

SCHEME AMENDMENT REPORT

EXECUTIVE SUMMARY

PRESTON STREET REVIVAL

The Preston Street Revival is a stakeholder consultation initiative launched in October 2018 to try and revitalise the precinct to what it once was in the early 1900's when Como Beach, the Cygnet Cinema and commercial outlets were a thriving village centre. It encompasses the area north and south of Preston Street generally between Melville Parade to the west and Labouchere Road to the east. It is being led by element, on behalf of Australian Property Collective (APC), in collaboration with Urbis on behalf of the owners of the Como Centre sites, the Burnett family.

APC and its associates comprises a group of local business owners, landowners, investors and their families who have a long-standing history with the local Como area, and includes the Stiles family who are direct decedents of James Stiles for whom the Cygnet Cinema was built in 1938. The Burnett family has owned the Como Centre south of Preston Street and the adjoining lot to the west since the late 1920's when it purchased and operated Burnett's Bakery.

The Cygnet Cinema is a struggling business and with declining patronage the Cinema is a loss making business that is being financially propped up by the current tenants. Without something changing the business will simply have to close (scheduled to close 30 November 2020) and certainly nobody will be providing the much needed \$2 million to save and renovate the building itself. The only way that this iconic Cinema can be saved is to provide a planning framework which facilitates complementary land uses and density to provide the population and level of patronage required to invigorate not just the Cinema, but the entire precinct.

The Preston Street Revival project seeks to work collaboratively with the City of South Perth, other landowners and the broader community to collectively realise Preston Streets potential as an attractive and vibrant main street. It puts local residents, business owners and vested stakeholders front and centre of the process – identifying what amenities, facilities and infrastructure are needed to fulfil a new vision for Preston Street as a place locals and visitors love. It has been informed by significant community engagement, including community workshops, business forums and a range of other activities.

Both APC and the Burnett family commenced investigations into redevelopment opportunities for their respective sites in recent years. Given the parallels and the landowners shared objective of reconnecting Preston Street as Como's premier destination for public life, entertainment and convenience, both landowners (together with their consultant teams) joined forces to deliver the Preston Street Revival and this scheme amendment request.

SCHEME AMENDMENT PROPOSAL

This Scheme amendment request encompasses the two significant 'areas' north and south of the Preston Street main street and is aimed at delivering an increased population and much-needed investment in the town centre to deliver more living options, business activity, restoration of the Cygnet Cinema and a vibrant main street.

This Amendment specifically proposes to modify the applicable R-Coding of the Scheme amendment area from R80 to R-AC0 and R100 for portions in the Residential zone abutting Eric Street, with suitable precinct controls established within the Scheme to guide future local development plan/s and development applications. It also ensures that subsequent development ensures the protection and ongoing viability of the Cygnet, activates and improves the street, whilst still maintaining village scale and feel to the street.

This scheme amendment request has been prepared and submitted on behalf of both landowners, APC and the Burnett family.

PLANNING MERIT

The Scheme amendment has significant planning merit for the following reasons:

- The redevelopment of the sites for retail, commercial, entertainment/dining and residential purposes is directly aligned with State Planning Policy No.4.2 and the intent for an inner city neighbourhood centre which are to provide *'important local community focal points that help to provide for the main daily to weekly household shopping and community needs... (and are) also a focus for medium density housing'*.
- The Amendment is consistent with the City's Draft Local Planning Strategy which identifies that Preston Street is a suitable location for additional housing and new non-residential (particularly retail and entertainment) floorspace. It also highlights that the City should focus efforts on *'improving the public realm of Preston Street'*. This Scheme amendment will facilitate all three of these objectives.
- The Amendment will encourage the redevelopment of the site to enhance the level of amenities and local employment opportunities, particularly in retail and hospitality.
- The Scheme amendment not only ensures the protection and restoration of the State Heritage Listed Cygnet Cinema, but also proposes complementary and supporting uses to ensure that the Cinema remains a viable use in its own right to ensure its ongoing maintenance and protection. The Cygnet is being heavily subsidised by the current tenants and will close on 30 November 2020 unless there is support for the redevelopment.
- The Amendment also ensures that key outcomes of the community engagement process are embedded into the Scheme to ensure that such promises are delivered upon without question or variation. These include bespoke land use and development parameters which apply to these sites only and include a 3 storey streetscape and upgrading of Preston Street, public plaza's and spaces, sunlight penetration and best practice development for sustainable and adaptable living for future generations.
- Whilst the City is currently reviewing its Scheme, the review processes can often take in excess of 2 years. Approval of this amendment prior to the preparation and approval of the City's new Planning Scheme (LPS 7) will ensure the community expectations are delivered and can be reflected in the new Scheme to ensure the delivery of this much needed redevelopment.

1.0 INTRODUCTION

Urbis, on behalf of the Burnett Family, and element on behalf APC, seeks the support of the City of South Perth and Western Australian Planning Commission (WAPC) and the approval of the Hon. Minister for Transport and Planning for the proposed complex scheme amendment No.63 (Scheme amendment) to the City of South Perth Local Planning Scheme No.6 (LPS 6).

The Amendment seeks to include two significant development sites within the Preston Street Neighbourhood Centre as 'special sites' within Clause 5.4 of the Scheme and introduce new provisions which will guide the future redevelopment for a diverse range of retail, commercial, dining and entertainment uses, as well as residential, whilst also protecting the historic Cygnet Cinema and retaining a village feel to Preston Street. The scheme amendment has been informed by a comprehensive community engagement process led by element on behalf of both landowners through the Preston Street Revival project. It is the intent of the Amendment to capture the key deliverables from the engagement exercise and embed them into the Scheme to ensure that the subsequent development of the site delivers the outcomes sought by the community.

The Amendment is consistent with the City's Draft Local Planning Strategy in that it identifies '*scope for higher intensity residential and mixed-use development, with increased non-residential floor space to meet future demand*'. It has been informed by a robust and extensive stakeholder engagement initiative and a series of technical investigations from a traffic, sustainability, servicing, heritage and retail needs perspective all detailed in the following report.



Source: Battye Library



2.0 PRESTON STREET REVIVAL



Source: Emerge

2.1 PRESTON STREET HISTORY

In the early 1900's, following the residential subdivision of land known as the Como Estate, Como Beach became a popular swimming, picnic, camping and general recreational area. In 1907, the Como Jetty was constructed and at that time, became part of a ferry route between the Canning Bridge and the Barrack Street jetty. In 1929, a swimming enclosure was constructed at the end of the jetty, which became home to the Como Swimming Club. With the help of significant restoration works over the years the jetty still stands today as important asset of the area's cultural heritage, having undergone significant restoration works, and is now included on the City of South Perth's Municipal Inventory.

In 1921, the Burnett's Como Bakery was established at the top of Preston Street, which together with Weaver and Lock's cool drink factory on Mill Point Road and Bell's Iceworks in Lawlor Street, represented the very few industries ever established in the district.

Officially opened as the Como Theatre on March 4, 1938, the Cygnet Cinema stands as the jewel crown of Preston Street. From its small beginnings before World War II to its recent move into the digital age, it has stood as a heritage icon in South Perth for 80 years. With Como Beach, the



Source: Battye Library

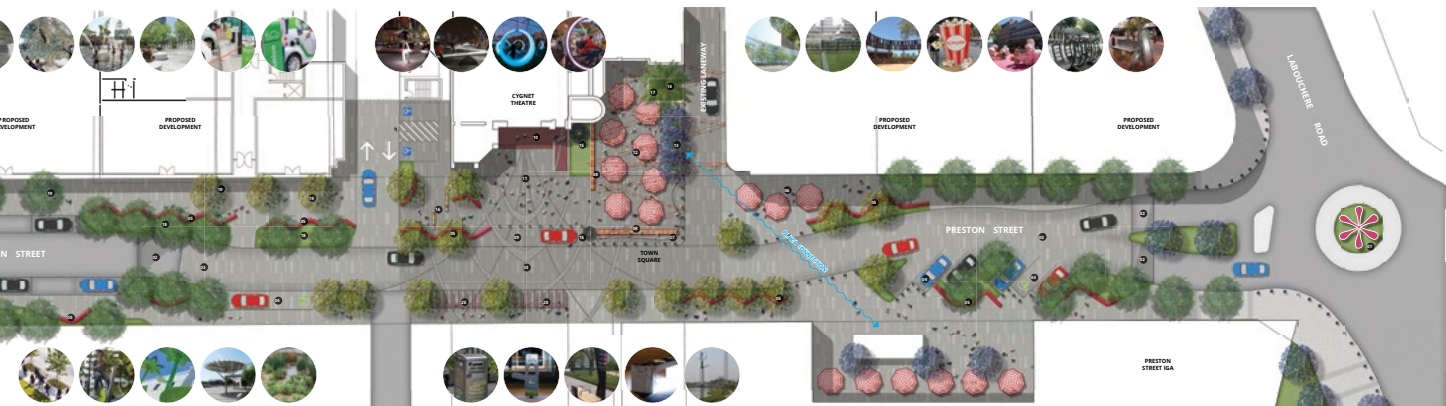
Burnetts Bakery, the Cinema and other venues in the Precinct such as the Pagoda Ballroom, Como was the place to be and to be seen. The Area was a bit of an entertainment and accommodation playground for Perth, especially for country visitors.

