sharing economy.
Authenticity	Customers are increasingly wanting to feel a personal connection with brands and are more aware of manipulative advertisements.	Increased availability of information is making consumers more aware of marketing tactics. Consumers are more inclined to purchase from brands they feel are authentic.

Key message:

The identified trends highlight the fast-changing nature of retail that businesses need to adapt to. It is key to ensure that planning for activity centres allows for flexibility in uses and floorspace areas. The identified trends should be considered as activation and development opportunities arise.

3.4 Business Profile

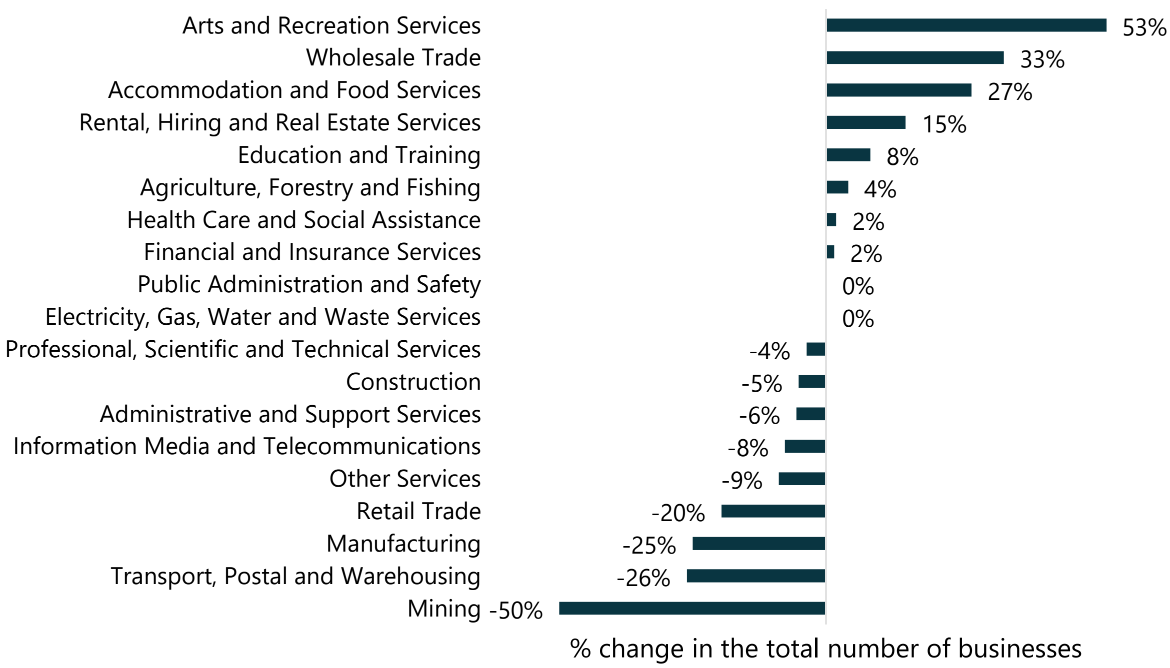
In 2021, significant industries in the Town included Professional Services, Rental, Hiring and Real Estate Services, and Health Care and Social Assistance. (Figure 22).

Figure 22. Businesses by Industry in the Town - 2021

Source: ABS 2021

Industries that experienced material growth from 2019 to 2021 included the Arts and Recreation Services, which grew from 19 businesses in 2019 to 29 businesses in 2021, Wholesale Trade, which grew from 27 businesses in 2019 to 36 businesses in 2021, and Accommodation and Food Services, which grew from 22 businesses in 2019 to 28 businesses in 2021 (Figure 23). The significant decrease in Mining is from a small base (6 businesses to 3 businesses) and likely reflects Small-Medium Enterprises (SMEs) or Micro businesses that support mining through mining exploration or services. Decreases in retail trade may have been associated with the COVID pandemic however accommodation and food services improved. The Town's businesses are more orientated towards local consumers which should have shielded them from some of the negative impacts of the COVID-19 pandemic.

Figure 23. Percentage Change in the Total Number of Businesses in the Town, 2019-2021



Source: ABS 2021

Key message:

High growth in Arts and Recreation Services and Accommodation and Food Services related businesses could be investigated as an opportunity to increase local and tourist visitors to the Town.

The orientation of business towards local consumers likely reduced the scale of negative economic impact due to the COVID-19 pandemic.

ABS Business Entries & Exits data indicates that the total number of businesses in the Town has experienced a slight nett increase between 2019 and 2021 from 835 to 841. This growth appears to have been in micro businesses with decline in SMEs and large businesses. Since 2019, there are 21 additional Micro Businesses and 9 fewer Small Businesses and 6 fewer Larger Businesses in the Town (Figure 24).[9] Micro Businesses include non-employing businesses such as sole proprietorships and partnerships without employees and employing businesses typically employing between 1 to 4 people.

[9] Department of Parliamentary Services, Definitions and data sources for small business in Australia: a quick guide. Available from: https://bit.ly/3eZrHcw

Figure 24. Businesses Classified by Business Size

Business Type	Annual Turnover Range	2019	2020	2021
Micro Businesses	$0 - $2 million	791	803	812
Small Businesses	$2 million - $10 million	38	30	29
Larger Businesses	Over $10 million	6	3	0

Source: ABS 2021

Key message:

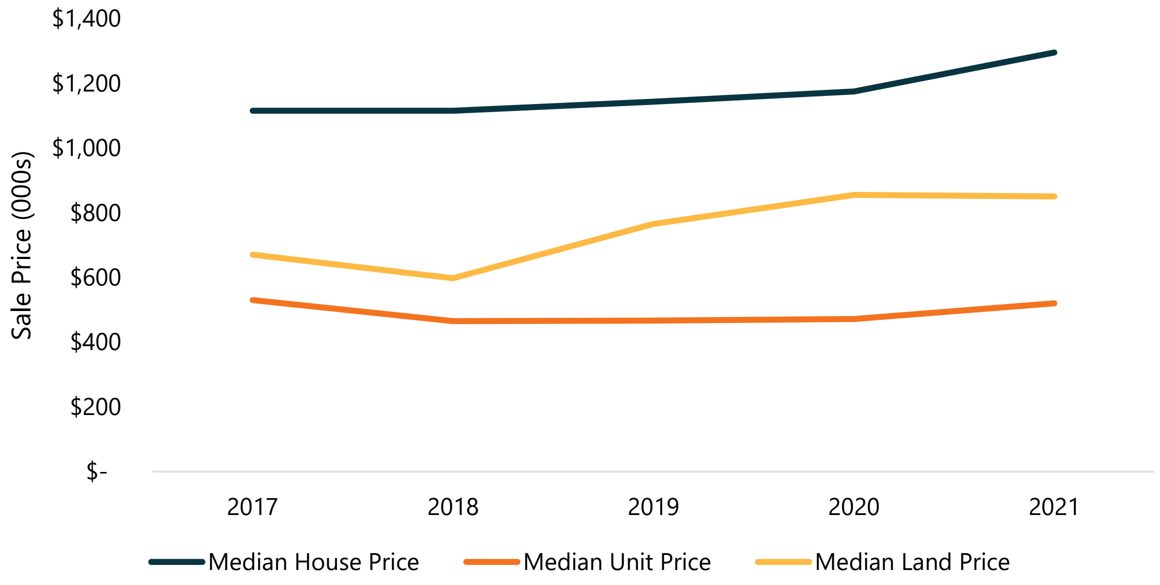
Micro businesses can often operate from a residential location although they require space should they wish to expand. The Town could consider facilitating shared office space to support these businesses.

While the increase in Micro Businesses represents an increase in local businesses, the Town should note that commercial centres can benefit from larger anchor tenants to activate them and attract visitors other than local residents. Determining why SMEs and Larger Businesses have left the area would be useful input into planning centres so that they can better retain businesses going forward.

3.5 Property Market Profile

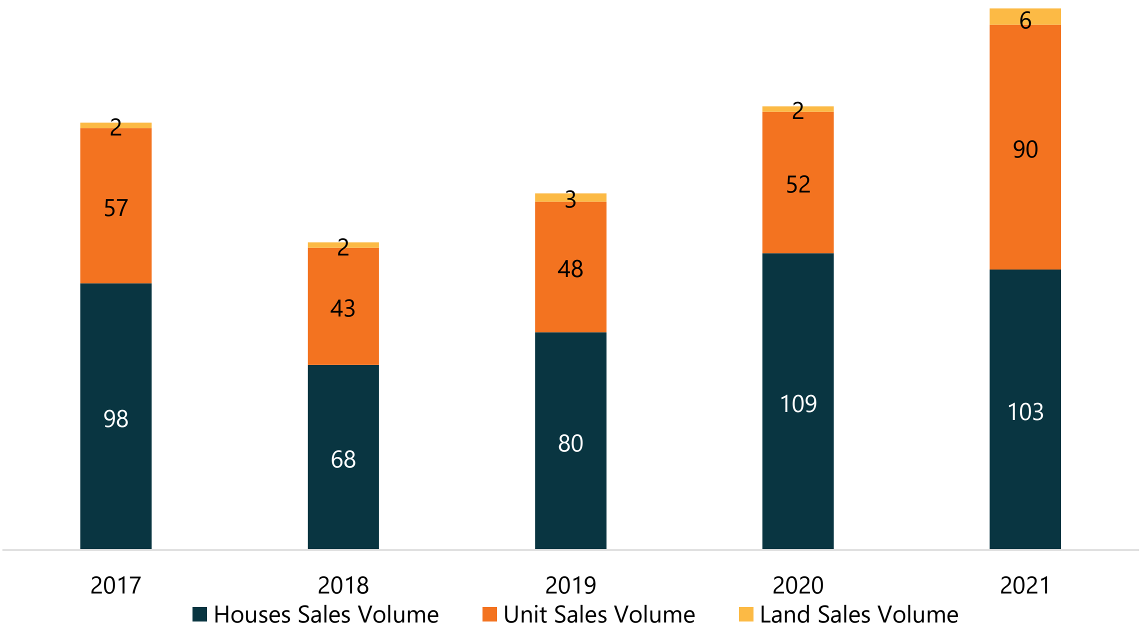
House prices in East Fremantle have been rising over the past 5 years; however, unit (apartment) prices have remained more stable (Figure 25). Unit sales increased noticeably from 52 in 2020 to 90 in 2021 (Figure 26), which is likely influenced by the COVID Pandemic and the associated State and Federal housing specific stimulant measures including stamp duty rebates for first homebuyers and off the plan apartment sales.

Figure 25. Town Residential Sales Prices



Source: REIWA 2021

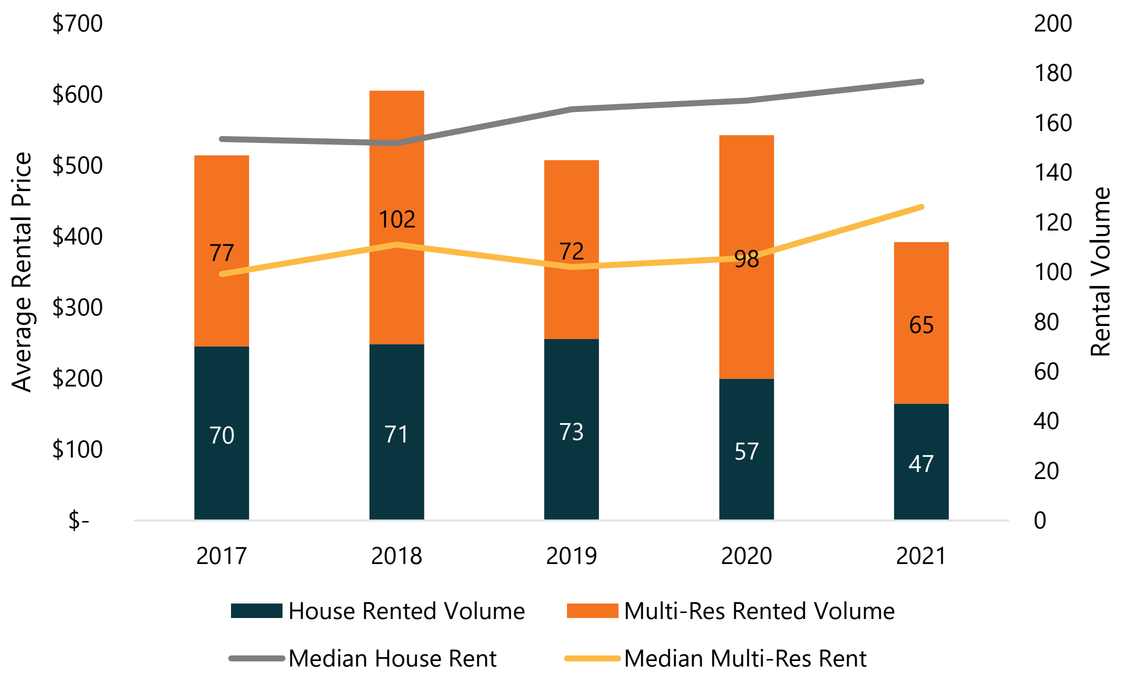
Figure 26. Town Residential Sales Volumes



Source: REIWA 2021

The median house rent price in the Town has increased 15% since 2017 to 2021, and in the same period, the number of house rentals declined 33% (Figure 27).

Figure 27. Town Rental Volume and Prices, January - September



Source: REIWA 2021

Under the direction of the LPS, it is identified that up to approximately 840 indicative additional dwellings could ultimately be developed in the Town under the medium growth scenario (without the Leeuwin Barracks redevelopment) and approximately 2,300 indicative additional dwellings under a high growth scenario (including the Leeuwin Barracks redevelopment). The type of development could increase the average cost of housing and renting in the Town, particularly as they would be expected to provide high quality offerings and amenity due to the sought-after location. The Town should look to work with future developers to ensure that an appropriate level of affordable housing is included in new developments particularly around activity centres. This will allow greater mix of demographics to locate in the area including young persons, young families and potentially support aging in place opportunities for future downsizers.

Key message:

In the long term, the cost of living including the purchase and rental of houses may become less affordable and may prevent certain cohorts from living in the area, thus reducing employment (particularly the Town's ESC) and the Town's overall growth and sustainability. The provision of an appropriate level of affordable housing should be facilitated. This could include build-to-rent developments, which are apartments retained by and rented out directly by the developer and often result in lower rental costs.

4 EMPLOYMENT DRIVERS AND OPPORTUNITIES

4.1 Current Employment Quality

Employment quality is a key indicator of the strength of a local economy. The term employment quality refers to the ability of one job to generate other jobs and have positive multiplier effects on the economy.

Employment can broadly be understood in terms of knowledge requirements and industry uses. Employment quality is measured by assessing occupation and industry of employment data. Five employment categories are defined to assist in understanding the dominant role of nodes and identify target industries:

- Consumer Services: Basic business-to-consumer activity (for example, retail trade).
- Producer Services: Basic business-to-business activity (for example, printing services).
- Knowledge Intensive Consumer Services (KICS): Business-to-consumer activity with high knowledge requirements (for example, medical services).
- Knowledge Intensive Producer Services (KIPS): Business-to-business activity with high knowledge requirements (for example, architectural services).
- Export: Direct export related activity (for example, agriculture or mining).

KIPS and Export employment are collectively referred to as strategic employment. Strategic employment does not rely on a local population catchment and is sustained by income sources outside of the local economy. Strategic employment is desirable as it is less prone to automation and is associated with higher levels of education, qualification and income.

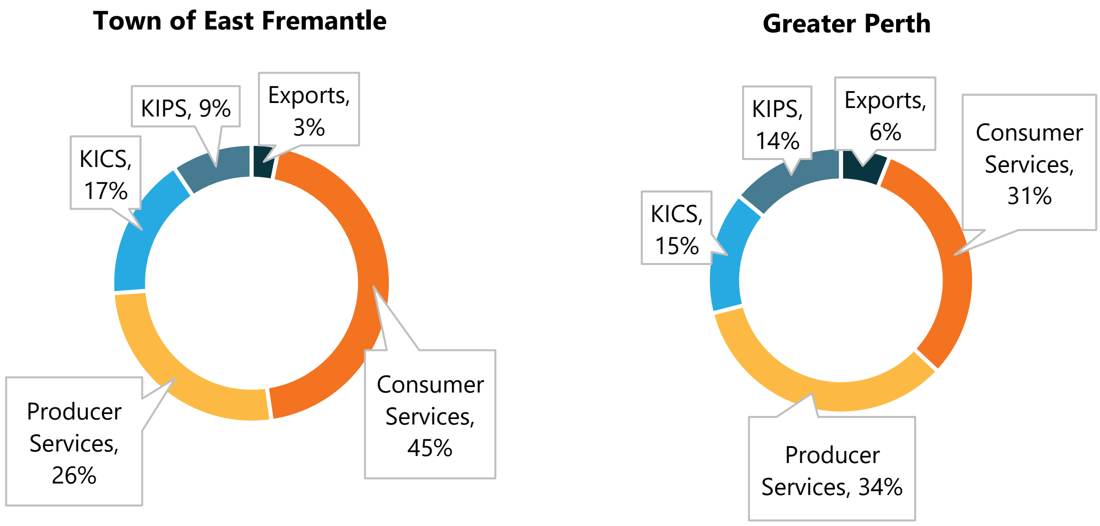
Population-driven employment is collectively Consumer Services, Producer Services and KICS. They reflect the level of local services available within the area. This employment usually grows organically with the population growth. However, it is dependent on the local population expenditure, and is associated with lower levels of income and more prone to automation.