This was added to in the late 1900's with The Windsor Lodge and Broadwater Resort Como being large accommodation resorts based in the precinct. In order to continue to make these places attractive for visitors they need have supporting entertainment uses such as restaurants, bars, cinemas and the like.

Whilst today the Cygnet still remains a vital and much-loved part of the fabric of the area, construction of the Kwinana Freeway in 1959 eliminated direct pedestrian access between Preston Street and Como Beach and despite the creation of an elevated walkway over the Freeway, it was a pivotal event in the declining evolution of the Preston Street precinct.

This project is aimed and getting that thriving heart back into Como. The Cygnet's retention and protection as a functioning heritage building is the keystone of the Preston Street Revival project, but it needs an increase in the local population and complementary uses and activities to support it. The key is putting a framework in place that allows for this to occur, without destroying the very village feel that it relies on.

This scheme amendment proposal is the culmination of this process which proposes necessary changes to the City's planning framework in order to deliver on the project vision and key objectives for the future of Preston Street.



2.2 PRESTON STREET REVIVAL PRECINCT

This project considered properties on either side of Preston Street between Labouchere Road and the Como Beach foreshore, including the Cygnet Cinema, the Karalee on Preston, and Preston Street IGA. It considered in detail the 350m main street along Preston Street and specifically the public realm including street, footpaths and the connection to the river.

2.3 ENGAGEMENT PROCESS

In 2018, element, on behalf of APC and in consultation with the Burnett family, commenced a significant community engagement process. The process sought to engage with the community and key stakeholders regarding the future vision and potential for Preston Street as a visitor, residential and business destination. This engagement was used to inform the Place Blueprint and this scheme amendment proposal.

The engagement process was extensive and included a dedicated website, letters to landowners, 'mail outs', advertisements, and a number in-place activities which reached a large number of local stakeholders including the business community and surrounding residents. The key engagement activities included:

- Intensive engagement via social media (Instagram and Facebook) from November 2018 onwards
- A local business forum held on 7 November 2018.
- A community visioning workshop held on 20 November 2018.
- A vision and design workshop held on 27 February 2018.
- One-on-one meetings with local businesses and stakeholders.
- The recent engagement with the community regarding the establishment of a Town Team.

The involvement of the community was extensive. Over 100 online submissions, 69 postcards and attendance at the workshops included 12 business representatives, over 60 people at the visioning workshop and over 40 at the design workshop. Other meetings were held with the Heritage Council, South Perth Historical Society, the City of South Perth and numerous off line discussions with the members of the community. The support of the business community is also critical, as they are the ones who have invested heavily in the precinct and the ones who need to have faith in the future of the precinct and continue to invest heavily. Input from the community and South Perth Historical Society has been incredibly valuable as it has highlighted the importance of the need to preserve the Cinema and the entertainment history of the Precinct.

The information gathered from this was enlightening as it not only showed that people cared about Preston Street, but everyone acknowledged that the precinct deserved better.

The key principles coming out of the engagement exercise captured in the Place Blueprint were:

1. Save the Cygnet Cinema and celebrate and respect the Cygnet's position on the street and in people's hearts and memories;
2. "Green" the street, reconnecting it to the river;
3. Improve parking and access with additional bays off the street and the street made more people-friendly;
4. Diversify the business mix and draw on existing assets – entertainment, leisure, food, retail, short-stay – especially into the evening;
5. Avoid repeating the Mends Street experience – ensure any new development doesn't impose itself on the street.

2.4 PLACE BLUEPRINT

The Place Blueprint appended to this report outlines the vision, strategic direction and intent for future development of the precinct and its surrounds. The primary purpose of the Blueprint is to align stakeholders including community and council around the vision for Preston Street, to which future planning, design and private development responds. This document is critical to the support of the Amendment. It is a standalone document that outlines the 'why', the 'wants' and 'needs' to achieve the vision and is essential in understanding the drivers of this scheme amendment.

The vision for the project and future of Preston Street is:

'Drawing from its roots as a place for gathering and celebration, Preston Street will unite its strong heritage with a future focused, self-sustaining, urban village.'

Returning its main street to the people, Preston Street Revival will connect and strengthen the local community and welcome new generations of residents, visitors and investment.'

This will only be possible with an intensification of people living, staying and working in the precinct to support local trade and to activate spaces throughout the day and evening. Harnessing the potential for Preston Street will require a holistic approach which balances:

- Housing diversity to provide opportunities for 'rightsizing,' ageing in place and younger generations;
- The retention of Preston Street's identity advanced by the Cygnet's refurbishment and complementary uses;
- Delivery of a high-quality urban development that achieves better than "baseline";
- Economic viability and long-term sustainability of the precinct; and
- Short-term change through delivery of events, activities and small-scale public realm improvements.
















The key development principles which are specifically relevant to the Amendment are:

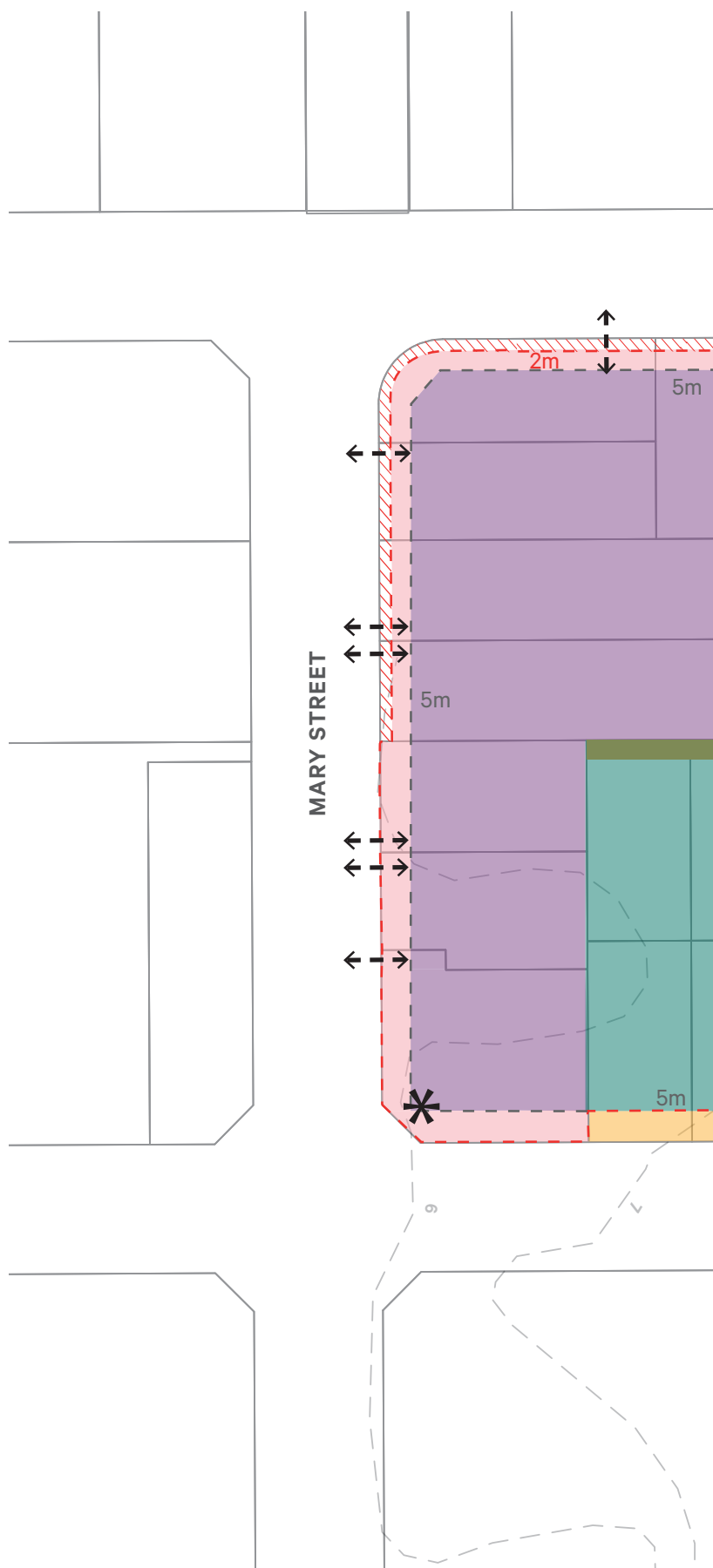
1. Respect the prominence and restore the Cygnet Cinema, but facilitate complementary uses (e.g. cinemas, live shows, music and theatre and restaurants and bars) which will encourage and support its ongoing viability and therefore its ongoing maintenance and protection;
2. Maintain a village feel along Preston Street frontage with a maximum of 3 storeys;
3. Reduce density / building bulk to the street and the Cygnet, transferring to taller tower(s) behind;
4. Maintain year-round sunlight to the southern side of Preston street (excluding architectural elements which celebrate the precinct gateways);
5. Celebrate and emphasize corners with additional height and architectural elements that create entry statements and visual cues into the precinct;
6. Have maximum height on the northern side of Preston Street determined by the sun angle (winter solstice), but capped at 13 storeys (47 metres) above natural ground level. A secondary tower of up to 8 storeys above natural ground level may be developed on the Eric Street lots where screened from the street by a lower 4 storey development;
7. Ensure the larger precinct is well served with services and amenities such as an expanded local supermarket, restaurants and taverns (such as the Karalee) supported by residential apartments above whilst still protecting the amenity of residents to the south;
8. Active uses shall be provided to Preston and Mary Streets and allow for night time activities such as restaurants, small bars and taverns. Noise to be addressed by noise management plans for noise generating activities, and quiet house design for apartments. All new apartment owners to be notified of potential amenity impacts;
9. Provide for both day time and night time activity, with more of a day time focus on the southern side and evening focus on the northern side of Preston Street;
10. Facades should maximise glazing to the street, particularly at the ground level. Buildings to be articulated and detailed with a fine grain at lower levels to add to the level of the interest at the street. Blank walls and obscure glazing are to be avoided at the street level;
11. Retain residential feel and uses along Eric Street (maximum four storeys);
12. Accessways should be rationalised as much as possible and service areas screened from the public domain. A central service access way be created from Preston Street to Eric Street to distribute vehicles and provide for internalised servicing and waste collection;
13. Privately fund comprehensive streetscape upgrades for comprehensive new development ('Cygnet') and the public piazza on the Como Centre land;
14. Privacy to be provided with good design elements such as obscured glass, offset apartments, solid balcony balustrades and sliding screening; and
15. Residential development should be diverse, sustainable and adaptable to allow for accommodation for all age groups and future generations.