Employment quality assessment gives an indication of the unique local economy profile and strength. It is beneficial to assess employment quality in comparison to other areas, for example, the Greater Perth average.

Town of East Fremantle Employment Quality:

The Town has proportionally higher levels of population-driven employment compared with Greater Perth, with Consumer Services, Producer Services and Knowledge Intensive Consumer Services accounting for 87% of employment versus 80% for Greater Perth (Figure 28).

Figure 28. Employment Quality



Source: Pracsys 2022

Source: Pracsys 2022

Key message:

Without some form of intervention for planned future strategic employment (which is highly unlikely), the Town's strength is likely to remain in population driven services going forward.

4.2 Economic and Employment Trends

The following general economic and employment trends should also be considered in the development/redevelopment of activity centres.

Home Occupations and Businesses

Home occupations and business were a recognisable part of Australia's economy prior to the COVID-19 pandemic; however, social distancing measures and trading restrictions have potentially caused even more small businesses to start operating their businesses from home.[10]

Key message:
Some businesses may continue operate from home after the restrictions and measures have been removed. Furthermore, some employees who have been more productive working from home have used their time savings to start their own businesses. As these businesses develop and grow, they may require affordable and flexible shared working space.

Short Stay Accommodation in Non-Commercial Cones

Online platforms for reserving short stay accommodation (e.g. Airbnb, Trivago, Wotif etc.) have contributed to the growth of a shared tourism economy.[11] While these innovations have mutually benefitted the participants of this economy, they have impacted hotels and traditional service providers and potentially burden the local community by increasing the price of long-stay rentals.[12]The State Government will be releasing a draft planning policy outlining proposed changes for how short stay accommodation will be managed in Western Australia, with the potential implementation of a new State-wide registration system.[13]

Key message:
The impact on providers will depend on the severity of the regulation; however, demand for short-stay accommodation is unlikely to change dramatically.

Commercial Uses in Non-Commercial Zones

[10] Australian Taxation Office, 2021. Available from: https://bit.ly/3LrvBH9
[11]Submission to the Parliamentary Inquiry into Short-Stay Accommodation in Western Australia, Edith Cowan University Centre for Innovative Practice, 2019, pg 4.
[12] WA Government, 2022. Available from: https://bit.ly/3eZCgwf

Some local governments have adopted a more flexible approach to land use by allowing commercial land uses in non-commercial areas (e.g. childcare centres) to meet commercial and community needs. The support for commercial uses in non-commercial zones has been (and will continue to be) constrained by concerns regarding amenity impact (e.g. noise and traffic).

There are a number of commercial properties (both occupied and vacant) in residential areas in the Town. These properties tend to be remnants of small deli-like offerings that used to provide walkable access to goods and services for the local area. These uses should be allowed to continue but do not necessarily need to remain commercially orientated in future. This is particularly the case for relevant vacant commercial lots; should a proponent propose a residential development, it should be considered for approval based on its merits.

Key message:

In addition to amenity impacts, the Town should also consider whether allowing for a commercial use within a non-commercial zone would detract from the viability and amenity of activity centres.

Generally small-scale office-based uses (e.g. microbusinesses and freelancers) have a minimal impact on activity centres; there is an opportunity for the Town to establish a relationship with these microbusinesses and freelancers and assist them with their transition to an activity centre when appropriate.

Current vacant commercial properties in residential areas present an opportunity for transition to residential.

Commercial Vacancy

DPLH LUES data (2015) indicates that the Town has a commercial floorspace vacancy rate of 10.6%. This compares to a commercial floorspace vacancy rate of 10.2% for the Great Perth area, indicating that the Town maintains an average level of vacant commercial floorspace. Vacant floorspace of this magnitude is required as it allows for new businesses to enter into the local economy. It also reflects that some commercial floorspace is less desirable due to age, quality, etc. Vacancy due to commercial floorspace reaching the end of its useful life as an asset generally leads to redevelopment in areas where there is continued demand for space. Overtime, redevelopment of existing vacant floorspace will replace ageing and unoptimised floorspace as proponents look to maximise their productivity, ultimately resulting in a circular flow of floorspace vacancy.

Key message:

The Town's centres maintain an average level of vacancy. If these vacancies are not taken up by new tenants, market forces are expected to support their redevelopment. For the purpose of the analysis, it is assumed that vacancy levels will remain constant over time.

Incidental Commercial Activity

Community facilities are increasingly hosting incidental commercial activity to offset operating costs and improve their financial viability. The Department of Local Government, Sport and Culture Industries highly rates the feasibility of a shared use facility with a wide variety of users at different times and for different purposes in its *Decision Making Guide for Sport and Recreation Facilities*.[14]

A recent example of such a facility is the Town's redevelopment of the East Fremantle Oval into an integrated community, sport and leisure precinct, which is anticipated to host incidental commercial activities to offset the cost of managing the facility.

Key message:

Planned redevelopment of the East Fremantle Oval Precinct (soon to be underway) is expected to draw people from a wider catchment who would not necessarily visit other local centres. This should minimise any potential negative impact of the proposed uses and may even generate additional expenditure in the Town.

The precinct is within walking distance to George Street Centre and the Town Centre, which could potentially benefit from pre and post-match spill over. Signage to guide people between the precinct and centres, and information about the centres available at the precinct would help facilitate visitors to access the Town's established centres.

In accordance with draft SPP 4.2, a retail offering of over 500m^2 GLA at the East Fremantle Oval Precinct would be required to provide an Impact Test to demonstrate that it will not affect the viability or vibrancy of the Town's ACH. Non Shop-Retail uses do not have the same impact test requirement; the Town should look to facilitate non Shop-Retail uses that are compatible with the Precinct such as health and recreation uses

[14] Department of Local Government, Sport and Cultural Industries, 2007, pg 30. Available from: https://bit.ly/3SfGfDh

5 CONSULTATION SUMMARY

5.1 Community Survey findings

An online survey accessed via the Town's website was undertaken early in 2022 to understand current business and intentions and to capture people's use and perceptions of existing centres in the Town.

Of the 77 respondents to the survey, 35% identified as business and commercial landowners, 40% as residents of the Town, 15% as workers within the Town and 9% as visitors to the Town.

Overall, the conditions in the Town currently support smaller businesses and commercial landowners well. Future planning needs to focus on parking, high quality public spaces, improved transport connections and improved regulatory process/planning and approval processes.

The George Street Centre was the most highly rated activity centre. Most respondents were neutral towards the Petra Street Centre and there was a higher level of dissatisfaction with the Town Centre Core.

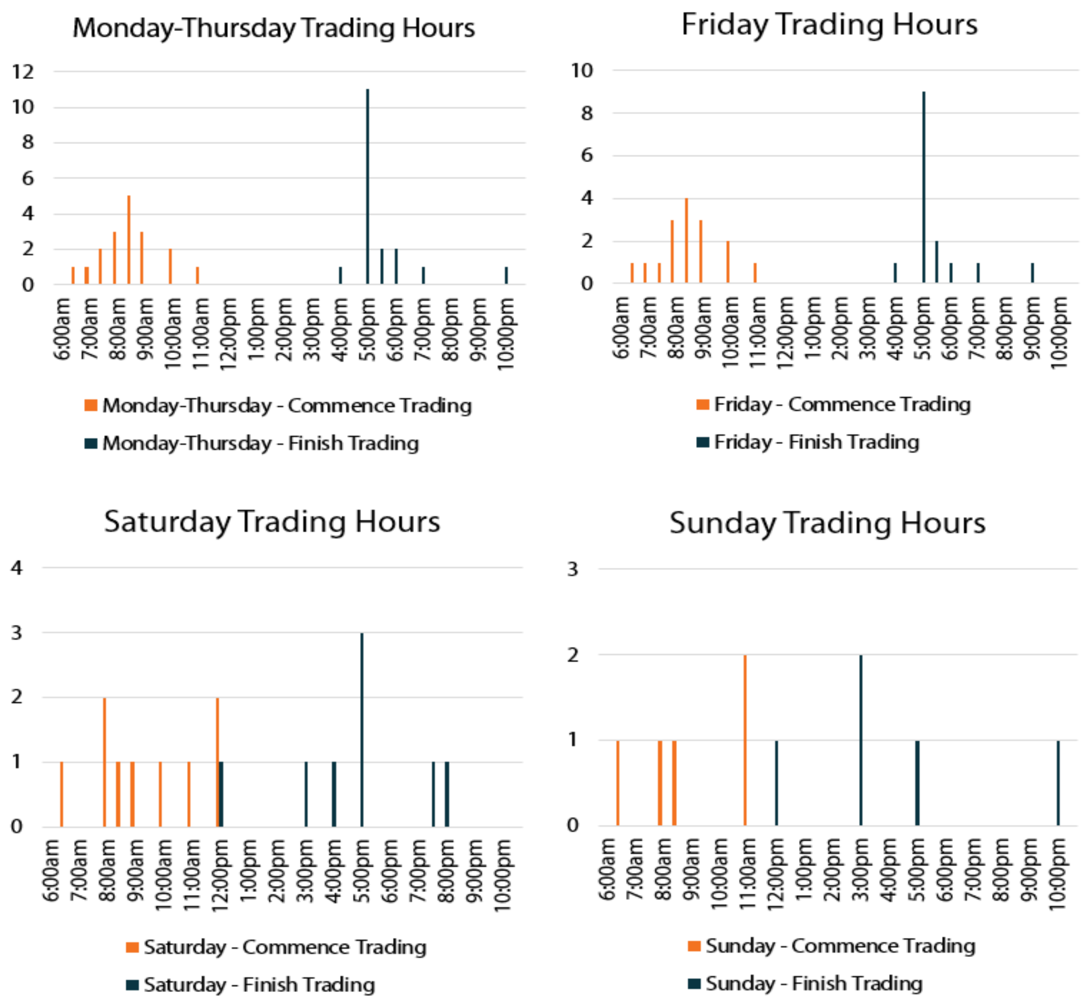
Business and Commercial Landowners

The business and commercial landowners were primarily located in the Town Centre Core, George Street Centre or an area outside of the identified activity centres. Of the businesses, the majority were Micro Enterprises (0–4 employees) and Small Enterprises (5-19 employees) in Health Care and Social Assistance, Accommodation and Food Services and Professional, Scientific and Technical Services industries.

Trading Hours and Peak Periods

Most businesses were trading within standard office hours from Monday to Friday, with fewer businesses trading on weekends (Figure 29).

Figure 29. Business Trading Hours by Day



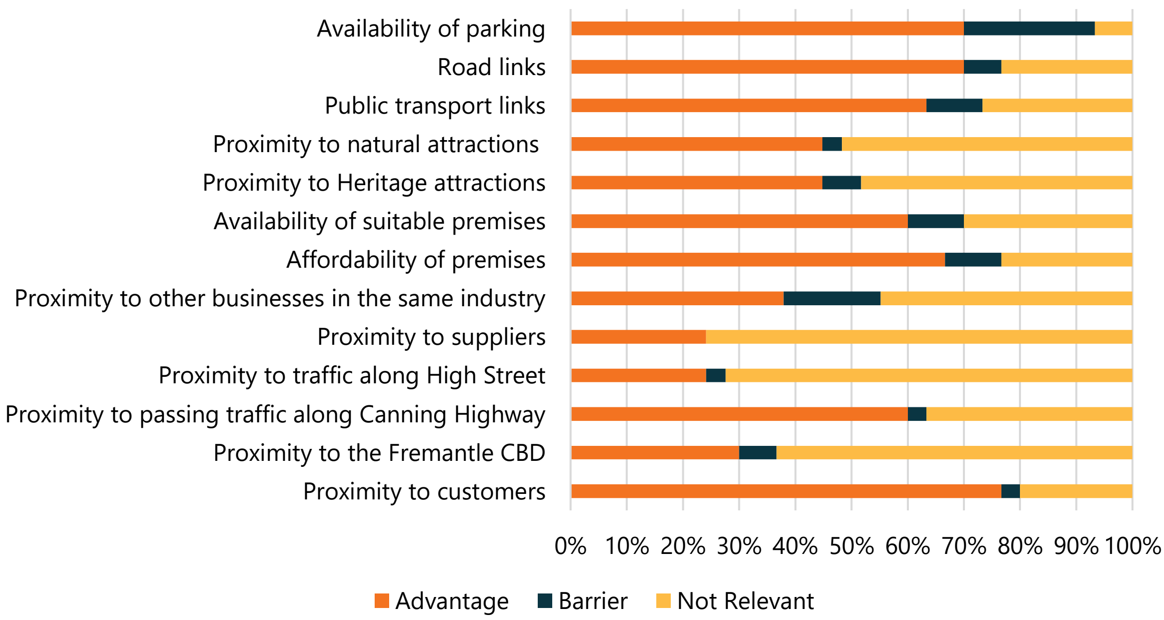
Source: Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022, Pracsys 2022

Mornings were the busiest trading periods, with 42% of business reporting their busiest period as Monday to Friday morning. Just over half of businesses reported their customers access their goods and services in person from the premises. Customers also accessed goods and services online (28%), and some businesses travelled to their clients' premises.

Business Growth

Businesses reported that being in proximity to their customers, having road links, parking and an affordable premises were most advantageous to their growth (Figure 30). Nine respondents commented that the parking could be increased.

Figure 30. Factors Influencing Business Growth



Source: Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022, Pracsys 2022

Improving Precincts and Activity Centres

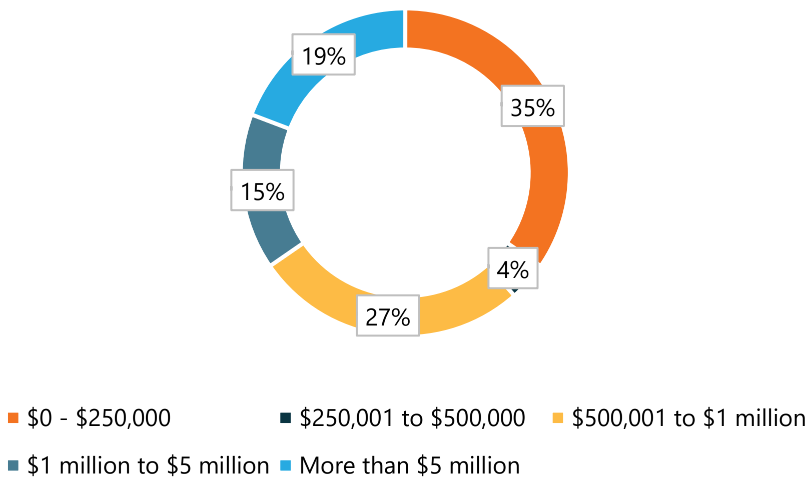
The top five factors identified to be critical or very important to improving the Town's Precincts and Activity Centres were:

- Improved parking (83%).
- High quality public spaces (80%).
- Improved transport connections (73%).
- Improved regulatory processes or planning approval processes (73%).
- Improved signage between key locations (50%).

Investment

67% of businesses had investment plans including expansions/improvements, additional services and new buildings. Most of the investment plans in the next five years were under $5 million (Figure 31).

Figure 31. Planned Investment Quantum



Source: Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022, Pracsys 2022

Petra Street Centre

Function

The Petra Street Centre is most often frequented weekly (41%) or rarely (30%) by people for shopping (52%), and health, beauty and personal services (19%).

Satisfaction

Most respondents (57%) were neutral about the Petra Street Centre, with an equal split of the remaining respondents being satisfied (22%) and being dissatisfied or very dissatisfied (22%). Most agreed that the Petra Street Centre was easy to access by walking or cycling (64%) and by public transport (59%), as well as being easy to drive to (55%) and park at (55%).

However, for most respondents, Petra Street Centre did not have appropriate green open space and green infrastructure such as rain gardens and soft landscaping (68%), did not have the diversity of activities, goods and services within the area to encourage them to stay longer (64%) or a distinctive or unique character (61%).

The Centre also had limited night-time activity, with 77% of respondents of the view that the area did not come alive at night. One person described the Centre as 'bland, boring and not worth visiting unless you live nearby'.

Opportunities

It was observed that Petra Street Centre lacks activities for small children even though there are many young families in the area with higher levels of disposable income, suggesting a children's gym as a potential addition to the site.

Town Centre Core

Function

The Town Centre Core is most often frequented weekly (49%) or daily (20%) by people for shopping (32%), access to medical services (22%) and health and beauty related services (11%).

Satisfaction

Overall satisfaction with the Town Centre Core is low. More than half the respondents were either dissatisfied or very dissatisfied with the Town Centre Core. Factors that may be contributing to lower levels of satisfaction include:

- **Configuration**: 55% of respondents thought the layout of the area was not well configured.
- **Limited options**: 72% of respondents thought the area had insufficient retail and grocery stores, and 59% thought the area had insufficient food and beverage options.
- **Lack of diversity**: 72% of respondents thought the diversity of activities, goods and services was not enough to encourage them to stay longer.
- **Limited night-time activation:** only 7% thought the area comes alive at night with specific comments about poor lighting and perceived lack of safety.

Opportunities

The main opportunity for the Town Centre Core is to make it more inviting to visit. The three main areas of opportunity that respondents identified were:

- **Retail:** People want affordable, higher quality fresh food options, cafes and restaurants and speciality stores. 24% also identified the Town Centre Core to have a greater diversity of land uses to meet the needs of the community in 30 years' time.
- **Community:** Several people identified a need for child friendly areas (e.g. a playground) and places for social interaction that support community initiatives (e.g. Sunday market).
- **Environment and facilities:** People want more urban greenery and public facilities (e.g. public toilets).

Canning Highway Mixed Use Area

Function

Canning Highway Mixed Use Area is most often frequented monthly (35%) or rarely (26%) by people for entertainment (44%), and for other miscellaneous reasons (28%).

Satisfaction

Most respondents (75%) were neutral about the Canning Highway Mixed Use Area, followed by those who were dissatisfied or very dissatisfied (19%). Most respondents thought that the Area lacked the diversity of activities, goods and services to encourage them to stay longer (69%), did not come alive at night (56%) and did not have enough people in the area to give the place a great 'buzz' (53%). On the other hand, most respondents acknowledged that the area was easy to access by public transport (63%) and by walking or cycling (56%).

Opportunities

The Area could improve the quality of its buildings and its aesthetics.

George Street Centre

Function

George Street Centre is most often frequented weekly (29%) or daily (26%) by people for entertainment (37%), shopping (28%), and sport and recreation (11%).

Satisfaction

Overall, 64% of respondents are satisfied with the George Street Centre. Many agreed that the centre is easy to access by walking or cycling (85%), has a distinctive or unique character (81%), feels safe (74%), has a well maintained and attractive streetscape (68%) and has well maintained and attractive buildings (68%). However, respondents thought the area had insufficient retail and grocery stores (48%), parking bays (48%) and was not easy to access by driving (37%).

Opportunities

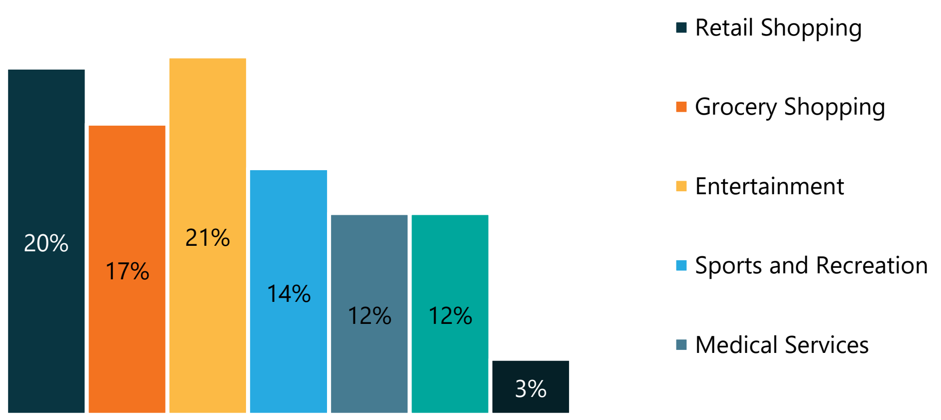
Most comments related to improving the parking and driving experience at George Street Centre, as well as better connections for cyclists and pedestrians to the Town Centre Core. Others also suggested more greenery and increasing the number of cafes on the street to increase activation.

Centre Gaps

Respondents predominantly left the Town to do retail shopping and for entertainment (Figure 32). The main reasons they provided were:

- What I want cannot be purchased within the Town (43%).
- Goods and services are of a higher quality outside of the Town (23%).
- It is more convenient to access goods and services outside of the Town (17%).

Figure 32. Purchase Outside of the Town by Type



Source: Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022, Pracsys 2022

Please note that a detailed analysis of the floorspace gaps in the Town can be found in section 6.3 of this report.

5.2 Stakeholder Consultation Findings

The restrictions of COVID-19 placed some limitations on stakeholder consultation opportunities.

Notwithstanding this, the Town invited several key stakeholders (representing land and business owners mostly within the Town Centre Core) to an information workshop held on 30 March 2022 (this had previously been postponed on one occasion due to closure of the Town Hall during COVID-19 restrictions). Attendance at the workshop was extremely low (two attendees). Engagement results and findings have therefore not been further discussed as they would not be representative.

To supplement engagement, the consultants attempted to meet individually with two of the major commercial landowners in the Town. One of these accepted and some of this information has been included in the modelling however, it remains as commercial in confidence.

Key message:

A low level of attendance at the workshop and willingness to engage with the consultants could be attributed to the COVID-19 pandemic or could also indicate a reluctance to be involved with any new development or future planning at this time. Should it be the latter, the Town may need to investigate measures with more vigour to encourage and stimulate development and redevelopment within the activity centres where and when needed.

6 FLOORSPACE ANALYSIS

An analysis of floorspace at the Petra Street Centre and a wider East Fremantle study area was undertaken to understand potential gaps in the quantum and mix of uses. A 5km study area (please see Figure 10) was used for the analysis, consistent with expected local demand for the type of uses at the centre.

The Petra Street Centre (which also includes the floorspace component located within the City of Melville) was used as the primary centre for the analysis as it is a district centre and is the highest order centre in the Town's ACH.

Benchmark comparisons were used to compare the Petra Street Centre to other metropolitan district centres of a similar scale and composition to identify gaps.

6.1 Selected Benchmarks

The following district centres were selected as benchmarks for comparison, as they serve a similar function in meeting needs of their local populations:

- Maylands.
- Bassendean.
- Cottesloe.
- Kardinya.

These centres were chosen using a number of criteria, including:

- Proximity to public transport.
- Located on a main high frequency road.
- Similar inner-metropolitan suburban context.
- Mix of shopping centre and main street based uses.

An aggregate benchmark (i.e. summed data from the four benchmarks) was developed by combining the benchmark centres to assess the floorspace gaps of the Petra Street centre and the wider study area using LUES data (both PLUC and WASLUC).[15] The benchmarks therefore provide an estimate of the average provision of goods and services for residents.

Service ratios (floorspace per person) were developed to identify floorspace gaps (refer to Section 6.3).

The study area populations were developed using ABS Census data:

[15] Planning Land Use Categories (PLUC) and Western Australian Standard Land Use Categories (WASLUC)

- Petra Street Centre Study Area population: 101,262.
- Aggregate Benchmark Study Area population: 388,262.

The commercial floorspace in the study areas for the Petra Street Centre and the aggregated benchmark is summarised below (Figure 33). The floorspace estimates are used to provide service ratio analysis in following sections.

Figure 33. Commercial Floorspace – Study Area and Aggregated Benchmark

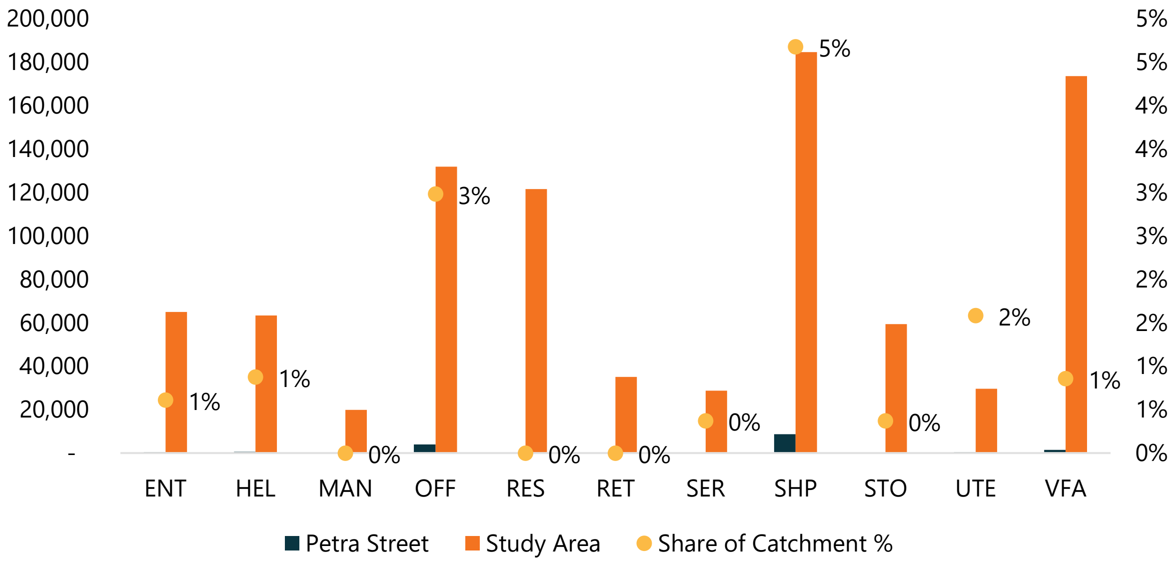
PLUC	Petra Street Centre Study Area (m^2)	Aggregate Benchmark Study Area (m^2)
Other Retail (RET)	35,065	80,887
Shop-Retail (SHP)	184,517	476,595
Total Retail	**219,582**	**557,482**
Entertainment/Recreation/Culture (ENT)	64,944	105,041
Health/Welfare/Community Services (HEL)	63,329	54,284
Manufacturing/Processing/Fabrication (MAN)	19,914	27,053
Office/Business (OFF)	131,847	238,050
Primary/Rural (PRI)	0	0
Service Industry (SER)	28,672	55,477
Storage/Distribution (STO)	59,378	56,892
Utilities/Communications (UTE)	29,653	25,793
Vacant Floor Area (VFA)	173,485	101,112
Total Non-Retail	**571,222**	**663,702**
Total Commercial	**790,804**	**1,221,184**

Source: DPLH 2016, Pracsys 2022

6.2 Current Supply and Diversity

The Petra Street Centre contains an estimated 15,000m^2 of commercial floorspace, approximately 1.9% of total commercial floorspace in the study area. Both the Petra Street Centre and the study area have a higher proportion of Shop-Retail, Office/Business and Health/Welfare/Community Services floorspace (Figure 34). These land use categories make up 90% of the total floorspace at the Petra Street Centre with 80% in Shop-Retail, highlighting its limited diversity. Some categories such as Other Retail are entirely absent from the centre.

Figure 34. Petra Street Centre Share of Study Area Floorspace



Source: LUES 2016, Pracsys 2022

Key message:
There is the opportunity to increase the diversity of floorspace uses at the Petra Street Centre. Some opportunities identified through analysis and stakeholder feedback include Health / Welfare / Community Services, Entertainment / Recreation / Culture and Shop-Retail uses associated with the night-time economy.

6.3 Gap Analysis

A gap analysis was undertaken to identify the quantum of potential floorspace gaps relevant to the Town's centres. Gaps were considered:

- For the Petra Street Centre Study Area at a general level using Planning and Land Use Category (PLUC) data.
- For the Petra Street Centre at a general level using Planning and Land Use Category (PLUC) data.
- For uses relevant to the Town's centres at a detailed level using Western Australian Standard Land Use Classification (WASLUC) data.

The three layers of gap analysis are used to consider the level of demand and supply in the study area, the Petra Street centre's performance compared to benchmark district centres and potential gaps in detailed uses that are specifically relevant to the Town.

Petra Street Centre Study Area

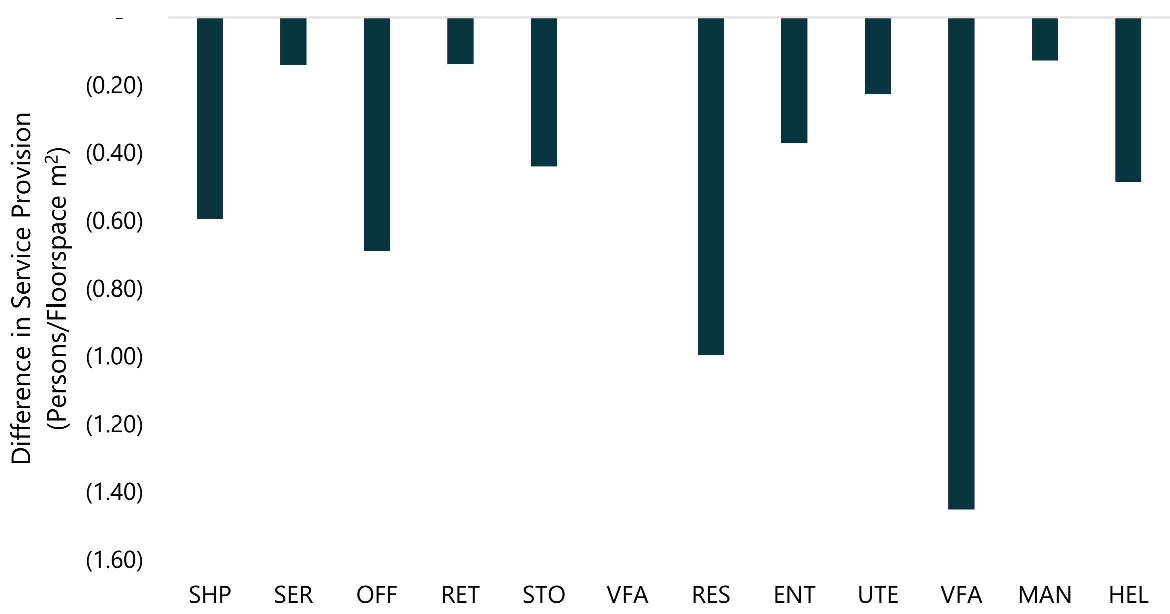
Service ratios were calculated for the Petra Street Centre study area and the Aggregated Benchmark study area (Figure 35). The gap analysis measured the difference between the two service ratios (Figure 36).

Figure 35. Study Area and Benchmark Service Ratios (m^2 per person)

PLUC	Petra Street Study Area	Aggregate Benchmark Study Area
Other Retail (RET)	-0.35	0.21
Shop-Retail (SHP)	-1.82	1.23
Total Retail	**-2.17**	**1.44**
Entertainment/Recreation/Culture (ENT)	-0.64	0.27
Health/Welfare/Community Services (HEL)	-0.63	0.14
Manufacturing/Processing/Fabrication (MAN)	-0.20	0.07
Office/Business (OFF)	-1.30	0.61
Primary/Rural (PRI)	-	NA
Service Industry (SER)	-0.28	0.14
Storage/Distribution (STO)	-0.59	0.15
Utilities/Communications (UTE)	-0.29	0.07
Vacant Floor Area (VFA)	-1.71	0.26
Total Non-Retail[16]	**-3.93**	**-1.45**
Total Commercial	**-6.10**	**-2.88**

[16] Excludes VFA

Figure 36. Petra Street Study Area vs Aggregate Benchmark Study Area Service Ratios



Source: LUES 2016, Pracsys 2022

Differences greater than 0 indicate that the Petra Street Centre study area underprovides floorspace compared to the Aggregated Benchmark study area (i.e. there were more people per square metre of floorspace in the Petra Street Centre study area). Differences less than 0 indicates that the Petra Street study area overprovides floorspace compared to the Aggregated Benchmark study area (i.e. there were fewer people per square metre in the Petra Street Centre study area). The analysis indicates that there is no gap at a PLUC level within the study area. The study area includes a significant amount of floorspace per person due to the Fremantle City Centre. Fremantle City Centre could not be excluded from the analysis given its proximity to many of the Town's residents (less than 2km for some residents). It skews the results at a PLUC level as it provides floorspace that caters for both a large metropolitan catchment and interstate / international visitors that creates the impression of an oversupply of floorspace for the number of residents.

Key message:

There are no gaps in floorspace quantum by PLUC category. Floorspace gaps were investigated in more detail through a gap analysis for the Petra Street Centre and by WASLUC category to provide an understanding of the potential localised gaps and gaps in the diversity of floorspace types on offer (see Section 6.3, sub-Section: Detailed Activity Gap Analysis – WASLUC).

Petra Street Centre

Service ratios were calculated specifically for the Petra Street Centre compared to the aggregate of benchmark centres (Figure 37). The ratios represent the square metres of floorspace in the Petra Street centre per person in the study area. This is compared to the aggregate floorspace in benchmark district centres per person in the aggregate study area.