These principles form the basis of the Amendment with some of the more detailed requirements to be addressed either via a Local Development Plan or subsequent Development Application.

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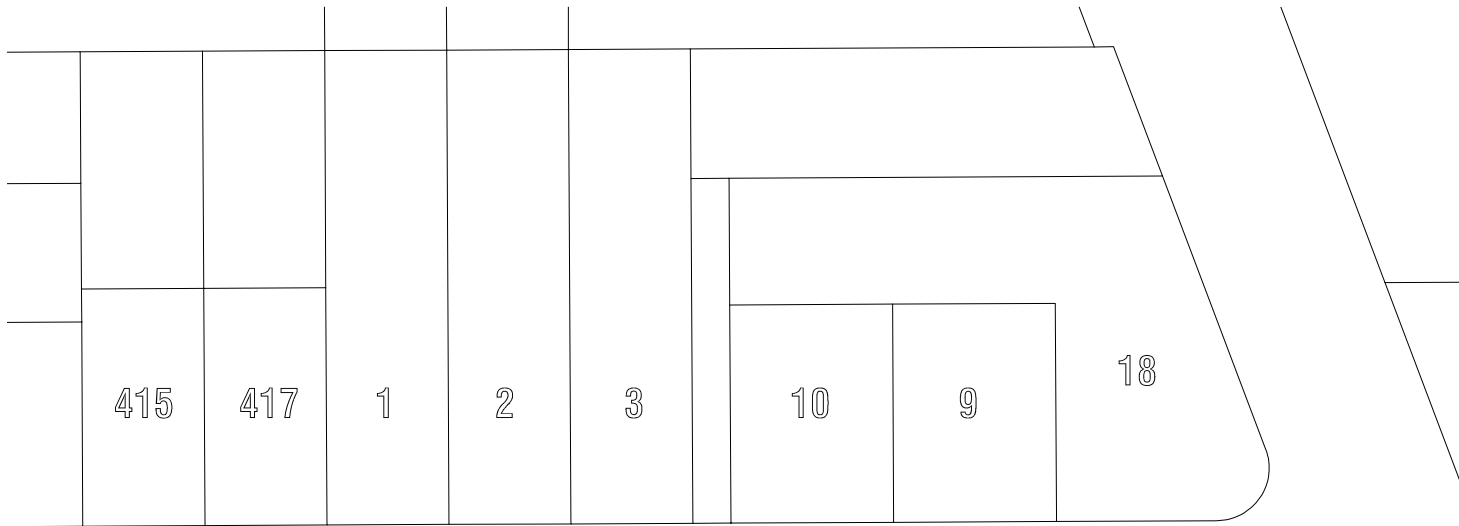
LEGEND

-  1 Storey
-  3 Storeys
-  4 Storeys
-  8 Storeys
-  Additional height as per Scheme
-  Area of greater height subject to overshadowing and other requirements
-  Landscaping / Boundary treatment to parapet walls (~10.5m)
-  Landscaping / Boundary treatment
-  Boundary Setback
-  Secondary Height Setback
-  No Built Form
-  Building height not to exceed Cygnet Parapet, unless approved by HCWA and supported by Heritage Impact Statement
-  'Cygnet Square' priority street upgrade area
-  Corner Treatment
-  Access Point

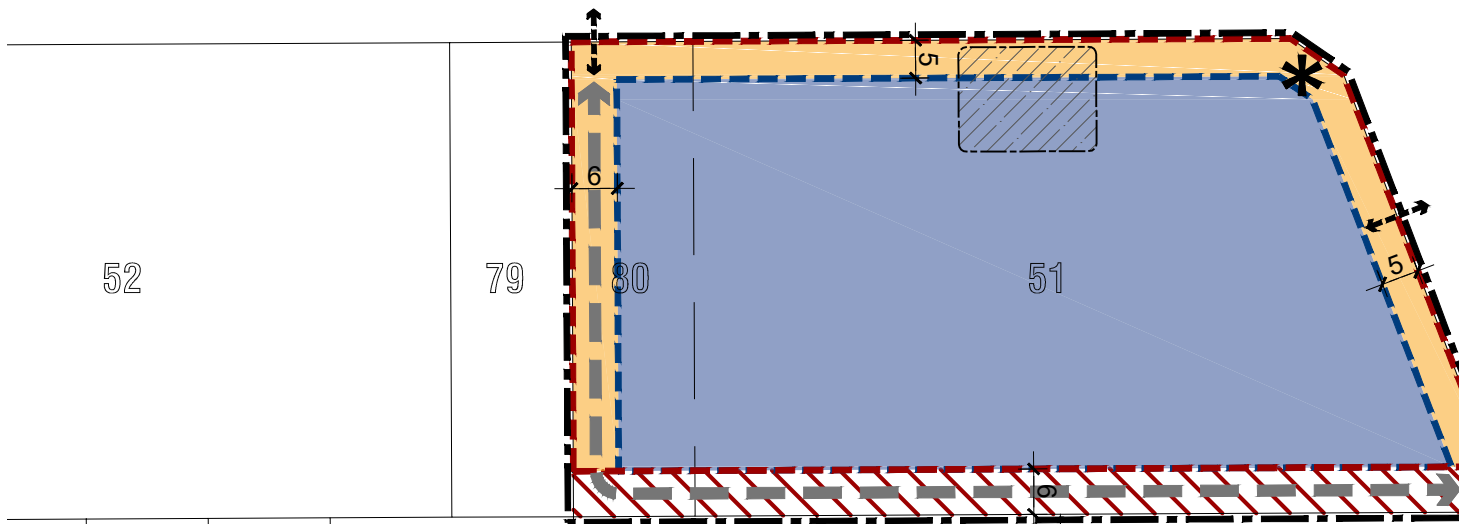


Development Principle Plan, element, 2019.