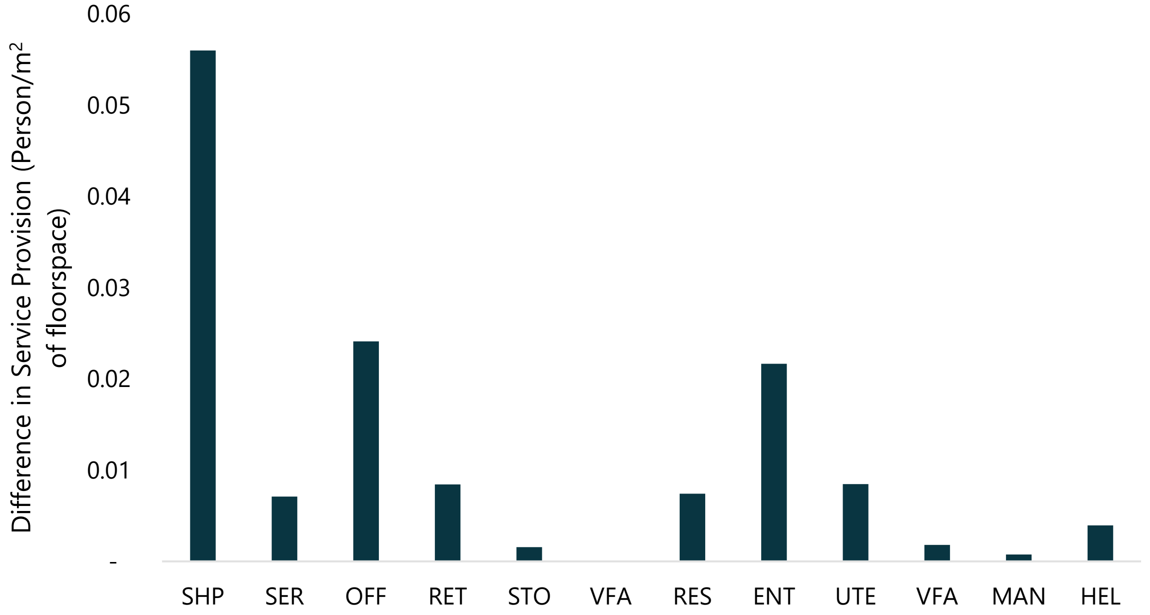
Figure 37. Centre Service Ratios

PLUC	Petra Street Centre	Aggregate Benchmark
Other Retail	0	0.01
Shop-Retail	0.09	0.14
Total Retail	**0.09**	**0.15**
Entertainment/Recreation/Culture (ENT)	0	0.03
Health/Welfare/Community Services (HEL)	0.01	0.01
Manufacturing/Processing/Fabrication (MAN)	0	0
Office/Business (OFF)	0.04	0.06
Primary/Rural (PRI)	NA	NA
Service Industry (SER)	0	0.01
Storage/Distribution (STO)	0	0
Utilities/Communications (UTE)	0	0.01
Vacant Floor Area (VFA)	0.01	0.02
Total Non-Retail	**0.06**	**0.14**
Total Commercial	**0.15**	**0.29**

Source: DPLH 2016, Pracsys 2022

A comparison of Petra Street Centre's service ratios and the Aggregate Benchmark service ratio was used to identify gaps (Figure 38). This comparison revealed that the Petra Street Centre is underproviding for all types of floorspace uses compared to the benchmark district centres.

Figure 38. Petra Street Centre Service Ratio vs Aggregate Benchmark District Centre Service Ratio



Source: DPLH 2016, Pracsys 2022

Key message:

The Petra Street Centre provides less floorspace per person in all floorspace types compared to the centre benchmarks. Of key importance are population driven uses such as Health / Welfare / Community Services, Entertainment / Recreation / Culture, Other Retail, relevant Office Business, and Shop-Retail uses associated with the night-time economy. This likely means that the Town's residents are undertaking some of their daily and weekly shopping needs at the Fremantle City Centre or other neighbouring centres when those trips could be provided for locally.

While this means there could be the potential to diversify uses and increase floorspace, the potential will be restricted based on demand and supply in the wider study area. This is particularly relevant for Shop-Retail use which is highly provided for in the wider study area.

Potential floorspace gaps have been quantified based on specific WASLUC uses (see following Section: Detailed Activity Gap Analysis – WASLUC).

Detailed Activity Gap Analysis – WASLUC

WASLUC data was used to assess the identify specific gaps that could be targeted at the Petra Street Centre and in the Town overall based the diversity of uses (Figure 39).

Figure 39. WASLUC gaps

PLUC	Gaps at the Petra Street Centre	Gaps in the Study Area	Comment
ENT	• Taverns • Hotels (serving alcoholic beverages) • Function and reception centres	• Entertainment assembly • Sports assembly	One of the major opportunities for the Petra Street Centre and for East Fremantle collectively is the night-time economy. Filling the gaps identified will help create this economy and complement the current offering.
HEL	• Child day care centres, creche and nurseries • Other special training and schooling • Welfare and charitable services	• Combined primary and secondary schools • Laundering, dry-cleaning and dyeing services • Religious purposes	Childcare and early childhood education at the Town's centres would complement the other uses provided and support multi-use visits.
OFF	• Real estate operators (except developers and lessors) • Dental practices • Accounting, auditing and book-keeping services	• Computing services	Population-driven professional services are less susceptible to online leakage than other B2C businesses and can support multi-purpose visits to activity centres.
RET	• Hardware retailing • Fuel retailing	• Fuel retailing • Other farm equipment and garden supplies retailing	Due to the nature of the East Fremantle's commercial centres, there are limited opportunities for other retail. Canning Highway west of the Kwinana Freeway already has 5 fuel stations; however, the area could potentially benefit from an electric vehicle charging station.
SHP	• Department stores • Restaurants, cafes and function centres • Women's, girl's and infants' clothes stores	• Department stores • Women's, girl's and infants' clothes stores • Manchester goods and soft furnishings retailing	For East Fremantle (adjacent to Fremantle and Westfield Booragoon), activity centres that offer niche products and a unique consumer experience to their customers are more likely to be viable and complement (not compete) with existing centres. Therefore, specialty

			retail stores that provide niche versions of the identified goods are more likely suited to the Town's centres.

Source: DPLH 2016, Pracsys 2022

The WASLUC gaps were aggregated to quantify floorspace gaps by PLUC category relevant to the Town's centres. The gap analysis measured the difference between service ratios and only considered floorspace use types that were relevant to the Town's commercial centres (i.e. floorspace gaps only appropriate for higher order centres such as Fremantle City Centre were not included). The WASLUC uses identified in Figure 39 should be interpreted as potential opportunities for addressing the quantified PLUC gaps.

Key message:

The potential under provision of floorspace relevant to the Town includes:

- Office floorspace, with a gap of 2,859m^2.
- Entertainment, recreation and cultural floorspace, with a gap of 1,600m^2.
- Other retail (bulky goods), with a gap of 866m^2.
- Health and education services, with a gap of 834m^2.

Gaps were identified in the diversity of Shop-Retail uses; the quantum of supportable Shop-Retail floorspace is assessed through Gravity Modelling (see Section 7.2). There was a gap in nighttime economy uses such as restaurants and function spaces. This aligns with the findings of the community consultation.

Private market interest is the principal factor that will determine the composition of floorspace at the centres. However, the identified WASLUC gaps can be used by the Town as an initial understanding of potential uses that may be appropriate in new developments or centre expansions.

7 NEEDS ASSESSMENT

A needs assessment was developed to understand the local commercial needs of the Town and study area populations now and in the future, including the quantum and diversity of floorspace.

The needs assessment was conducted in accordance with draft SPP 4.2 which requires:

- A review of the drivers of demand for retail and non-retail floorspace (refer to Section 3).
- An assessment of relevant local and State planning documents.
- The identification of an appropriate study area (refer to Section 2.4).
- An assessment of all retail and non-retail floorspace the study area (refer to Section 6 and Section 7).
- A projection of future demand using gravity modelling and floorspace provision analysis.
- Development of multiple future floorspace scenarios.

The needs assessment uses gravity modelling to quantify the demand for retail floorspace over time based on current and future dwellings within the defined study area (Figure 10). It captures the supply of floorspace contained within the study area including the Town's centres and competing supply within the identified study area.

Expansions and developments from 2016 (the year of LUES data collection) to 2022, and planned expansions and developments expected to be completed by 2042, are added to the LUES data to ensure that current and future supply estimates were as accurate as possible. Demand is forecast to 2042 based on population projections and gaps in Shop-Retail and non Shop-Retail floorspace are estimated based on viable floorspace productivity benchmarks and service ratios, respectively.

The following sections present the inputs into the needs assessment and the results of the modelling.

Assessment of Current Demand and Supply

Demand for floorspace was based on existing household income and expenditure data from the ABS. The current supply of floorspace was identified using LUES data. To ensure that the supply was accurate as possible, we also included expansions and developments from the year of LUES data collection (2016) until 2022, as well as planned expansions and developments with Development Approval up until 2042. The gravity model allocated floorspace to centres based on their size and distance from households. Centres that were larger and closer to households received a higher quantum of floorspace (and vice versa). The gravity model was calibrated with published moving annual turnover data for centres (when made publicly available) or based on productivity benchmarks to improve its accuracy. For a more detailed explanation of gravity modelling, refer to Appendix C: Gravity Modelling. Shop-Retail and non

Shop-Retail floorspace was modelled based on the required floorspace grown in line with population growth.

Forecasting Future Demand and Supply Floorspace

Future demand was projected based on WA Tomorrow population forecasts by the Department of Planning, Lands and Heritage, the Town's LPS and information provided by key stakeholders.

Two scenarios were then developed to show the possibilities for future development:

- **The medium growth scenario** based on the LPS scenario 1 using WA Tomorrow Band C Forecasts.
- **The high growth scenario** based on the LPS scenario 2 including Leeuwin Barracks developed to a total dwelling yield of 1,440 by 2042.

The future supply of Shop-Retail floorspace was assessed based on planned developments and gravity modelling was used to obtain the supportable floorspace quantum required to meet the population's demand. The productivity of the floorspace estimates resulting from the gravity model was calculated and compared to productivity benchmarks. Floorspace estimates that supported productivity levels above the benchmark were deemed as being supportable/viable in the long term.

Distribution of Required Floorspace Across Activity Centres

The gravity model distributed the required retail floorspace across activity centres in accordance with expected population growth. For non Shop-Retail floorspace, additional floorspace was distributed across centres based on current ratios of shop-retail floorspace to other non Shop-Retail land uses. This allowed the floorspace growth to account for the location of additional demand and supply.

7.1 Modelling Inputs

This section summarises the demand, supply and calibration inputs into the gravity model. These have been compiled using publicly available data where possible as per the draft SPP4.2.

Demand

Demand for floorspace was based on dwellings in the study area and existing household income and expenditure data from the ABS. Dwellings are used for this analysis due to the underlying expenditure data from ABS being per household. Future demand was projected based on WA Tomorrow (Band C) projections and the Town's LPS. The medium and high growth scenarios (previously described in Section 2.3 of this report) were used to measure possibilities for future development. In both the medium and high scenarios, the study area has a lower expected average annual growth rate than Greater Perth (0.9% and 1.1% versus 1.8% for Greater Perth). The study area dwellings grow from 26,388 in 2022 to between 31,634 and 33,074 in 2042 (Figure 40).[17]

Figure 40. Study area dwellings projections 2022 – 2042

Scenario	2022	2027	2032	2037	2042
Medium scenario	26,388	27,942	29,158	30,368	31,634
High scenario	26,388	27,942	29,708	31,473	33,074

Source: WA Tomorrow 2021, Pracsys 2022

Note that the WA Tomorrow forecasts are available to 2031 and have been extrapolated to derive estimates until 2042.

Household retail expenditure is closely related to household income. The gravity model estimates household retail expenditure for dwellings based on their respective income quintile using the ABS SA1 spatial layer. Retail expenditure for the study area was estimated based on the propensity of each income quintile to spend on goods and services (Figure 41). Online leakage was also factored into the expenditure to obtain a more realistic idea of the total retail expenditure pool of the study area.

Figure 41. Expected study area total household expenditure

Scenario	2022	2027	2032	2037	2042
Medium scenario	$0.75b	$0.77b	$0.79b	$0.82b	$0.86b
High scenario	$0.75b	$0.77b	$0.81b	$0.86b	$0.91b

Source: ABS HHES 2017/18, ABS Census 2016, Queensland Investment Corporation 2021, ABS 2021

[17] DPLH 2018, Perth and Peel @ 3.5 million

Household expenditure represents demand in the gravity model and is distributed across activity centres to estimate their turnover.

Supply

Floorspace supply is a key input into the gravity model and allows for allocation of turnover to centres. The data has been collected from a number of sources including:

- DPLH Land Use and Employment Survey (LUES) 2016.
- Property Australia Shopping Centre Directory 2021.
- Desktop research of Council Minutes, Development Application Panel minutes and news articles.

The commercial floorspace within the study area in 2022 has been summarised in the table below (Figure 42).

Figure 42. Current supply of floorspace[18]

Town of East Fremantle				
LUES Activity Centre Name	**Activity Centre Name Used in Report**	**Total Shop-Retail Floorspace (m^2)**	**Total Other Retail Floorspace (m^2)**	**Total Non-Retail Floorspace (m^2)**
Riverside Road	N/A	140	0	400
Richmond Centre	Town Centre and Canning Highway Mixed Use	4,386	72	36,807[19]
George Street	George Street Centre	3,984	0	1,328
Petra Street (East Fremantle)	Petra Street Centre	402	0	1,547
East Fremantle	N/A	285	0	710
City of Fremantle				
LUES Activity Centre Name	**Activity Centre Name Used in Report**	**Total Shop-Retail Floorspace (m^2)**	**Total Other Retail Floorspace (m^2)**	**Total Non-Retail Floorspace (m^2)**
South Street (East)	**N/A**	3,104	2,650	11,947
Stock Road (South)		5,639	2,460	4,971
Cnr Stock Road/South Street		750	10,650	4,660
Palmyra		915	0	300
White Gum Valley		1,482	0	1,220
South Street		250	0	1,155

[18] A concordance for the Town's Centres is provided in Appendix B. It links LUES Complexes to reported Centre names.

[19] This includes a significant component of non-commercial residential uses

Fremantle City Centre		65,390	970	208,738
Queen Victoria		11,547	5,558	19,794
Harvest Road		4,205	610	8,220
North Fremantle		1,630	400	12,692
Marine Terrace Fremantle		4,505	165	36,377
Stevens Street		80	0	267
Wray Avenue		1,273	408	4,364
Hilton Park		4,292	0	4,540
East Fremantle		80	0	175
Bellamy Street		1,908	250	4,849
NA	Fomo Fremantle	5,500	0	0
NA	Doubletree Fremantle	2,000	0	0
NA	Harbour	133	0	0
NA	Manning Buildings	2,660	0	0
NA	The Old Synagogue	750	0	0
NA	Old Courthouse	720	0	0
City of Melville				
LUES Activity Centre Name	**Activity Centre Name Used in Report**	**Total Shop-Retail Floorspace (m²)**	**Total Other Retail Floorspace (m²)**	**Total Non-Retail Floorspace (m²)**
Petra Street (Melville)		8,346	0	4,136
McKimmie Road Nth		2,343	0	3,779
Melville		8,627	1,148	4,408
Stock Road		4,165	0	2,921
Garden City		55,739	82	32,036
Kardinya		13,942	190	3,809
Hislop Road		1,285	1,720	6,364
North Lake Road		2,557	40	2,947
Willagee	**N/A**	1,908	0	1,575
Bawdon		80	0	150
Archibald Street		227	0	318
Harrison Street Willagee		71	70	100
Webber Street		913	0	804
Marmion Street		1,244	0	90
McKimmie South		255	0	0
Bristol Avenue		745	0	0
Castle Hill		260	0	632

Myaree		3,136	0	738
Winthrop		3,633	0	3,211
Attadale		900	0	456
Somerville		356	0	0

Source: DPLH 2016, Pracsys 2022

Expected Changes to Supply

Where information was available, floorspace estimates resulting from approved expansions and applications were included in modelling (Figure 43). Centres not included in the table were expected to stay the same from 2022 onwards or expansions were too small to make a material difference to modelling.

Figure 43. Future Floorspace

City of Fremantle				
LUES Activity Centre Name	**Activity Centre Name Used in Report**	**Total Shop-Retail Floorspace (m^2)**	**Total Other Retail Floorspace (m^2)**	**Total Non-Retail Floorspace (m^2)**
Fremantle City Centre	Woolstores	4,400	0	20,000
City of Melville				
Garden City	N/A	95,739	NA	NA
Kardinya	N/A	19,120	6,232	0

Source: Business News 2022, Town of East Fremantle 2022, City of Fremantle 2022, PerthNow 2021, element 2022

This information ensures that the projected floorspace estimates for the Town's centres account for planned infrastructure as required by the draft SPP4.2. There are currently no expansion plans in the Town although there has been some interest from landowners in developing an activity centre precinct plan for the Petra Street Centre.

Calibration and Benchmarks

Correct calibration allows the gravity model to reflect actual consumer behaviour when estimating current and future retail floorspace provision. Gravity model estimates of centre turnover were calibrated against known turnover data where possible.

Figure 44. Published Turnover Data

Centre	Moving Annual Turnover ($)
Garden City (Westfield Booragoon)	558,600,000
Melville (Hawaiian's Melville)	70,375,218
Fremantle City Centre	450,000,000

Source: Property Council Australia 2021

Where centre information was not available, floorspace productivity ($/m^2) benchmarks were used to ensure centre expenditure was suitably allocated to centres in the model (Figure 45).

Figure 45. Productivity Benchmarks

Retail Category	Productivity ($/m^2)
Take Home Food	10,000
Take Home Liquor	9,000
Dine Out Food	6,500
Clothing/Footwear	5,000
Convenience Retail	7,000
Bulky Goods Retail	5,500

Source: Colliers 2017

7.2 Floorspace Projections

Floorspace projections are developed based on forecast retail expenditure growth and identified supply. Population projections (refer to Section 2.3) are used to forecast retail floorspace demand. The gravity model distributes the required retail floorspace across activity centres in accordance with expected population growth. This expenditure is then compared to the required floorspace to productivity ratio for relevant activity centres to ensure sufficient turnover to support current and future tenants (Figure 46).

Figure 46. Benchmark Viable Productivity Level by Activity Centre Type

Centre Type	Benchmark Viable Productivity ($/m^2)
Local / Neighbourhood	8,100
District	8,300

Sources: Property Council Australia 2021, Colliers 2017

Non Shop-Retail floorspace projections are developed using service ratios and account for the gaps identified in Section 6.3. They are forecast using the estimated growth in retail floorspace for the Town's centres. This allows the floorspace estimates for non Shop-Retail floorspace to account for changes in demand and supply within the identified study area.

Shop-Retail Floorspace

There is currently sufficient shop-retail floorspace in the Town's centres to support identified demand. It is estimated that shop-retail floorspace in the Town will be required to grow 400m^2 in the medium growth scenario and 3,133m^2 in the high growth scenario by 2042 to meet future demand generated by the potential Leeuwin Barracks development.

Figure 47. Shop-retail floorspace scenarios

Shop-retail	2022 (m^2)	2027 (m^2)	2032 (m^2)	2037 (m^2)	2042 (m^2)	Total Additional
Medium Scenario	17,623	17,623	17,623	17,655	18,023	400
High Scenario	17,623	17,623	18,682	19,670	20,756	3,133

Sources: Pracsys 2022, DPLH 2016

Non Shop-Retail Floorspace

The Town's non Shop-Retail floorspace (including other retail, service industry, office/business, health/welfare/ community services and entertainment/recreation/cultural) is estimated to grow 7,076m2 in the medium growth scenario and 10,383m2 in the high growth scenario by 2042 to meet future demand (Figure 48). It should be noted that both scenarios assume the identified non-Shop-Retail floorspace gaps are addressed between 2022 and 2027 (refer to Section 6.3, Gap Analysis).

Figure 48. Non Shop-Retail floorspace scenarios

Scenario	2022 (m^2)	2027 (m^2)	2032 (m^2)	2037 (m^2)	2042 (m^2)	Total Additional
Medium Scenario	22,112	28,271	28,271	28,344	29,188	7,076
High Scenario	22,112	28,271	28,776	30,519	32,495	10,383

Sources: Pracsys 2022, DPLH 2016

The majority of additional non Shop-Retail floorspace required is based on addressing current gaps (6,159m^2) with an additional 917m^2 required in the medium scenarios. The potential development of the Leeuwin Barracks generates an additional 3,307m^2 in the high scenario. The potential to address non Shop-Retail gaps should be seen as an opportunity to increase diversity in the Town's centres. The final quantum of gap that is addressed will need to be based on private market interest.

Incentivising Centre Redevelopment

Analysis was conducted to estimate the number of additional dwellings required to attract investment into redevelopment of existing commercial infrastructure. The Town Centre and Petra Street Centre were identified as the two centres capable of increased residential density. The decision-making criteria for a major anchor tenant was used as they are either the driver of investment or are critical to the success of investment into activity centres. Commercial in confidence information indicates that a major anchor proponent will look to redevelop at a productivity threshold of $12,000$m^2$ of floorspace.[20]

The analysis was developed with the following assumptions:

- A major supermarket would currently turnover at the benchmark viable level of $10,000$m^2$ (Figure 45).
- New population will be in high density developments within the centre boundaries
- The new population will spend between 56% and 75% of their supermarket expenditure within 1.5km of where they live[21].
- A supermarket turnover productivity level of $12,000$m^2$ is the threshold for redevelopment.

Supermarket floorspace productivity at the Town Centre and Petra Street Centre's are assumed to be at the viable level of $10,000 m^2. Supermarket floorspace for each centre was estimated based on visual measurement, with the Woolworths at Petra Street estimated to be 2,100 m^2 of NLA and the FoodWorks

[20] This threshold is a private sector threshold used to inform investment decisions for major anchor tenants such as supermarkets; it is not comparable with the benchmark productivity levels used for floorspace projections, which relate to overall activity centre floorspace

[21] 56% is the average supermarket expenditure within 1.5km of where people live: https://www.statista.com/statistics/1040866/australia-supermarket-accessibility-by-distance/

at the Town Centre estimated to be 2,025 m^2.[22] The Petra Street Centre would require an additional $4.20 million in supermarket turnover to achieve the threshold turnover level; the Town Centre would require an additional $4.05 million supermarket turnover to achieve the threshold turnover level. The required additional dwellings have been estimated to achieve this increase in turnover based on the proportion of supermarket turnover captured within 1.5km (Figure 49).

Figure 49. Required Dwellings to Achieve Supermarket Floorspace Productivity Threshold

	Supermarket Expenditure Capture Within 1.5km (%)				
	75%	70%	65%	60%	56%
Town Centre and Canning Highway Mixed Use					
Dwellings at $12,000 m^2	360	385	415	450	480
Petra Street Centre					
Dwellings at $12,000 m^2	370	400	430	465	500

Source: Pracsys 2022

The number of additional dwellings required to achieve the productivity threshold decreases as the capture of supermarket expenditure within 1.5 kilometers increases. The analysis identified that a conservative expenditure capture of 56% would require an additional 480 dwellings at the Town Centre to spur potential investment, while the same capture at the Petra Street Centre would require 500 additional dwellings. Residents of high-density residential developments at the two respective centres are more likely to spend in those centres due to convenience. Therefore, it is more likely that a higher supermarket expenditure capture would be experienced; a 75% capture rate would require 360 additional dwellings at the Town Centre and 370 additional dwellings at the Petra Street Centre respectively to achieve the $12,000 m^2 productivity threshold required to unlock redevelopment.

These dwelling estimates are indicative; it is recommended that private market interest be determined and significant further investigations are required prior to planning for significant increases in dwellings in each centre.

[22] The supermarket outlines were traced and an industry rule of thumb ratio of Net Lettable Area (NLA) to Gross Lettable Area (GLA) was applied (0.9 NLA/GLA)

7.3 Activity Centre Hierarchy Summary

The high scenario has been used to develop the final ACH that will guide implementation of the LCCAS. The ACH provides estimated floorspace requirement at each activity centre in the Town at five year time intervals until 2042. Dwelling estimates should be monitored to understand whether projections are being achieved and in turn guide decisions regarding demand for additional floorspace (Figure 50).

Figure 50. High Scenario Dwelling Estimates

	2022	2027	2032	2037	2042[23]	Total Additional
Dwellings	3,310	3,516	4,376	5,159	5,931	2,622

Sources: WA Tomorrow 2021, Town of East Fremantle 2021

The results of the analysis indicate no changes to the current order of centres in the hierarchy are required. A notional local centre has been added to the ACH in the high scenario to support the potential Leeuwin Barracks redevelopment. The floorspace associated with this centre is based on the redevelopment achieving the full dwelling yield (1,440 dwellings) with dwellings being completed in line with the LPS (550 by 2031, 555 in 2036) and assumed completion of the development by 2041 (335 in 2041).

The non Shop-Retail floorspace gaps have been allocated based on the centre order in the hierarchy and identified need. The allocation of the gap was made as follows:

- 75% of the gap was allocated to the Petra Street Centre as it has a Shop-Retail to non Shop-Retail ratio of greater than 1:1 and is the higher order centre in the ACH.
- 25% of the gap was allocated to the Town Centre given it has a significant concentration of these uses for a neighbourhood centre.

Current supply is summarised for ease of comparison (Figure 51).

Figure 51. Activity Centre Hierarchy - Current Supply

Centre Classification	Centre Name	2022[24]	
		Shop-Retail (m^2)	Non Shop-Retail (m^2)
District Centre	Petra Street Centre	8,748	6,480
Neighbourhood Centre	Town Centre and Canning Highway Mixed Use	4,386	11,387

[23] Based on extrapolation of growth to 2031
[24] There is no projected change in floorspace requirement between 2022 and 2027

Local Centre	George Street Centre	3,984	3,349
Potential Local Centre	Leeuwin Barracks Centre	0	0

Sources: Pracsys 2022, DPLH 2016, Town of East Fremantle 2022, WA Tomorrow 2021

Figure 52. Activity centre hierarchy - high scenario

Centre Classification	Centre Name	2027[25]		2032		2037		2042		Total Additional	
		Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)
District Centre	Petra Street Centre	8,748	11,099	8,815	11,109	9,671	12,785	10,339	14,092	1,591	7,612
Neighbourhood Centre	Town Centre and Canning Highway Mixed Use	4,386	12,927	4,386	12,927	4,386	12,927	4,703	13,546	335	2,159
Local Centre	George Street Centre	3,984	3,349	3,984	3,349	3,984	3,349	3,984	3,349	0	0
Potential Local Centre	Leeuwin Barracks Centre	0	0	992	496	1,124	562	1,224	612	1,224	612

Sources: Pracsys 2022, DPLH 2016, Town of East Fremantle 2022, WA Tomorrow 2021

Note: there is a slight difference to supportable floorspace due to minor uses outside of the Town's Centres (Refer to Section 10, Appendix B: LUES Commercial Complexes

[25] There is no projected change in floorspace requirement between 2022 and 2027

7.4 Employment Implications

Additional employment has been estimated using the current floorspace to employment ratios in the Town based on DPLH LUES data (Figure 53). It has been assumed that part time employment represents a 0.5 full time equivalent[26] and the floorspace per employee remains unchanged over time.

Figure 53. Floorspace to employment ratios

	Shop-Retail	Non Shop-Retail
Floorspace per employee (m^2)	52	49

Source: DPLH 2016

Employment estimates have been developed for the current gap in non Shop-Retail floorspace and both medium and high forecast scenarios. Addressing the current gap in non Shop-Retail floorspace would support an additional 126 FTE employment opportunities. It is estimated that by 2042 the medium scenario would contribute an additional 26 jobs while the high scenario would contribute an additional 146 jobs.

Figure 54. Additional employment by scenario

Scenario	2027		2032		2037		2042		Total 2042[27]
	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	Shop-Retail (m^2)	Non Shop-Retail (m^2)	
Medium	-	-	-	-	1	1	8	19	26
High	-	-	20	3	39	43	60	86	146

Source: DPLH 2016, Pracsys 2022

Shop-retail employment opportunities are likely to be low skilled, providing opportunities for youth employment. These jobs are overwhelmingly part-time/casual in nature and will include salesperson and customer service type roles that are suited to people who are new entrants to the workforce.

Non Shop-Retail employment opportunities are likely to support a mix of low and high-skilled employment ranging from hospitality to health services. Hospitality jobs are predominantly part-time and will support low skilled and youth employment, much like shop-retail. Office-based jobs will likely support a mix of new workforce entrants with a higher level of education and more skilled workers. Health and education related uses are likely to support high-skilled, highly educated workers.

[26] This is the method applied for ABS Input-Output tables, Catalogue 5209
[27] Summing differences in totals is due to rounding error

Employment associated with these centres is population driven and will only partially contribute to maintaining the ESS; additional employment will be required to maintain or increase the ESS. The additional employment required to meet or surpass ESS levels will need to be strategic in nature and is beyond the scope of this LCCAS. It is recommended the Town monitor the ESS level and work with surrounding local governments to maintain a regional ESS target.

8 IMPLEMENTATION

8.1 Maintaining the Activity Centre Hierarchy

The needs assessment provides the evidence-base for planning the Town's activity centres. It is to be integrated into the Town's local planning framework through the LCCAS (which is to support and inform the LPS), the local planning scheme review, precinct design, and local planning policy development.

The needs assessment has established the floorspace supply of retail and non Shop-Retail uses in activity centres required to support expected population demand. The years associated with the floorspace projections are less important than the quantum of occupied dwellings associated with each floorspace estimate. It is recommended that the floorspace and dwelling results in Section 7.3 are used as a stage gate approach to planning decisions, i.e. if dwellings in 2032 are lower slower than projected can be assumed that floorspace demand will not have reached the 2032 estimate.

Under the medium growth scenario the current Activity Centre Hierarchy (ACH) is found to satisfy the local need for access to goods, services and employment therefore the LCCAS focuses on improving the quality, mix and activation of existing commercial centres based on an assessment of established principles of activation and stakeholder/community consultation for this scenario.

Under the high growth scenario, results indicate there is the potential for an additional local activity centre in the vicinity of the Leeuwin redevelopment (should this occur in the future).

The Petra Street Centre, Town Centre and the potential Leeuwin Barracks Centre are the only centres that experience demand for additional floorspace, and the majority of the growth is to be supported at the Petra Street Centre, in line with its role as a district centre in the ACH.

The following considerations shown in Figure 55 have been developed to support the integration of the needs assessment with the planning framework documents and to maximise viability and resilience of activity centres across the hierarchy. These considerations are recommended to assist the Town to decide when development is appropriate and ensure that development benefits the community without unduly impacting the surrounding ACH.

Figure 55. Maintaining ACH Hierarchy Recommendations

	Recommendation
Floorspace Quantum	The needs assessment provides floorspace quantum estimates for individual centres. These are not to be treated as strict floorspace caps but as targeted supportable floorspace with some flexibility

	Recommendation
	for small under or over provisions (the under or over provision should be based on identified need at the time).
Monitoring Uses	The relative floorspace (by centre) and occupied dwelling (for the Town) projections in the reported years (i.e. 2027, 2032, 2037 and 2042) be used to monitor the provision of commercial uses across the activity centre network.
Trigger for Floorspace Expansions	Projected floorspace requirements in this analysis provide guidance for the Town to understand the potential quantum of floorspace that may be demanded at a certain point in time. However, reaching a certain population or year should not automatically trigger the need for centre expansion. Assessment of additional floorspace need is to be considered along with other factors affecting the ACH at the time of receiving an application for development, such as future developments that were not included in this analysis and changing floorspace per person ratio requirements.
Private Industry	Interest from private industry can be an indicator of current or future potential demand and should also be considered as part of the overall decision-making process, even if private interest occurs prior to the timing identified in the needs assessment. However, appropriate measures are to be taken by applicants to demonstrate an actual need for additional goods or services to ensure that the ACH is not undermined.
Large expansions	In accordance with draft SPP 4.2 (refer Table 2: Major activity centre use floorspace thresholds), when assessing the potential for a large expansion of a current centre or for a proposed new centre, the Town requires provision of robust evidence that: • There is a need (i.e. high population growth withing the centre's catchment). • There is alignment with draft SPP 4.2 objectives (i.e. walkable catchment, public transport access, etc.). • The development would not affect the viability of the ACH. • The proposed uses are viable (i.e. if a supermarket is proposed the applicant's evidence must demonstrate there is sufficient demand for that offering). Where the demand for uses can be demonstrated, there should be flexibility to allow for a variety of uses across all centre types to enable operators to meet specific and potentially changing needs of consumers. • There are wider community benefits such as improved service, increased employment, reduced travel times, etc.

	Recommendation
	• If a centre has not expanded to the level identified in the needs assessment, this should not be used to justify the expansion of another centre in a fully developed area. However, if a centre's growth has been constrained in a developing area, the expansion of another centre may be justified with appropriate evidence.
New Centres	New centres may be allowed to incorporate additional floorspace where a current centre cannot expand due to land or other constraints, with some caveats: • The new centre is in a location that provides suitable access to residents of the current centre's catchment. • The new centre is to demonstrate robust evidence as outlined for large expansions above.

Source: Pracsys 2022

8.2 The Town's Role in Supporting Viable Centres

A number of recommended key actions are common levers available to the Town to support centres and catalyse development where required. These include as follows and are summarised in **Figure 56**:

- Control: Strategies the Town can implement to control a desired outcome.
- Influence: Strategies the Town can implement to influence the desired outcome.
- Monitor: Useful data to assist in achieving the desired outcome.