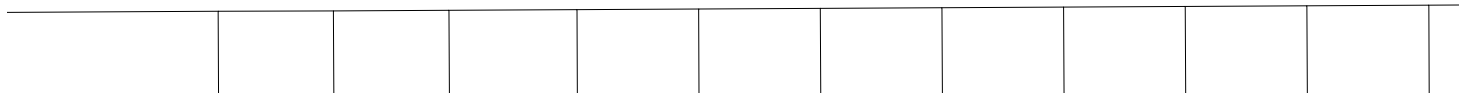




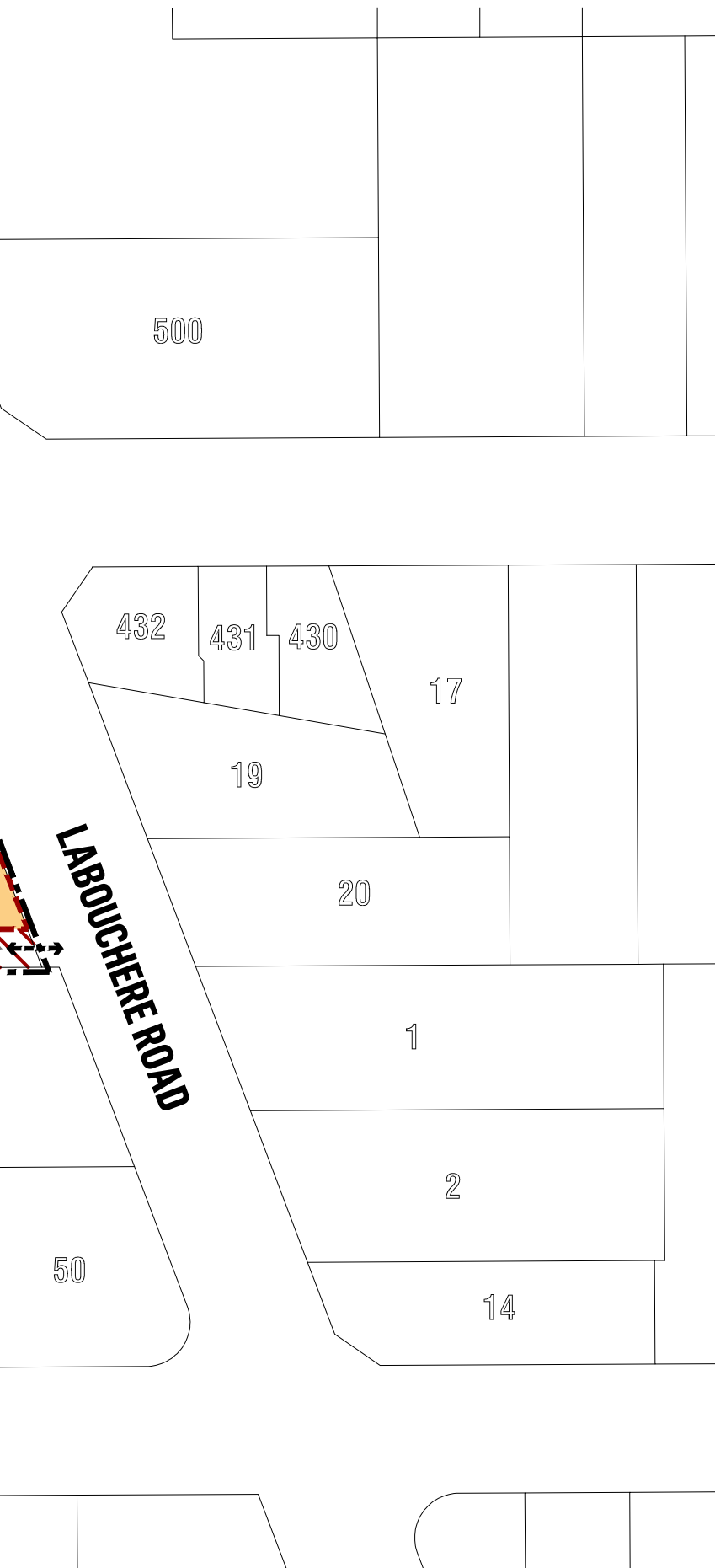
PRESTON STREET



EDNAH STREET



Development Principles Plan, Urbis, 2019.



LEGEND

	SUBJECT SITE
	PODIUM SETBACK
	TOWER SETBACK
	3 STOREY MAXIMUM BUILDING HEIGHT
	8 STOREY MAXIMUM BUILDING HEIGHT
	CORNER ARTICULATION
	NO BUILT FORM
	PUBLICLY ACCESSIBLE PLAZA TO PRESTON STREET (LOCATION AND SIZE INDICATIVE ONLY)
	ACCESS POINT
	SERVICE ACCESS WAY
	EXISTING LOT NUMBER



CYGNET CINEMA



3.0 SCHEME AMENDMENT AREA

3.1 LOCATION AND CONTEXT

Locally, the subject site is approximately half way between the Perth CBD and the Canning Bridge Activity Centre. The subject site is located approximately 4.3 kilometres to the south of the Perth Central Business District (CBD) and about 1.7 kilometres to the north of the Canning Bridge interchange area. Access to the surrounding road network is currently readily available via Preston Street, Labouchere Road and Melville Parade which provides higher order linkages to wider road networks such as Canning Highway, located around 600m to the east and the Kwinana Freeway. The subject site has relatively good access to public transport with high frequency bus routes running along Labouchere Road offering easy access and connectivity to the Perth CBD, Curtin University and beyond.

In terms of access to open space and recreation areas, an extensive area of Public Open Space (identified as Comer Reserve) is located within 150 metres of the subject site to the north west, whilst the Como Beach reserve area (located on the opposite side of the Kwinana Freeway) provides excellent opportunities for both passive and active recreational pursuits associated with its proximity to the Swan River. A pedestrian access (footbridge at the western end of Preston Street) crosses the Kwinana Freeway, and leads onto a dual use path which runs along the River, providing further opportunity for cycling with the Perth CBD being less than a 5km bike ride.

The context of the site is shown in **Figure 1** below:



Figure 1. Context Plan

3.2 LAND TENURE AND SITE DETAILS

There are 26 lots subject to this Amendment as outlined in **Figure 2** below, totalling an area of approximately 3.2ha. A schedule of all affected lots and respective landowners is provided at **Appendix A**. The lots under the direct ownership of APC and the Burnett Family are also identified in the Appendix.

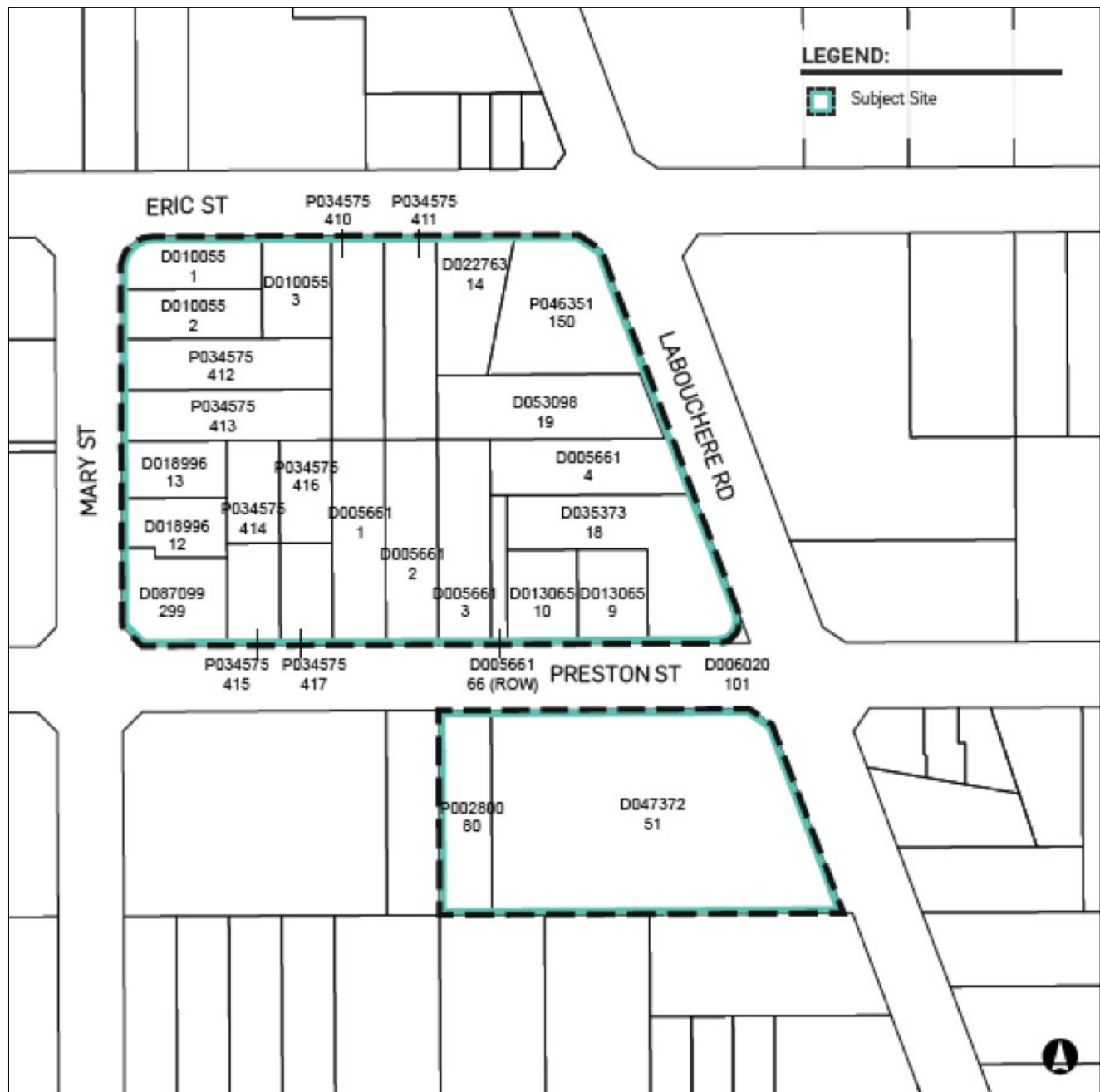


Figure 2. Cadastre Plan

3.3 EXISTING USE AND PHYSICAL CONDITION

The Scheme amendment covers two distinct sites within the Preston Street neighbourhood centre including:

- The Como Centre – located south of Preston Street (on the corner of Labouchere Road), this site comprises the Como Shopping Centre. The centre was built in 1973 and currently comprises an IGA supermarket, the Karalee on Preston tavern, a service station and various specialty retail tenancies. The commercial building is setback from both streets, with at-grade carparking fronting Preston Street and Labouchere Road. To the immediate west is a separate lot which contains the MyChiro on Preston.
- The Cygnet Cinema and surrounding sites – located north of Preston Street (bounded by Eric Street to the north), the site comprises the State Heritage listed Cygnet Cinema, at-grade carparking and vacant land to the north fronting Eric Street. The development on the corner of Preston Street and Labouchere Road comprises the Preston Centre including several specialties and dining uses. Development fronting Mary and Eric Street comprises a mix of commercial and residential uses.

An aerial plan of the sites subject to this scheme amendment is provided below at **Figure 3**.

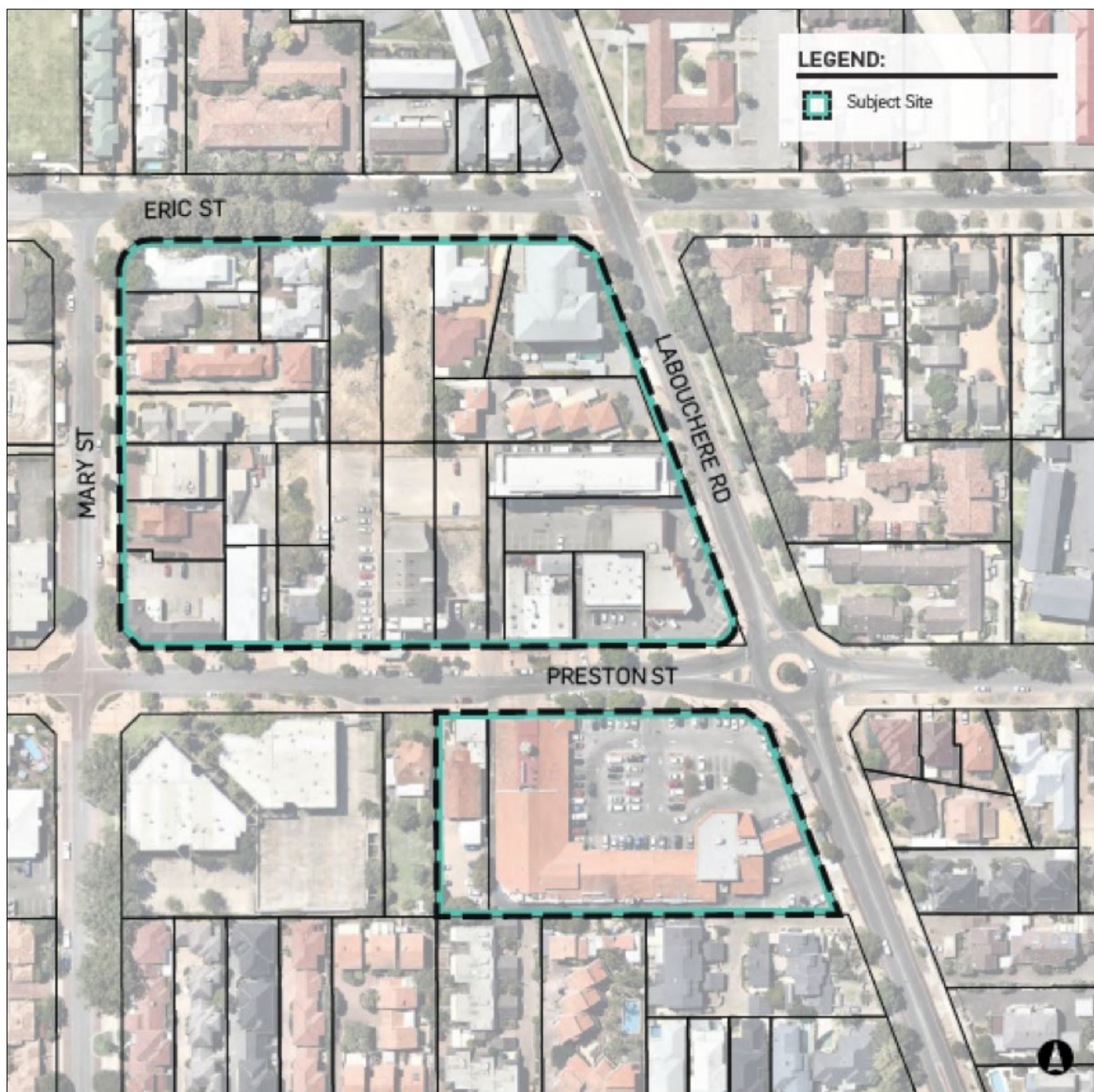


Figure 3. Aerial Plan



Como Centre



Cygnet Cinema

As is clearly evident from the aerial photography, or from visiting the site, the subject area is vastly underdeveloped and far from a thriving inner city neighbourhood centre. The land surrounding the Cygnet Cinema is an underutilised at grade car park, or vacant land with even a once thriving outdoor Picture Garden, now just rubble and weeds. On the northern side of Preston Street, whilst there are glimpses of activity and some good businesses at each end, these are in single storey buildings that are obviously aging and in much need of significant redevelopment or renovation.

On the southern side, the Como Centre with the IGA and Karalee on Preston Tavern are thriving businesses, however they suffer from a limited and congested car park, aging buildings and size restrictions impeding future expansion and growth. There are also single storey dwellings on neighbouring sites set back from the street which do not contribute to the creation of a main street or vibrant neighbourhood centre. The office development within the middle of Preston street is good in that it attracts a day time activity to support local businesses, but its scale isn't sufficient to support the viability of the Precinct.

The Swan River and potential views to the City to the north are great assets, however the Freeway limits the value of the River and the scale of development limits the views to just a few. The biggest impediment to the growth of the commercial precinct is however the river itself. Effectively the precinct lives off only half a catchment with no population drawn from the western half of the precinct. This is even further eroded by the large golf course and open space to the north. It is also noted that the residential density in the immediate precinct is low, being predominantly either single residential dwellings or grouped dwellings, with only a few apartment buildings on Labouchere Road.

In order to provide the threshold population needed to support the activation of the precinct, development needs to increase to add to the population and the facilities provided need to be of a calibre to draw population from a wider catchment. These circumstances feed into the need for the scheme amendment.

3.4 CURRENT ZONING & KEY STANDARDS

3.4.1 METROPOLITAN REGION SCHEME

The subject site is zoned Urban under the MRS, as shown in **Figure 4**, which allows for a variety of land uses including residential and commercial uses. The Scheme amendment will facilitate the development of a improved neighbourhood centre which is consistent with its Urban function.