Figure 56. Suggested Key and Common Actions

Town's Role	Suggested Actions	Outcome
Control	Measures such as free alfresco dining permits for some areas in the Town Centre Core	Encourages desired uses to locate in an area; creates more activated spaces
	Reduce red-tape: not requiring development approval for specific land use changes	Encourages desired uses to locate in an area, helps accelerate uptake of vacant space, de-risks for industry
	Work with landholders to identify potential development sites for mixed-use development in the Petra Street Centre and the Town Centre	Identified locations for the additional dwellings required to achieve redevelopment thresholds
	Permit higher density residential development in Petra Street Centre and the Town Centre through appropriate zoning changes (i.e. allow mixed use / residential uses where necessary) and incentives (i.e. potential increased heigh allowances)	Allows for the additional dwellings required to achieve redevelopment thresholds
	Provide publicly accessible WiFi in the Town's main centres	Increase dwell time in activity centres (this provides businesses with more opportunity to capture expenditure)
	Require ground floor activation along key exposure areas where redevelopment occurs	Supports improved activation of centres
	Develop / amend a wayfinding strategy to: • Guide pedestrians along desired routes in the Town's Activity centres (i.e. along Silas St in the Town Centre Core) • Link attendees at Fremantle Oval events to the Town Centre Core and the George Street Centre	Concentrating pedestrian traffic along selected streets increases the potential concentration and frequency of business transactions. Guiding potential centre users from key locations can increase visitation to centres.

Town's Role	Suggested Actions	Outcome
	• Identify Silas St as a suitable parking location to access the George Street Centre via the underpass • Connect the Canning Highway Mixed Use areas visitors to the Town Centre Core • Connect users of the Swan River foreshore with the Town Centre Core	
	Initiate public realm projects to support desired activation	Provide capacity for space to be active (i.e. sidewalks that are suited to outdoor dining, seating, appropriate canopy for shading, etc.)

Town's Role	Suggested Actions	Outcome
Influence	Landowner and business engagement	The Town should look to engage with key businesses and land holders regularly to ensure it can best position itself to facilitate development opportunities in line with its LPS
	Work with State Government to: • improve quality and safety of under passes at St Peters Rd and George Street • Improve pedestrian crossings at Town Centre and Petra Street • Improve footpaths along Canning Highway	Improve walkability between the Town Centre Core and both the Canning Highway Mixed Use precinct and the George Street Centre will support an increase in activation. Improved pedestrian experience will support greater activation
	Work with stakeholders to investigate opportunities for family friendly amenity in activity centres	Improve the liveability of the Town's centres
	Work with stakeholders to investigate the opportunity for a community focal point at the northern end of Silas St.	Provide a space in the Town Centre Core that can act as a social gathering point, improving liveability and increasing multi-purpose visits to the Town Centre Core
	Identify nighttime uses as a priority for the Town Centre Core and the Petra Street Centre	Support a nighttime economy that spans the Town Centre Core and the George Street Centre. Increase the

		activation of Petra Street Centre in line with its role as a district centre
	Clearly communicate the priority floorspace uses along key active frontages (i.e. Silas St, Petra Street). These include high turnover retail uses such as cafés, takeaway food, newsagencies and some specialty retail such as clothing items, body shops, etc.	Provides landowners and businesses with a clear understanding of the uses appropriate for key active frontages within the Town's centres
	Clearly communicate the uses that are appropriate for low pedestrian traffic ground floor locations and above ground commercial space. These include health related uses, office related uses and some specialty retail uses	Provides landowners and businesses with a clear understanding of the uses appropriate for low pedestrian traffic and above ground commercial areas in the Town's centres

Town's Role	Suggested Actions	Outcome
Monitor	Collect data regarding visitor movements and visitor perceptions in the Town Centre Core	The Town should measure the movement of users and their perceptions. This can be achieved through the use of WiFi tracking and surveys. This information provides critical feedback to assess the success of other actions which can be used to ensure that desired outcomes are achieved
	Monitor GRV data used to estimate rates	Increasing GRV indicates improved activity centre performance (commercial lots) and increased liveability (residential lots)
	Consider a data communication plan	Develop a plan for providing user data to businesses, landowners and prospective developers/investors

Source: Pracsys 2022

8.3 Centre Specific Recommendations

The Town's main activity centres of Petra Street Centre, Town Centre Core (Town Centre component of the Town Centre and Canning Highway Mixed Use centre), and George Street Centre, were assessed to determine their current level of activity and vibrancy.

The centres have been assessed individually to guide planning and development. The assessment includes an overview of each centre's context and the application of the six principles of activation (refer to Appendix D: Six Principles of Economic Activation). The principles include:

- Purpose: the role of a centre in meeting the goods and service needs of its users.
- Access: how users access the centre.
- Origins: where users begin their pedestrian journey.
- Exposure: active frontages with high pedestrian traffic.
- Destinations: attractions that drive visits (i.e. supermarket, heritage site, etc.).
- Control: strategic sites where the Town has tenure or that have the potential to be developed.

Maps are provided to guide spatial recommendations of Petra Street Centre and the Town Centre Core. These maps apply the economic principles across the centres and include potential development sites. Issues and opportunities for each centre have been identified based on consultation and analysis findings (Figure 57).

Figure 57. Assessment Table Contents and Description

Table Contents	Description
Issues and Opportunities	Centre issues and opportunities identified through consultation and analysis
Actions	Recommended LCCAS actions that can address / capitalise on issues and opportunities
Planning Framework Implications	Link to potential changes and updates to the local planning framework relating to the delivery of the LCCAS

Source: Pracsys 2022

Recommended actions have been developed to support the implementation of the LCCAS. These actions inform development / updates of the Town's local planning framework and associated planning mechanisms. A coordinated approach though a variety of implementation measures is required in most instances. These include (but are not limited to):

- **Local Planning Strategy** (e.g. identification of future commercial and employment directions and needs as population grows and changes).
- **Local Planning Scheme** (e.g. zoning, land use permissibility, residential densities; building and carparking standards and development provisions).
- **Local Planning Policies** (e.g. design guidelines, public art, urban streetscape and public realm, payment in lieu of carparking, heritage areas).
- **Precinct Structure Plans and Local Development Plans** (e.g. Precinct and site specific development direction).
- **Other strategies** (e.g. traffic and transport, public art, urban canopy).

Petra Street Centre

Centre type	Petra Street Centre is identified as a 'District Centre' and is only partially located within the Town of East Fremantle, with the majority of the commercial floorspace being located within the City of Melville (Figure 58).
Purpose and users	Petra Street Centre primarily serves local residents for weekly shopping trips.
Survey Opportunities	The centre was found to be boring with little reason for visiting unless you lived locally. Additionally, it was observed that Petra Street Centre lacks activities for small children even though there are many young families in the area with higher levels of disposable income, suggesting a children's gym as a potential addition to the site.
State of the Centre	This area could benefit from upgrading and has potential for higher residential use as part of a mixed use development. A significant portion of the properties fronting Canning Highway is affected by the Metropolitan Region Scheme Primary Regional Road reserve and heritage properties exist at the northwest corner of the intersection with Petra Street.
Intended development	<u>LPS Context and Vision</u> The LPS envisions this centre to signify the eastern entry point to the Town and function as part of a vibrant commercial hub and focal point for the surrounding community. The Petra Street Centre will evolve over time to become part of an activity centre shared with the City of Melville, which includes residential development as part of a mixed use development to improve economic viability. The centre may include medium to high density apartments as part of a mixed-use development sensitive to the interface with established suburban areas and incorporating heritage properties into overall design concepts. New development contributes to the public realm by enhancing and activating the streetscape, supporting social interaction and creating a distinct and appealing character for the centre. <u>Landowner intentions</u> The commercial properties in the Petra Street Centre within the Town are under single landownership. This landowner also owns some property located in the centre within the City of Melville. The landowner's submission during the advertising period for the Local Planning Strategy suggested a High Density Urban Centre with RAC3-RAC1 density and 6-9 storeys abutting Canning Highway; and R50-R60 density with3-5 storeys and height transitioning to interface with adjacent residential properties. However, this scale of proposed development was not supported by the Town. The landowner has entered into discussions with the Town and relevant stakeholders to consider development of an activity centre precinct plan for the centre.

	Incentivising Development It is estimated that an additional 370 to 500 dwellings would be required to instigate private industry redevelopment of the centre.
Recommended actions for the Town of East Fremantle	The Petra Street Centre is identified as Planning Area A in the LPS in recognising the need for further detailed planning to encourage and guide development of a vibrant district centre. This is likely to include changes to scheme provisions relating to residential density and development controls, as well as specific policy development. The Town is collaborating with the City of Melville and stakeholders to oversee the preparation of an activity centre precinct plan to guide development of a vibrant district centre. This LCCAS provides an understanding of the commercial needs and floorspace required for this centre from the Town's perspective and will also guide planning framework mechanisms. This is likely to include changes to scheme provisions relating to residential density and development controls, local development plans for specific sites, as well as policy guidance to: • Ensure that appropriate zoning and land use permissibility applies. • Ensure an urban form appropriate to the intensity of development proposed and interface with adjoining properties. • Encourage safe and inviting spaces for informal social interaction. • Provide intuitive pedestrian and cycling connections between tenancies and across Canning Highway and Petra Streets. Specific actions have been devised for the Town based on the centre's existing infrastructure. The actions are based on the centre as a whole. The Town currently has limited control over the centre however, future redevelopment will present an opportunity for the Town to influence the centre's contribution to a liveable vibrant neighbourhood. Initial stakeholder consultation suggests that legibility, access and comfort will be crucial to Petra Street Centre being a successful suburban centre. Ongoing monitoring should occur for key metrics including night-time activation, satisfaction with public spaces and gross rental value.

Figure 58. Petra Street Centre Current Situation Principles Assessment Map

Source: Pracsys 2022

The principles of activation have been used to assess the issues and opportunities associated with the Petra Street Centre and provide actions that can support the centre in achieving sustainable viability (Figure 59).

Figure 59. Petra Street Centre Recommendations

Relevant Economic Principle	Issue to Address	Actions
Purpose of Place	The Centre exists to provide for the daily and weekly convenience shopping for local residents; however, it currently lacks the diversity of activities, goods and services to encourage people to stay longer, particularly on the southern side (Woolworths side)[28].	**Develop an activity centre precinct plan and associated planning mechanisms to implement this. In doing so:** • Support the improvement of retail diversity (e.g. communicating opportunities at the centre to land holders and business operators). • Work with land holders to identify suitable opportunities to provide family friendly amenities within view of commercial/food and beverage operators (e.g. playground and alfresco area). • Require that future development/redevelopment includes family amenity.
Survey Findings	There is the opportunity to improve its overall appeal of the centre to visitors according to survey results. Improved amenity and diversity of offering can increase the viability of centres through retained local resident expenditure and increased attraction of passing traffic.	• Work with stakeholders to identify opportunities (i.e. shading, seating, etc.) to improve urban amenity in the Petra Street Centre in the short term. • Ensure that the activity centre precinct plan provides suitable urban amenity to meet the needs of users including family amenity, walkability, and amenity that supports social interaction (i.e. gathering spaces, seating, shading, etc.).
Access →	Centre is accessible from both directions of Canning Highway however, people are discouraged from crossing Canning Highway due to perceived safety issues.	• Lobby/work with the State Government to create a safe crossing for pedestrians and cyclists.

[28] Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022. 64% disagreed that the diversity of activities, goods and services within the area encouraged them to stay longer.

Relevant Economic Principle	Issue to Address	Actions
Origins	There are adequate carparks; however, they do not have any shade.	• Work with relevant stakeholders to provide shade in carparks to reduce heat impact to improve driver and pedestrian experience. • Ensure that the activity centre precinct plan requires undercover parking or appropriate shading for at grade parking.
Exposure	Active parts of the centre are set back from Canning Highway, particularly on the southern side of the Centre. This reduces exposure for business to passing traffic and pedestrians.	• Undertake a pedestrian comfort assessment29 to identify opportunities to improve the pedestrian experience in the Petra Street Centre. • Plan the centre so that pedestrian movement is not concentrated in the internal shopping centre. Increasing pedestrian movements around the centre will assist in the activation of the centre as a whole. • Ensure redevelopment provides active frontages to incentivise and capitalise from pedestrian activity • Identify key areas to become future exposure sites and the origin locations that will support their activation. The exposure sites could be along Canning Highway and / or Petra Street with origins towards the boundary of the centre to create pedestrian traffic into the centre • Encourage specific Shop-Retail uses (e.g. cafes) on corner sites for specific high traffic through appropriate planning measures such as an LDP.
Destination	Opportunity to attract young families with small children and disposable income that are in the local catchment.	• Provide amenity and land use activity options that allows the Petra Street Centre to be a multi-purpose destination for families with young children.

[29] Refer to the Pedestrian Comfort Guidance for London for guidance on how to undertake a pedestrian comfort assessment.

Relevant Economic Principle	Issue to Address	Actions
		• Liaise with key stakeholders to Investigate the potential for children related activities such as a children's gym.
Control	A modest number of various private land holders own significant land holdings and most of the Centre is in the City of Melville.	• Work cooperatively with landowners and the City of Melville to ensure an objective approach to the distribution of future floorspace between the Town and the City of Melville portions of the centre site.

Source: Pracsys 2022

East Fremantle Town Centre

Centre type	The Town Centre is identified as a 'Neighbourhood Centre'. Despite this level in the ACH, this is considered to be the main commercial centre for the Town.
Purpose and users	The Town Centre provides a focus of activity for the community, particularly as it also includes an important civic function of housing the Town Hall administration building. The centre's 1km catchment contains approximately 1,480 residents and its user base is dominated by residents from within the catchment. Users are attracted to the Town Centre for medical related visits, supermarket shopping, Council business and recreation visits at the adjacent dog park at the corner of St Peters Road and Silas Street.
Survey Findings	The main opportunity for the Town Centre is to make it more inviting to visit. The three main areas of opportunity that respondents identified were: • Retail: People want affordable, higher quality fresh food options, cafes and restaurants and speciality stores. Some 24% of respondents also identified the need for the Town Centre to provide a greater diversity of land uses to meet the needs of the community in 30 years' time. • Community: Several people identified the need for child friendly areas (e.g. a playground) and places for social interaction that support community initiatives (e.g. Sunday market). • Environment and facilities: People expressed a desire for more urban greenery and public facilities (e.g. public toilets). Regarding the Canning Highway component of the Town Centre, it was identified that improvements could be made to the quality of the buildings and aesthetics in this area.
State of the Centre	The Town Centre is the civic heart of the Town and includes the heritage civic precinct and town hall. It is dominated by Canning and Stirling Highways and is characterised by a mixture of independent buildings of varying ages and condition/quality. Few of the buildings address the street in a manner likely to result in high levels of urban activation. There are also seven small parking areas within the Town Centre, which are distributed over the whole site. The Town Centre generally suffers from design, connectivity and aesthetics issues and has ineffective connection to the George Street Heritage Area and local centre.

Intended development	LPS Context and Vision The LPS envisions the Town Centre as the most vibrant and diverse urban area within the Town. It will evolve over time to become part of a neighbourhood activity centre which accommodates further medium and high density mixed use development to improve economic viability and is commensurate with a small town centre. The Town Centre Core connects to the Mixed Use areas of the Canning Highway urban corridor and nearby George Street Centre. The Town Centre Core is identified as Planning Area B in the LPS ('Town Centre' in Figure 8) and the actions listed below primarily relate to this area. The suggested future context outlined in the LPS indicates that this site will include high density apartments as stand-alone and as mixed use (wide range) developments in a defined core, sensitive to the interface with established suburban areas and incorporating heritage properties into overall design concepts. The Mixed Use commercial area along Canning Highway is recognised as part of the Town Centre frame and is identified as Planning Area C in the LPS. Planning Area C is to be an extension of the vibrant Town Centre and will facilitate increased residential development opportunities as part of mixed use development, to improve economic viability and increase accessibility to public transport. Landowner intentions Several different owners are landholders in the Town Centre Core and there are multiple individual landowners along the Canning Highway frame area. Landowner intentions for the Town Centre Core and Canning Highway Mixed Use frame area need to be confirmed through ongoing engagement. A development application is currently being considered by the State Development Assessment Unit for 'The Entrance' on the corner of Canning Highway, Sewell Street and St Peters Road (in the Canning Highway Mixed Use area) which includes approximately 95 apartments as part of a multi-storey mixed used development. Incentivising Development This report indicated that an estimated 360 to 480 additional dwellings would be required in the Town Centre (including the Canning Hwy Mixed Use component of the frame) to potentially create the population critical massing required to instigate private industry redevelopment of the centre.
Recommended actions for the Town of East Fremantle	The LPS recognises the need for further detailed planning to encourage and guide development of a vibrant town centre through the development of a precinct structure plan. This LCCAS provides an understanding of the commercial needs and floorspace required for this centre from the Town's perspective and will also guide planning framework mechanisms.