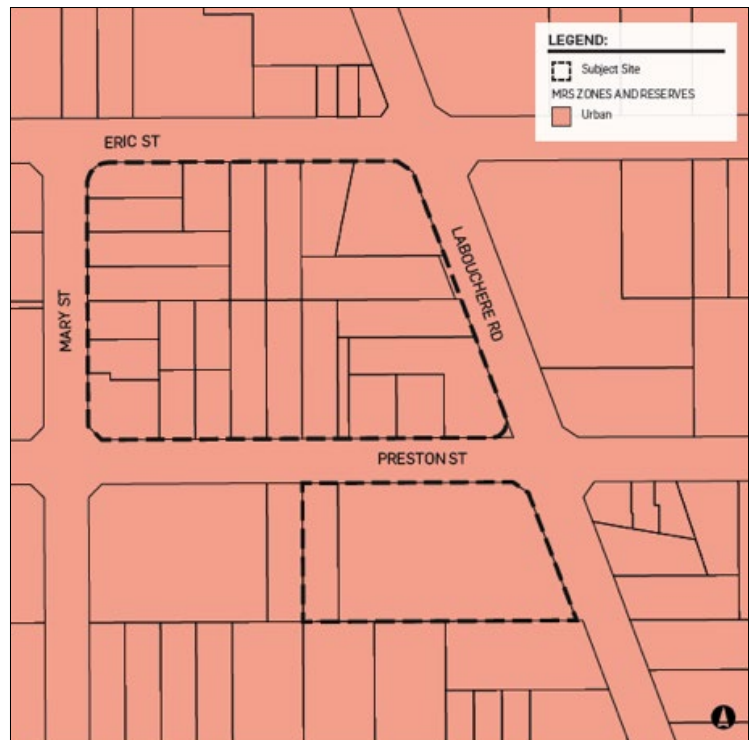


Figure 4. Metropolitan Region Scheme Plan

3.4.2 CITY OF SOUTH PERTH LOCAL PLANNING SCHEME NO. 6

The subject site is zoned Neighbourhood Centre Commercial and Residential under LPS 6 as illustrated in **Figure 5**, with an associated R-Coding of R80. The site is also located within Precinct 8 (Como Beach Precinct).



Figure 5. Zoning Extract

The current height permitted for the 'Cygnet' street block under the Scheme is 10.5 metres (3 storeys plus additional height within 25° height plane), with the southern side of Preston Street being limited to 7 metres or (2 storeys plus additional height within 25° height plane) as illustrated in **Figure 6**.

In terms of plot ratio, the Residential zoned land is located within an R80 density where a plot ratio of 1:1 is provided. The land zoned 'Neighbourhood Centre Commercial' where normally a higher plot ratio could be expected, the Scheme limits the plot ratio to only 0.75:1.

In terms of setbacks the Scheme allows for nil setbacks to sides, rear and the street for development in the Neighbourhood Centre Commercial Zone (allowing a three storey parapet wall to the boundary) and then setbacks in the Residential portion to be determined in accordance with the Residential Design Codes (now SPP 7.3 Residential Design Codes Volume 2 – DesignWA).

These development standards and restrictions have contributed towards the lack of new development in the Precinct and are the reason why a Scheme amendment is required to rejuvenate the Precinct.

The modification of the applicable R-Coding to R-AC0 and R100 and inclusion of specific precinct controls and the rationale for the approach to the Scheme amendment is provided at Section 5.



Figure 6. Height Plan



Cygnet Cinema

3.5 HERITAGE CONSIDERATIONS

The Cygnet Cinema is primarily located on Lot 2 Preston Street, but its curtilage and significance extends to the adjoining Lots 1 and 3. Constructed in 1938 for a local film entrepreneur James Stiles of the Grand Theatre Company, it very quickly became a landmark south-of-the-river entertainment venue. It was classified by the National Trust in 1988 and entered into the Register of the National Estate by the Australian Heritage Commission a decade later. In 1995, it was included on the City of South Perth's Municipal Inventory and permanently listed on the State Register of Heritage Places as highlighted in **Table 1**.

Table 1 – State Heritage Listing

Register	Place No.	Listing	Address	Summary of Significance
State	2404	Cygnet Cinema	16 Preston Street, Como	Cultural Heritage Significance

According to the heritage assessment documentation, the Cygnet Cinema has cultural heritage for the following reasons:

'The place is a demonstration of the new functional approach to cinema design in Perth in the late 1930s. The combination of one projection unit for both indoor auditorium and outdoor picture garden was a(n) innovation of the period; the place is a fine example of the Inter-War Functionalist style;

apart from being the first purpose-built sound cinema in the suburbs immediately south of the city, the place is rare as the least altered of the 1930s suburban cinemas of Perth that are in operation;

the place is closely associated with Western Australian cinema pioneer James Stiles, and cinema architect William Leighton; the siting and distinctive form of the place has established Cygnet Cinema as a Como landmark; and the place is valued and continues to be used by the community as a place of cinema entertainment'.

A comprehensive Heritage Conservation Management Plan, Interpretation Strategy and separate Heritage Impact Statement were conducted for the Cygnet Cinema to understand what specific remedial action is required to conserve it, what can be done to promote it and what development and complementary uses would be appropriate and best help it flourish into a popular and viable entertainment precinct.

The building is suffering from its age and significant works are required. These are outlined in the Conservation Management Plan and include:

- Demolition and removal of defective materials;
- Inspection and stabilization of structural footings;
- Possible roof replacement and associated plumbing and stormwater system;
- Roof structural inspection and repairs;
- Replacing defective render, friable mortar;
- Repair and restore windows and openings; and
- Numerous other restoration details.

Such works are estimated to cost in excess of \$2 million and are simply unviable if the planning parameters for the precinct do not change. Whilst protection for today is one thing, its ongoing use and vibrancy is essential to ensure that the Cygnet Cinema survives for future generations. At this stage, given the scale of loss from the existing business the Cygnet is earmarked for closure on 30 November 2020. The Cinema needs the investment to survive especially when patrons are reluctant to attend due to the state of the building.

The Heritage Impact Statement is discussed at **Section 7.4**.

3.6 TRAFFIC AND ACCESS CONTEXT

A Traffic and Access assessment was undertaken by Shawmac consulting engineers at the start of the engagement process to understand the capacity of the road network to even support any growth or change. This report identified that the 'pinch points' were likely to be the intersection of Labouchere Road and Preston Street and, in the wider network and to a far lesser extent, the intersection of Labouchere Road and Mill Point Road near the Kwinana Freeway on-ramp.

The preliminary report did a survey of the roundabout at Labouchere Road and Preston Street in October 2018 and identified that the roundabout performs very well (with Level of Service A) in both the morning and evening peak periods.

Based on a study undertaken by Cardno in January 2018 on behalf of the City, it is understood that the Mill Point Road and Labouchere Road traffic signals were already close to capacity, however given the location of development and likely alternative routes to the Freeway and City such as Canning Highway, the impact on the Mill Point Road intersection was likely to be minimal.

It was therefore concluded that the road network would not be a fatal flaw in the growth of the precinct.

Following the engagement process, a more detailed Traffic Assessment was undertaken on the capability of the network to sustain the level of growth envisaged by the Amendment. This is discussed in Section 7.2 of this report.

A summary of the existing traffic and access context is provided in the following sections.

3.6.1 SURROUNDING ROAD NETWORK

The scheme amendment area is primarily concentrated on Preston Street which is a two-lane single carriageway (6.0m width) and has the classification of an 'Access Road'. Labouchere Road (eastern boundary) a Distributor B road with an approximate pavement width of 10-11m.

All intersections within or along the boundary of the site are un-signalised, priority-controlled intersections (give way or stop sign), with the exception of the roundabout at the intersection of Labouchere Road and Preston Street.

Major road networks in the vicinity of the site are the Kwinana Freeway and Canning Highway with major nearby connections at Mill Point Road/Labouchere Road, Freeway off ramp at South Terrace, Canning Highway/Kwinana Freeway connections, and connections onto Canning Highway at Thelma Street, South Terrace, Preston and Comer Streets (un-signalised).

3.6.2 PUBLIC TRANSPORT

The site is serviced by a number of public transport (bus) routes including services 30 and 31 via Labouchere Road and service 32 via Mill Point Road. It is also envisaged that public transport connections will be enhanced in the future especially if a train station were to be constructed at South Perth with the Canning Bridge Station some 2km walk to the south.

3.6.3 PEDESTRIAN AND CYCLE ACCESS

There is an existing network of paths throughout the area to facilitate the movement of pedestrians and cyclists, particularly along Preston Street. Major cycle networks are also located nearby with dedicated bicycle lanes on Labouchere Road and a major cycle path abutting the Kwinana Freeway with direct access via the over-pass at Preston Street. These cycle networks are an important consideration given the sites proximity to the Perth CBD and the Canning Bridge transport hub.





Cygnet Cinema

4.0 DEVELOPMENT VISION

The provisions forming the scheme amendment have been informed by the extensive community engagement identified in the Place Blueprint. Whilst there are no detailed design development plans for either site, a number of concept plans to test the planning parameters and resultant built form.

These principles and plans were then drawn up and tested at the design workshop to see if the outcomes from the initial community visioning workshop were interpreted correctly. A description of the redevelopment vision for each of the sites is provided in the sections below.

4.1 CYGNET CINEMA AND SURROUNDING AREA

The vision for the Cygnet Cinema site and surrounding area is as follows:

'The redevelopment of the Cygnet Cinema site and its surrounds will ensure that visitors and residents are welcomed with a variety of food and beverage facilities, as well as entertainment and retail options. The functionality of the site will increase with both sides of Preston Street working in harmony to create a main street experience which is pedestrian friendly, safe with exceptional landscaping and quality treatments'.

The development is driven by the need to protect the Cygnet Cinema and the role this building plays in the streetscape and the wider precinct. Critical to this is ensuring that there is no development of significance forward of the building itself to ensure that it remains clearly visible and iconic in the streetscape. A perspective view of the proposed development (guided by the provisions proposed by this scheme amendment, however to be subject to further detailed design) is illustrated below.

A summary of key components of the development vision associated with the 'Cygnet' block are as follows:

- To the western side of the Cygnet is a single storey 'café' element with upper floor roof deck. The western elevation of this was always designed with a blank wall and intended to have street front development abutting it. Scheme amendment provisions are therefore required to ensure that there is no development forward of the Cygnet and only single storey development abuts this single storey 'café' element.
- On the eastern side of the Cygnet is the old 'Picture Garden' and in its forecourt is a heritage listed date palm. The area in front of the Cygnet used to be a thriving area where people would meet before going in to enjoy the movies. It is proposed to turn this area and the adjoining streetscape into an active square where people can gather and appreciate the role of the Cygnet in the streetscape. Provisions should therefore be proposed to ensure that the streetscape is upgraded so that the lines

between the public and private areas are blurred and the area becomes one larger public space for everyone's enjoyment.

- Immediately to the east and west of the Cygnet Cinema there is a need to ensure that the building itself is respected and therefore, in conjunction with the Heritage Council, it is considered that development should be no higher than the parapet walls of the Cygnet itself. However the extent of the restriction either side can only be truly tested once a more detailed design is prepared. A provision is therefore required to limit development on either side and only allow this to be varied where it is supported by a Heritage Impact Statement approved by City on the advice of the Heritage Council of Western Australia.

The next key principle that was clear in the engagement was that people wanted the 'village feel' to remain in Preston Street and, aside from the limitations of the Cygnet itself, wanted a human scaled three storey streetscape. It is believed that this can be varied for the gateway elements at either end which typically book end a street and help celebrate the entries into the precinct, but the majority of the street should be limited to three storeys.

The remaining height on the 'Cygnet' block was then determined by the key element of allowing winter sunshine to always penetrate into the southern side of Preston Street. A shadow from any development and pedestrian shelter will always limit pedestrian winter sunshine into the northern side, but it was felt that the southern side where day time alfresco dining and commercial activities would benefit from always having full winter sun. This provision then overrides all provisions to ensure that winter sunlight does not cross the boundary at midday on the winter solstice (21 June). This would then allow a component of the site effectively behind the Cygnet Cinema to have a building up to 13 storeys in height when it can still be demonstrated that overshadowing complies.

For Eric Street, it was recognised that this was the part currently zoned Residential and has a residential interface to the north. Whilst the current Scheme allowed for 3 storeys and an R80 density, it was considered that only marginal additional height and density could be accommodated and therefore only one additional storey and an increase from R80 to R100 for the bulk of the street was appropriate. For Lots 410 and 411 which are part of the APC site itself where the owners are burdened or charged with restoration of the Cygnet and other initiatives, it is considered that there is potential for additional height in the middle, or rear of Lots 410 and 411 where a 4 storey building would effectively screen any building of up to 8 storeys from view from the footpath on the opposite side of Eric Street. In this regard a height limit of 4 storeys is proposed for the first 20 metres, but then up to 8 storeys may be permitted behind.

In terms of setbacks, a nil setback is desirable for the commercial streets of Preston and Mary Streets where active 'shopfronts' and pedestrian canopies will form the majority of the streetscape (excluding in front of the Cygnet), however for Labouchere Road and Eric Street, the existing 2 metre setback should be maintained, although as Lot 171 already has a reduced front setback and the adjoining lot to the north is 2.5 m shorter, a nil setback has been continued for the Labouchere Road in the Neighbourhood Centre Commercial zone.

The other key consideration in the street block is the existing strata titled apartments located on the corner of Labouchere Road and Eric Street and particularly at Lot 4 No 171 Labouchere Road. On this site there is 4 storey apartment complex with balconies on its western side with a limited 1 or 2 metre setback of the boundary. It is presumed that this development had regard to the planning framework when it was established and when the individual owners purchased the property knowing that the views over the vacant land would never be preserved in perpetuity (note that a parapet wall of 10.5m in height is permitted under the Scheme not to mention discretion to vary development standards which assist in the preservation of the Cygnet Cinema).

It is nevertheless proposed that a landscaped courtyard of a minimum depth of 2 metres with deep root soil zone be provided to enhance the amenity afforded to these dwellings post development. It is also noted that the outlook and breathing space to the north of the balconies is already provided and further consideration may be given to an 'outlook' and access to northern sunlight should development be proposed on land on the sites northern boundary, but this would be a design principle to be determined as part of any such development under SPP 7.3 Volume 2 ('DesignWA'). Notwithstanding, this is also proposed to ensure no substantial building bulk is developed generally above 4 storeys (i.e. the same height as 171 Preston Street).

In terms of uses, the principle of residential based uses in the northern Residential zoned portion remain as is, and for the southern portion the principles are based on active uses to the street, complementary uses such as cinemas and restaurants to further support the ongoing vibrancy of the Cygnet and then other upper levels dedicated to residential or commercial uses which will provide for local employment, complementary services and more of a residential amenity to provide 24 hour use and surveillance over the street. It was also raised in the engagement that the pattern of residents was changing and the area was experiencing a growth in shift workers and also a potential growth in student accommodation. Whilst a night club was not considered to be compatible, a late-night small bar was considered potentially desirable and acceptable for this community. A provision has been inserted to enable the City to support a 2am close, albeit such matters are still determined by the Department for Racing Gaming and Liquor.

The definition of 'student accommodation' under the current Scheme is also geared towards accommodation provided by universities or religious organisations. Many of the overseas

or country students do not want to stay on campus and would prefer to stay in a precinct nearby where there is an appropriate quality of life, social interaction and where they are not 'stuck on campus'. The definition of student housing is therefore proposed to be amended to allow for such a use to occur and also allow for that use to transition to short term accommodation given the brevity of the university year.

The biggest issue with an 'entertainment precinct' with bars restaurants and cinemas being located next to residential uses is noise. It has to be clear at the outset that prospective purchasers must be made aware of the amenity expectations before purchasing into the precinct and that there will be alfresco dining and other noise which bring the desired character and activation. On the other hand, there must also be an onus on noise generating facilities to have regard for the need to comply with the relevant noise regulations and buildings should be designed and managed in a way where the two activities can co-exist.

Another aspect that came out of the engagement was to ensure that at least some of the development was suitable for aging in place and the older demographic. It is therefore proposed that a minimum of 50% of the dwellings be designed up front to be a 'Silver' standard and 5% 'Platinum' under Liveable Housing Design Guidelines issued by Liveable Housing Australia (or equivalent), in excess of the policy position outlined in DesignWA. It is also proposed to allow for a Nursing Home with assisted living to enable true ageing in place in a component of development.

The last aspect considered by the community as being important for future generations is sustainability. In this regard provisions have been proposed to ensure that any development on the 'Cygnet site' has a 5-star Green Star rating (Green Building Council Australia). Whilst by the time the planning framework is in place and development actually designed, there may be a need to vary from this number of points slightly for a component of the development, the target for the developer at the outset must be 5 stars with only the City having the discretion to vary from it. In order to understand how sustainability could be embedded into the future development, the owners of the Cygnet Site prepared a Sustainability Options paper for further consideration. This Options Paper is contained in **Appendix B**.

With all of these parameters in mind it is envisaged that the Cygnet site (being the southern half of the street block zoned 'Neighbourhood Centre Commercial' and Lots 410 and 411 Eric Street) could be developed to contain an additional 4 cinemas in addition to the Cygnet; a mix of commercial tenancies making up a total approximately 1,800m² to contain a mix of tenancies such as restaurants, shops, take away food outlets, taverns and small bars; 3,000m² of offices or medical uses such as GP's, dentists, physiotherapists etc; and some 110 apartments of varying size.