	This is likely to include development of revised/additional planning tools such as scheme provisions relating to residential density and development controls, local development plans for specific sites, as well as policy guidance to: • Review the extent of the Town Centre precinct area together with its Core, Canning Highway and Frame sub-precincts. • Ensure that appropriate zoning and land use permissibility applies to the Town Centre precinct/sub-precincts. • Ensure an urban form appropriate to the intensity of development proposed and interface with adjoining properties. • Encourage safe and inviting spaces for informal social interaction. • Provide intuitive pedestrian and cycling connections between the Town Centre Core and Mixed Use areas of Canning Highway and George Street Centre. The Town has limited control over the Town Centre however, it is well positioned to improve and influence the centre's use and development. Specific recommendations are provided in the table at Figure 61. Ongoing monitoring should be undertaken to ensure that the centre is meeting the desired objectives. Metrics of interest are satisfaction with Town Centre, night-time activation, satisfaction with diversity of offering and gross rental value.

Figure 60. East Fremantle Town Centre Core Current Situation Principles Assessment Map

Source: Pracsys 2022

The principles of activation have been used to assess the issues and opportunities associated with the Town Centre Core and provide actions that can support the centre in achieving sustainable viability (Figure 61).

Figure 61. Town Centre Core Recommendations

Relevant Economic Principle	Issue and Opportunities	Actions
Purpose of Place	User dissatisfaction identified through the business survey indicates that the Town Centre Core is not meeting expectations[30]. Key areas of dissatisfaction include: • Configuration • Limited options • Lack of diversity • Limited night-time activation	**Develop precinct plan and associated planning mechanisms to implement this. In doing so:** • Support increased retail diversity by reducing the complexity of the zoning system where possible to allow for changing uses to focus in key areas. • Reduce the need for application to change between certain land uses. • Facilitate entertainment, café/restaurant, recreation and cultural uses in the Town Centre Core to promote multi-use visits and pedestrian activity. • Identify suitable public land in the Town Centre Core and encourage proponents to provide family amenity and / or make family amenity a requirement for future development applications. • Work with surrounding stakeholders to identify the potential for the publicly accessible space at the northern end of Silas Street to be a community focal point.

[30] Town of East Fremantle – Local Commercial Needs Assessment Strategy Survey 2022. 52% were either dissatisfied or very dissatisfied with the Town Centre. Refer to Section 5.1 for further detail regarding the survey results.

Relevant Economic Principle	Issue and Opportunities	Actions
Access →	Limited public transport access. The Town Centre Core is primarily accessed by motor vehicle, with limited public transport access (one bus stop on Canning Highway).	• Develop a way finding plan for Town Centre Core that aims to guide pedestrians along exposure areas (Silas Street and May Street). • Encourage multiple and alternative modes of transport by identifying opportunities such as micro mobility devices (i.e. electric scooters, electric bikes, etc.).
Origins O	Dispersed parking discourages pedestrian activity as people can directly to and from their intended destination, limiting opportunities for activation.	• Consolidate carparks to encourage pedestrian movements. Parking should be towards the boundary of the centre to maximise pedestrian traffic. • Increase tree canopy in the public realm to enhance drive and pedestrian experience and support pedestrian movement along exposure areas. • Investigate opportunities for improving tree canopy along Silas Street and May Street.
Origins O	Canning Highway Mixed Use Precinct will act as an origin of activity as it develops.	• Ensure high quality passage for workers, visitors and residents of the mixed-use precinct to the Town Centre Core. • Work with State Government to improve quality and safety of St Peters Road underpass. • Provide clear signage to guide visitors, workers and residents of the mixed-use precinct to the Town Centre Core. • Work with developers to ensure any commercial offerings at the base of residential development do not compete with the offering in the Town Centre Core.

Relevant Economic Principle	Issue and Opportunities	Actions
Origins O	There is the opportunity to direct visitors to the Swan River to the Town Centre Core via Andrews Rd.	• Provide wayfinding signage on Riverside Road to link visitors along the Swan River foreshore to the Town Centre Core. • Improve public realm spaces along Andrews Road (i.e. canopy shading, footpaths, etc.) to support walkability. • Lobby/work with State Government to improve footpaths along Canning Highway from Andrews Road to Preston Point Road. • Lobby/work with State Government to improve pedestrian crossing at Canning Highway at the Town Centre Core.
Exposure	Few of the buildings address the street in a manner likely to result in high levels of urban activation.	• Work with land holders/business owners to improve the relationship between built form and street/pedestrian areas to improve the visual connection to pedestrians (i.e. window frontages should allow pedestrians a view into shops along Silas Street). • Identify and encourage priority uses such as high turnover retail (e.g. café, takeaway food, etc.) for ground floor exposure commercial floorspace along May Street and Silas Street. • Require activated ground floor space for any redevelopment along a key exposure area (Silas Street and May Street).
Exposure	Built form discourages pedestrian activity. The relationship of the built form to the street is universally poor, with significant gaps between buildings along street frontages	• Amend planning policy to encourage redevelopment of the area and improve the built form.

pracsys.

Relevant Economic Principle	Issue and Opportunities	Actions
	being exacerbated by the north-south slope of the site of 8 metres.	• Allow for greater intensity of residential development in the Town Centre Core subject to key criteria (i.e. high quality design, activated frontage, public parking, etc.). • Support temporary activation in the Town Centre Core such as food vans and markets to increase visitation and viability of local businesses. • Work with stakeholders to identify and implement opportunities for increasing pedestrian activity in the Town Centre Core.
Destination	Retail offerings do not meet the needs of residents. The range of shopping and dining options is limited and even residents living in the Town Centre Core travel elsewhere for their shopping and dining needs.	• Support the uptake of dining and entertainment options and enable alfresco dining in areas with high levels of exposure. • Consider free alfresco permits in the Town Centre Core. • Facilitate the transition of home businesses to the Town Centre Core. • Liaise with stakeholders to identify suitable spaces in the Town Centre Core to allow local businesses to showcase their products.
Destination	The Foodworks supermarket is both a key destination and a potential commercial development site. To realise its full potential, the existing supermarket would need to be demolished and rebuilt with entries from both May Street and Silas Street. The new supermarket would contain convenience retailers (e.g. newsagent, pharmacy) who contribute to an active frontage on Silas Street. Existing parking in front of Silas Street is retained and the loading dock is relocated (refer to 5.2.1.2).	• Actions need to be developed for this opportunity with relevant stakeholders. • Engage with landowners to identify appetite for redevelopment and incentives that would encourage redevelopment.

Relevant Economic Principle	Issue and Opportunities	Actions
Destination	The Town Centre Core and George Street Centre could bolster East Fremantle's night economy by providing multiple, well-linked destinations people could visit during an evening out (e.g. live entertainment, dining and bars)	• Identify and encourage night-time economy priority uses to locate in the Town Centre Core (i.e. dining, small bars, entertainment). • Improve night-time safety along Silas Street and the two Stirling Highway underpasses with additional lighting.
Control	There is the opportunity to support redevelopment of the Town Centre Core through increased residential density. Known and potential development sites are identified in Figure 60	• Engage with landholders to understand their intentions. • Identify if any zoning changes required to allow for residential/mixed use development. • Work with stakeholders to understand development criteria and whether there are any suitable planning incentives to facilitate residential development.
Control	There is the opportunity to create a community focal point at the northern end of Silas St to support social and economic transactions in the Town Centre Core. This publicly accessible space currently offers some shading and seating but the current uneven levels created by the north-south slope, the limited confluence of the surrounding streets, and the exposure to Canning Highway make the site more challenging to activate.	• Encourage/require active frontages around the edges of the space including cafes, restaurants and small specialty shops as they would contribute to a social destination. • Investigate opportunities to improve the space through expanding the pedestrian area (may need to work with stakeholders where land is privately owned). • Expand the size of the pedestrian area by removing the northern-most 4-5 car bays on Silas Street. The space currently lacks the critical mass for enabling greater social interaction. • Provide additional shaded seating (from cafes/restaurants, benches, low walls and ledges) will encourage people to linger in the area, providing more opportunity for local businesses to capture expenditure. • Take advantage of the level changes to include amenity that can be used as a stage or amphitheatre.

Relevant Economic Principle	Issue and Opportunities	Actions
		• Work with local businesses to establish pop-up stalls at the that contribute to the day and night economy and attract people to the Town Centre Core. • Providing appropriate (digital) infrastructure (e.g. Wi-Fi). • Provide clear pedestrian entry statement to the space and Silas Street from Canning Highway.
Control	The May Street Larder site is the arrival point for westbound traffic on Canning Highway and has a poor physical presence. By moving the current building to the corner and relocating the carpark to the back of or internal to the building, the arrival point to the Town Centre Core will be clearer and provide a better street presence to the May Street active front. The loading zone for the neighbouring supermarket should be integrated into any redevelopment design.	• Actions need to be developed for this opportunity with relevant stakeholders. • Engage with landowners to understand the appetite for development and incentives that would encourage redevelopment.
Control	The Town Centre Core and George Street Centre offer a greater diversity of goods and services and places for social and community interaction collectively. Better linkages between the centres will encourage people to stay longer.	• Proceed with the plan to design community space at the Stirling Highway underpass / adjacent dog friendly public open space and additional car parking spaces between the Town Centre Core and George Street Centre as this will encourage pedestrian movement between both centres. • Plant prominent, shade providing trees to encourage pedestrian passage between the Town Centre Core and George Street Centre. • Develop a wayfinding plan for the Town Centre Core that includes connections to George Street Centre and vice

Relevant Economic Principle	Issue and Opportunities	Actions
		versa. The Royal George Hotel redevelopment will also act as a destination to support pedestrian movement.
Control	The Town has little control/influence over landholdings, which limits the potential for development due to land fragmentation.	• Work with landowners and other stakeholders to identify opportunities and develop a cooperative approach to revitalise the Town Centre Core.

Source: Pracsys 2022

8.4 George Street Centre

Centre type	The George Street Centre is identified as a 'Local Centre' with a main street village character.
Purpose and users	The George Street retail floorspace is confined to a small number of individual shops including cafes and services predominantly for the local community. The user base is primarily residents from within a 1km catchment, but also non-residents who come to the Centre mainly for entertainment and shopping.
Survey Findings	Most comments related to improving the parking and driving experience at George Street Centre, as well as better connections for cyclists and pedestrians to the Town Centre Core. Others also suggested more urban greenery and increasing the number of cafes on the street to encourage further activation.
State of the Centre	The George Street centre is predominantly within the Mixed Use zone, therefore includes a mixture of independent commercial and residential buildings of heritage and contemporary design in a village-like setting
Intended development	LPS Context and Vision The George Street Centre will continue to provide for a range of local services to supplement the local and surrounding centres. No changes are envisaged in relation to commercial floorspace or residential density and LPP 3.1.6 – George Street Designated Heritage Area applies to properties to ensure that new development does not adversely affect the significance of heritage buildings

	and is compatible with the character, form and scale of existing development in the locality. Future planning should include measures to create improved connections between the George Street Centre and the Town Centre. Landowner intentions There are multiple individual landowners within the George Street Centre. Landowner intentions for the George Street Centre will need to be confirmed through ongoing engagement. The Royal George Hotel site (located at the eastern end of George Street) has approval for redevelopment of the hotel building and new development on the vacant portion of the site. This will contribute to increased commercial activity in this local centre.
Recommended actions for the Town of East Fremantle	No change to the planning framework is envisaged in relation to this local centre with regard to commercial floorspace or residential density. Increased density is not encouraged in this centre due to the likely adverse impact on the George Street Designated Heritage Area and the greater Plympton precinct. Future planning should include measures to create improved connections between the George Street Centre and the Town Centre. This LCCAS provides an understanding of the commercial needs and floorspace required for this centre from the Town's perspective and will also guide planning framework mechanisms. Specific actions are available at Figure 70. Ongoing monitoring should be undertaken to understand the centre's performance and any impacts associated with the Royal George Hotel redevelopment. Key metrics to monitor are satisfaction with parking and gross rental value.

The principles of activation have been used to assess the issues and opportunities associated with the George Street Centre and provide actions that can support the centre in achieving sustainable viability (Figure 62).

Figure 62. George Street Centre activation

Relevant Economic Principle	Issue to Address	Potential Actions
Purpose of Place	The Centre could provide more opportunities for social interaction and for people to enjoy the ambience.	**In regular local planning scheme and policy review, consider the following:**

Relevant Economic Principle	Issue to Address	Potential Actions
	The Centre currently achieves its purpose as a local centre and is unlikely to expand in future. The focus should be on areas where the centre can be improved to support long term business viability and sustainability.	• Provide for urban amenity such as additional street seating, including outdoor café and restaurant dining. • Consider free alfresco dining permits in the George Street centre.
Access	Although the Centre is accessible from the Town Centre Core, the quality of underpasses for pedestrians and cyclists of Stirling Highway could be improved.	• Lobby/work with State Government and stakeholders for the improvement of the quality of the paths and underpasses between the Town Centre Core and George Street Centre.
Origins	The Royal George Hotel development is predicted to change the balance of parking available per centre user.	• Re-review adequacy of parking at George Street Centre. • Update planning policy depending on the need for parking after monitoring the effect of the Royal George Hotel redevelopment.
Destination	The Royal George Hotel and the surrounding businesses have significant potential to contribute to the Town's night-time economy.	• Promote the night-time economy of Town Centre Core and George Street Centre. • Work with relevant stakeholders to support night-time activation of the George Street Centre (i.e. pedestrian friendly events, alfresco dining, etc.). • Provide wayfinding from East Fremantle Football Oval to George Street Centre and the Town Centre Core to support post game/event activation.
Destination	Anticipated parking shortages due to the Royal George Hotel redevelopment could be alleviated by planning for a night-time economy that spans the Town Centre Core and George Street Centre. This would make Silas Street a suitable parking option between the two centres.	• Improve link to Town Centre Core and guide visitors to use Silas Street as a suitable parking option for accessing George Street Centre. • Provide suitable signage and wayfinding to encourage parking along Silas Street.

Relevant Economic Principle	Issue to Address	Potential Actions
		• Work with State Government to improve quality and safety of underpasses between Town Centre Core and George Street Centre.
Control	The Town has limited control over the Centre. Ownership is fragmented, with several strata title lots on the street.	• Focus on continuous improvement of public amenity and activation of George Street to improve visitor experience and business viability. • Work with landowners to identify opportunities to improve the performance of the centre and support business viability.

Source: Pracsys 2022

8.5 Other Commercial Floorspace

The Town has an assortment of activity centre related commercial uses that are dispersed within residential areas or along the Swan River.

There is potential for restricted floorspace mixed use commercial activity at several sites within the Town as a result of non-conforming use rights as well as additional use rights under the provisions of Schedule 2 of Local Planning Scheme No. 3 (including corner stores attached to residences). Not all additional use rights are currently being exercised which likely relates to a lack of demand for the uses at their permitted locations.

The Local Planning Scheme No. 3 Zoning Table also allows for some commercial activity within the Residential Zone, in association with residential land use (including Home Occupations, Home Business, Home Office and Cottage Industry). For some properties adjacent to Canning Highway, Consulting Rooms and Offices may be permitted without the presence of a residential component. Short stay accommodation is a “use not listed” within Local Planning Scheme No.3, however, a number of residential properties have approval for partial or full use as short stay accommodation businesses.

High level considerations for commercial uses in these areas have been summarised below. The primary focus for these uses is to ensure they satisfy a demonstrated need and that they do not achieve a critical mass that allows them to compete with the Town’s established activity centres.

Commercial Uses in Residential Areas

Existing commercial uses in residential areas should be allowed to continue operating. It is recommended that any proposed expansion of commercial uses must provide a needs assessment that clearly demonstrates the local residential population has a need for the additional commercial uses. Where redevelopment of a site would include a mixed-use development including an expansion of commercial uses, the proponent should demonstrate that the additional commercial floorspace is required to support the new residential population. The guiding principle is that new and expanded commercial uses should not achieve a critical mass that allows them to compete with established activity centres.

Proposals to change commercial uses to residential uses where properties are vacant should be considered. The vacancy of a property indicates there is a lack of demand for commercial uses.

Commercial Uses Along the Swan River and Short-Stay Accommodation

There are a number of commercial uses along the Swan River that cater to both residents, visitors from the broader Perth metropolitan area and tourists. These uses are generally food and beverage related uses that support the Town's tourism economy. Proposed new developments or expansions of current commercial floorspace should be considered with evidence that the proposed uses will contribute to increased expenditure attraction from visitors without competing with the Town's activity centres for delivery of daily and weekly access to goods and services. All proposals for development along the Swan River will require consideration of environmental factors that are beyond the scope of the LCCAS.

Short-Stay Accommodation infrastructure (i.e. hotels, commercial suites, etc.) provides an opportunity to increase the potential visitor attraction to the Town's Centres. The most advantageous locations for Short-Stay Accommodation are in or adjacent to the Town Centre and Petra Street Centre or along the Swan River. The Town should consider any opportunities for a Short-Stay Accommodation development based on its merits, alignment with the planning framework and appropriateness with surrounding uses. With regards to home-sharing (i.e. Airbnb) the Town should follow the proposed approach of the State Government in its finalised Position Statement – Planning for Tourism.

East Fremantle Oval

The expansion of the East Fremantle Oval provides opportunity for co-location between commercial and recreational uses. The commercial uses allowed at the East Fremantle Oval should complement the recreational uses. This could include:

- Café and restaurant
- Entertainment
- Health
- Education uses

It is recommended that a needs assessment be undertaken to ensure an appropriate level of commercial uses are provided at the oval, this applies in particular to shop retail uses that include food and beverage offerings.

9 APPENDIX A: PLUC DEFINITIONS

SHP – Shop-Retail

Any activity which involves the sale of goods from a shop located separate to, and/or in, a shopping centre other than those included in Other Retail.

RET – Other Retail

Many of these activities are not normally accommodated in a shopping centre. By virtue of their scale and special nature the goods of these activities separate them from the Shop-Retail category (for example car sales yard or carpet showroom).

OFF – Office/Business

Administrative, clerical, professional and medical offices are activities which do not necessarily require the land area/floor space or exposure of other land uses. Although offices require building and parking facilities, these needs are quite distinct from those of commercial uses and service industries.

HEL – Health/Welfare/Community Services

Government, government-subsidised and non-government activities that provide the community with a specific service, including hospitals, schools, personal services and religious activities.

ENT – Entertainment/Recreation/Cultural

Activities which provide entertainment, recreation and culture for the community and which occur in buildings and/or on land, such as passive and active sports venues, museums, amusements and gambling services.

RES – Residential

Includes all types of residential land use ranging from single housing to nursing homes for the aged, residential hotels, motels, other holiday housing, institutions and religious housing.

MAN – Manufacturing/Processing/Fabrication

This category includes land use activities involving the manufacture, processing and fabrication of all general goods. Both the scale and associated environmental impact of these activities separate them from other land use categories.

STO – Storage/Distribution

Any land use activity which involves the storage, warehousing or wholesaling of goods usually conducted from large structures, or involving large bulk goods, but does not include activities that attract the general retail trade activities.

SER – Service Industry

This category includes service industries offering a range of services. The scale and environmental impact of such activities require their separation from other land uses. These services include film processing, cleaning, motor vehicle and other repair services, and other servicing activities, including some construction activities.

UTE – Utilities/Communications

All forms of local, state, national and international communication, transportation and other utilities (for example, electricity, gas, water, sewerage, roads, parking and other transport or communications related activities) covering the public and private sectors.

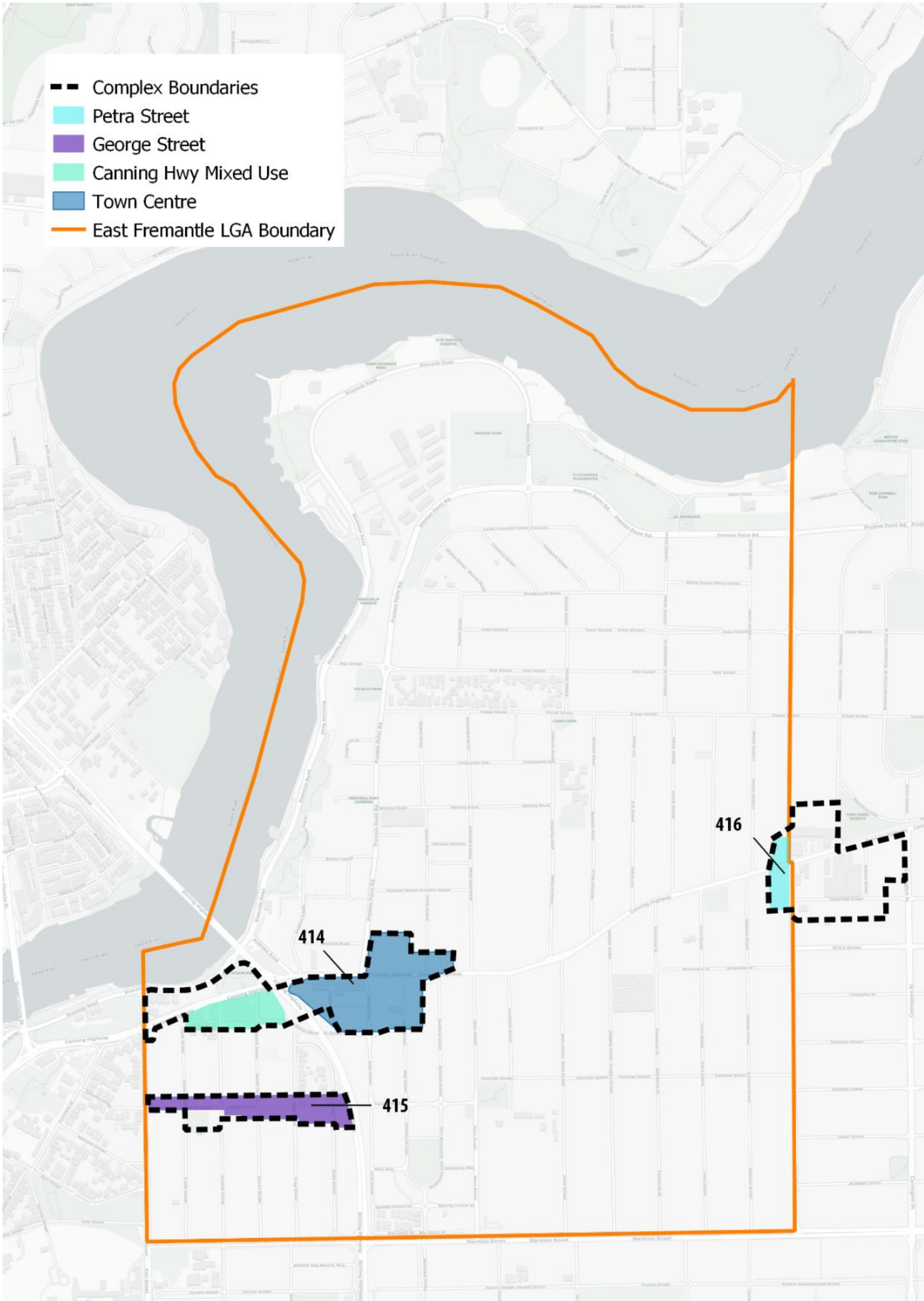
PRI – Primary-Rural

Land use activities which usually involve the use of large areas of land, including mining, agriculture, fishing and nature conservation. The function of many of these activities is to make use of, or extract from, the land in its natural state. Since such activities are the first step in the production process, they are quite distinct from the other categories.

10 APPENDIX B: LUES COMMERCIAL COMPLEXES

The Town's Activity Centres located in the LUES Complexes shown in the map below.

Figure 63. Map of Town's Centres



These centres correspond to LUES complexes and their concordance has been summarised to facilitate future analysis (Figure 64).

Figure 64. LUES Complex to Reported Centre Concordance

LUES Complex No.	LUES Complex Name	Centre Name/inclusions	Name(s) Used in Report
414	Richmond	**Centres:** Town Centre, Canning Highway Mixed Use **Other Inclusions:** Residential and Mixed Use land north of Canning Highway (Preston Point Road to Staton Road, Service Station (Cnr Staton Road and Canning Highway), Child Care Centre (Cnr Hamilton Street and Canning Highway).	**Town Centre and Canning Highway Mixed Use** has been used in tables. This has been shortened to **Town Centre** in text. **Town Centre Core** is used when referring to the 'Town Centre' identified in Figure 63.
415	George Street	**Centre:** George Street Centre **Other Inclusions:** RGH and Brush Factory	**George Street Centre**
416	Petra Street	**Centre:** Petra Street Centre (the analysis results include the City of Melville component of the Petra Street Centre	**Petra Street Centre**

Sources: DPLH 2015, Town of East Fremantle 2022

There are a number of complexes that are not presented in the results as they do not act as activity centres but more independent commercial uses. This floorspace (where applicable) has however been included in the analysis. The centres include:

Figure 65. Other LUES Complexes (Not Reported)

LUES Complex No.	LUES Complex Name	Centre Name/inclusions
417	Lee	Old shop since demolished (was additional use)
176	Riverside Road	Use unclear, not activity centre related
519	East Fremantle	Old corner shops and the Left Bank Venue

Sources: DPLH 2015

11 APPENDIX C: GRAVITY MODELLING

Gravity models allow for the measurement of spatial interaction as a function of distance to determine the probability of a given customer shopping at a centre and provide an approximation of trade area and sales potential for a development. This modelling technique uses the distance between a household and each centre, and a measure of 'attractiveness' to define the probability model. The 'attractiveness' of a centre has been defined by total floorspace and the distance has been calculated by measuring straight-line distances between each centre and population. The gravity model probability formula is shown in Figure 66.

Figure 66. Gravity Model Probability Formula

$$P_{ij} = \frac{\dfrac{A_{jk}{}^{a}}{D_{ij}{}^{ß}}}{\sum_{j=1}^{m} \dfrac{A_{jk}{}^{a}}{D_{ij}{}^{ß}}}$$

P_{ij} = Probability of customer living/working in statistical area i shopping at complex j.

A_i = Area of floorspace in centre, j in square metres, according to the type of supply, k.

D_{ij} = Distance between statistical area of households, i and complex j.

a = Area exponent

ß = Distance exponent

k = Type of supply or expenditure, either Convenience or Comparison

i = Statistical area (i=1,...,n)

j = Complexes (j=1,...,m)

Source: Carter, C (1993) 'Assumptions Underlying the Retail Gravity Model', *Appraisal Journal,* Vol 61, No 4, pp510; Pracsys (2021)

Figure 67. Gravity Model Demand Formula

$$D_{kj} = \sum_{i=1}^{n} \quad (P_{ij} * E_i)$$

D_{kj} = Demand for retail category k, at centre j.

E_i = Expenditure pool of statistical area i.

Source: Carter, C (1993) 'Assumptions Underlying the Retail Gravity Model', *Appraisal Journal,* Vol 61, No 4, pp510; Pracsys (2021)

Figure 67 shows that the demand for retail category k[31], at centre j, is equal to the sum of the probabilities of customers living in statistical areas i to n, multiplied by the expenditure pool of statistical area i. In other words, the demand for retail is a function of the probability of customer from particular statistical area attending the centre multiplied by the expenditure pool of that statistical area. The expenditure is pool is derived through the population multiplied by its income distribution.

In its core form gravity modelling provides a clearer, reproducible outcome that can be easily assessed. However, it does not consider local factors, including:

- The comparative value proposition of centres (e.g. the presence of an 'anchor' attractor that draws significant market share);
- The brand preference of users; or
- The efficiency of transport networks, as well as geographical barriers (e.g. in some cases it may be easier for customers to access a centre that lies physically further away).

Drivers of Retail Floorspace Supply and Demand

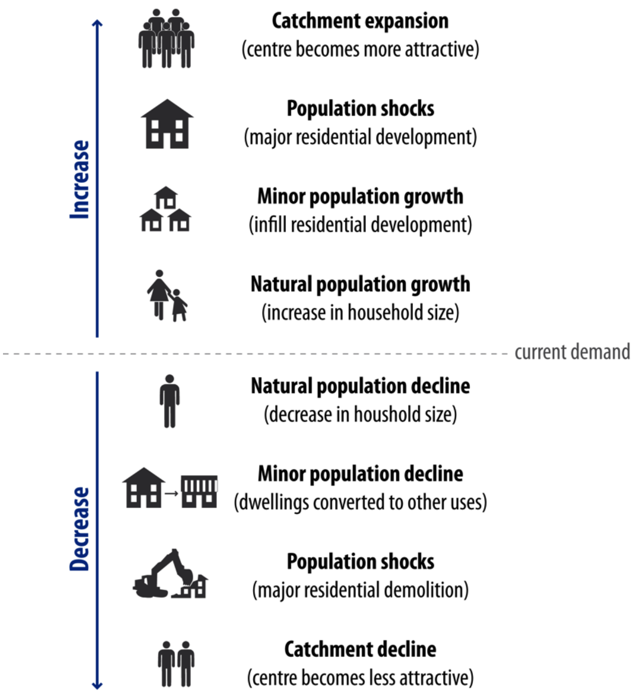
Demand changes can result in increased or decreased expenditure. The potential causes of demand changes are shown in Figure 68. These largely show that an increasing population increases demand, and vice versa. There are significant amounts of commercial floorspace, especially office floorspace, flagged for the central sub-region of Perth and beyond. There will also be significant numbers of new

[31] Retail categories are determined by their PLUC code and whether they are convenience or comparison goods. Convenience goods are day-to-day items such as groceries, pharmaceuticals and fast food. Comparison goods are items where consumers are willing to travel further distances, and are bought less frequently such as clothing, furniture, electronics, or other household items.

dwellings provided across Perth. This increase in residents has the potential to boost demand for goods and services in the area.

Demand can also increase from rising incomes, or wealth, because people have more disposable income to spend on retail. Demand can also be increased by reducing leakage. Leakage for retail is largely caused by online retail, as well as travelling.

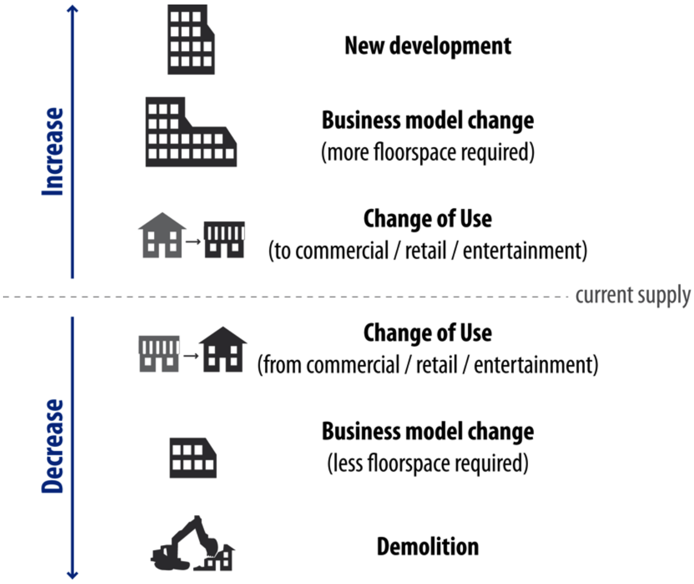
Figure 68. Drivers of Retail Floorspace Demand



Source: Pracsys 2021

Supply changes can result in increased or decreased retail floorspace. The potential causes of supply changes are shown in Figure 69.

Figure 69. Drivers of Retail Floorspace Supply



Source: Pracsys 2021

12 APPENDIX D: SIX PRINCIPLES OF ECONOMIC ACTIVATION

From a centre design and ongoing management perspective, there are certain economic activation principles that can be implemented to ensure that the place is as user-friendly as possible, maximising the number and length of visits, which is critical to developing a sense of activation and ensuring the viability of local businesses.

Economic activation is defined as the frequency and concentration of social and economic transactions carried out by the diverse user groups of a place. A successful place must respond to the current and potential future needs of its users and provide an environment that both attracts and retains people.

Six principles of economic or place activation have been developed as a framework to apply to urban renewal projects. These principles are described below:

Figure 70. Summary of the Six Principles of Economic Activation

Principle	Summary
1. Purpose of Place	• Address the question – what does this place represent to its target user population (residents, workers, visitors)? • Successful places usually emanate from a single point, so establish a core precinct and ensure that the periphery follows in a complementary manner. • Send signals to fringe area landowners and tenants to enable collaboration. • Enhance land economics by using design to maximise frequency and concentration of transactions.
2. Access – Arrival Points	• Decisions about access begin 5km from the place. • Do not allow transport networks to bypass the place – ensure the design funnels people and traffic into the core. • Congestion and a mix of transport nodes is good. • Arrive at the ''front door' of the place, not around the back.

3. Origins – Car Parking and Transport Nodes	• Parking is the driver of pedestrian movement.
	• Strategic distribution of car parks and transport nodes will maximise pedestrian movement:
	  ○ Location is more important than numbers.
	  ○ Space the car parks around the periphery of centre.
	• Street parking is important (for commercial areas):
	  ○ Charge no fees.
	  ○ Relax time limits.

Principle	Summary

4. Exposure – Pedestrian Movement	• Economic activation is driven by the frequency and concentration of transactions.
	• Channel movements:
	  ○ Concentrate transactions by pushing people past as many shop windows as possible.
	  ○ Rents and sales are directly related to pedestrian traffic (e.g.: Butcher will pay three-times the rent to be at supermarket entry).
	• Minimise possible routes from origin to destination points (e.g. car park to main attraction) as architectural "permeability" is not always a good thing.

5. Destinations – Major attractions	• Identify main destination – what will bring users into the core?
	• Assess user behaviour:
	  ○ Number of visits.
	  ○ Timing of visits (time of day, seasonality).
	• Give major destinations special treatment:
	  ○ Understand what they need.
	  ○ Build centre around them.
	• Amplify the impact of attractions by creating support amenity and infrastructure to maximise frequency, length of stay and expenditure.

6. Control – Strategic Sites	• Tenure control is vital for overall development success – determine which sites (supporting what uses) must stay in public ownership. • Identify active frontages and take control of key sites. • Corner sites drive uses on either side. • Not all areas in a place need to be active – be selective. • Develop a plan and implement it.