Indicative concepts for Cygnet Cinema public realm

4.2 COMO CENTRE

A massing concept has been prepared that reflects community feedback for the future development of the Como Centre (south of Preston Street). The concept comprises an enlarged supermarket (in the order of 1,500m² shop-retail floorspace) to the rear of the site, sleeved with specialty and kiosk uses to Preston Street and Labouchere Road and retains a food/beverage use within the north-west corner fronting Preston Street (generally in the location of the existing Karalee on Preston Tavern).

A terrace/community plaza area is proposed to front Preston Street to provide a space for community gathering and interaction. In order to supplement (as opposed to compete) with the Cygnet site, this plaza is proposed to be focused more on a day time offer for visitors, with specialty and café uses, with the Cygnet plaza focusing more on an evening offer in conjunction with restaurants and the cinema.

Carparking is primarily provided in the form of a two-level basement, accessed via Preston Street (to the west of the site) and via Labouchere Road. A portion of short term at-grade parking (20 bays) is provided via Labouchere Road for convenience purposes to support the retail offer without attracting unnecessary vehicle trips into Preston Street.

The upper levels are envisaged to comprise a mix of residential townhouses and/or apartments with a mix of one, 2 and 3 bedroom dwellings. The placement of height and scale on the Site provides a ground floor retail podium level with residential towers above at 8 storeys, resulting in a combined yield of approximately 125 apartments.



DESIGN PRINCIPLES

1. Maintain village feel along Preston Street frontage (max 3 storeys ~ 10.5m).
2. Publicly Accessible Plaza - create a place for daytime activity and promote casual interaction that is attached to, but located off, Preston Street.
3. Reduce density/bulk to street, transferring to taller tower(s) behind.
4. Maximum height capped at 8 storeys (~29m) above natural ground level.
5. Respect adjoining residential properties to the south by considering location of shadows cast, orientation of windows and width of building.
6. Celebrate and emphasise corner with additional storey creating an entry statement/visual cue.
7. Accessways should be rationalised as much as possible. A service accessway around the perimeter of the site to be created to connect Preston Street to Labouchere Road to distribute vehicles and provide for internalised servicing and waste collection.
8. Provide for a limited amount of short-term, at-grade parking to Labouchere Road to support convenience and viability of retail uses.
9. Privately fund comprehensive streetscape upgrades.
10. Privacy to be provided with obscured glass, offset apartments, solid balcony balustrades and sliding screening.
11. Active uses such as retail restaurants, small bars and taverns shall be provided to Preston Street as well within the site. Noise to be addressed by Noise management plans for noise generating activities, and quiet house design for apartments. All new apartments to be notified of potential amenity impacts.
12. Facades should maximise glazing to the street, particularly at the ground level. Buildings to be articulated and detailed with a fine grain at lower levels to add to the level of the interest at the street. Blank walls and obscure glazing are to be avoided at the street level.

5.0 SCHEME AMENDMENT REQUEST

This section describes the rationale for the scheme amendment request and the approach proposed. The key principle is that the two key sites of the Como Centre and the 'Cygnet site' are to have very specific development standards inserted in to the Scheme to ensure that the outcomes of the community engagement and the vision are achieved.

Essentially this is to be achieved by modifying Clause 5.4 (Development Requirements for Certain Sites) of the Scheme to include of two new sites, being:

- Site R – means Lot 51 and 80 Preston Street, Como (Como Centre and adjoining site).
- Site S – means Lots 1, 2, 3, 9, 10, 66, 299, 414, 415, 416, 417 Preston Street, 12, 13 Mary Street, 18, 4 Labouchere Road and Lots 410 and 411 Eric Street, Como. (Effectively the southern portion of the street block zoned Neighbourhood Centre Commercial, plus Lots 410 and 411 Eric Street).

Each site is then to have specific development controls as outlined below.

5.1 RESIDENTIAL CODING (DENSITY)

While the underlying zoning of 'Neighbourhood Centre Commercial' and 'Residential' will remain, the scheme amendment proposes to modify the R-Coding of the 'Site R' (Como Centre) and 'Site S' (the bulk of the southern half of the Cygnet Street block plus Lots 410 and 411) from R80 to R-AC0. For the balance of the Cygnet Street block abutting the corners of Mary/Eric Streets and Labouchere Road/ Eric Street the density is proposed to be increased from R80 to R100.

In accordance with State Planning Policy No.7.3 Volume 2 ('DesignWA') and specifically Section 2.1 (Primary Controls Table), the R-AC0 coding allows for 'planned areas' where controls are set out in planning schemes or other instruments such as local development plans.

The reason the R-AC0 coding is considered to be the most suitable for this site is that it creates the opportunity to set down very defined and nuanced precinct controls that have been tested during the community engagement phase over the past 12 months. One area that has been made very clear by the community and planning staff at the City of South Perth is the need for the planning provisions to clearly and accurately set expectations of the future form of the locality that can be achieved. The R-AC1 to R-AC4 codes set development parameters that apply in all parts of the State, and do not respond to the site specific context and locality nor the sentiments of the community that was extracted during the recent engagement processes.

Additionally, they are not 'binding' and therefore are able to be exceeded, which creates a degree of nervousness and mistrust as to the realistic outcome that can be expected on the site. Utilising the R-AC0 codes creates the opportunity to craft the most appropriate provisions for the site, as well as give a greater level of clarity in setting future expectations for the precinct.

It is not believed that applying R-AC1 to R-AC4, then varying the primary controls provisions through the Scheme, will provide sufficiently set expectations for the community, as those primary controls set expectations within themselves and could be misinterpreted without a detailed review of the Scheme to see where and how they are varied.

5.2 DESIGN APPROACH

Given the site-specific parameters arising from the heritage constraints and feedback provided through the stakeholder engagement, the amendment proposes specific design parameters for height and setbacks on both sites, in lieu of a plot ratio control.

The primary purpose of plot ratio is either to control building bulk and scale, to set a development intensity limit where height controls do not exist (such as the City of Perth CBD or Shenton Park Improvement Scheme), or sometimes it is used as a mechanism to negotiate 'community benefit'. Under the R-Codes (which apply to all areas except the Perth CBD) it is possible to vary plot ratio based on 'planning merit' where in certain circumstances more than double the permitted plot ratio can be achieved which limit the capacity of the community to accurately understand the likely future development scale. In this instance, a very specific building envelope is being defined by height and setback controls which is the most effective way to control building bulk and scale and provide a clear understanding of the likely form of future development. For example, if it were simply plot ratio, then a very bulky inappropriate development could be achieved with a large internal courtyard which has a far greater impact on the neighbouring areas than a building which complies with the required height and setback controls.

The definition of plot ratio is administratively cumbersome and inconsistent and uncertain where it is applied to mixed use development. Also in this instance, the plot ratio is not being used as mechanism to lock in certain 'community benefits' such as streetscape upgrades, sustainability, active street uses, adaptable housing etc as these aspects are going to be required for all substantial development, and not to be avoided by those who choose to develop a smaller development that may not provide the level of density and activity that the precinct will need.

For all of these reasons no plot ratio requirement is proposed for either Site R or Q.

For the land abutting Eric Street on the two corners, it is considered reasonable for additional height and density to be permitted so that the development is more compatible with the development on the remainder of Site S, but also encourage its redevelopment to support greater intensity in a well-designed building that has regard for the new framework.

In this regard it is proposed to allow for an increased height of 14 metres (or 4 storeys) which is a reasonable streetscape interface for Eric Street (given its width, street trees, no overshadowing to existing dwellings opposite, and permitted scale opposite) and then a commensurate increase in density from R80 to R100. The remainder of the development will be permitted to argue planning merit based on the SPP No. 7.3 Volume 2 ('DesignWA').

	Applies to R-Code areas, default settings apply unless alternative provisions defined in local planning instruments						Applicable where designated by local government in local planning scheme, activity centre plan, structure plan, local development plan, local planning policy					
Streetscape contexts and character <i>refer A2</i>	Low-rise		Medium-rise		Higher density residential		Neighbourhood centre	Mid-rise urban centres	High density urban centres		Planned areas	
Site R-Coding	R40	R50	R60	R80	R100	R160	R-AC4	R-AC3	R-AC2	R-AC1	R-AC0	
Building height (storeys) <i>refer 2.2</i>	2	3	3	4	4	5	3	6	7	9	Refer to local planning scheme, local dev plan and/or precinct controls as applicable	
Boundary wall height (storeys) ^{1,2} <i>refer 2.4</i>	1 ³		1 ³	2 ³	2 ³		2	3	4			
Minimum primary and secondary street setbacks <i>refer 2.3</i>	4m ⁴	2m	2m		2m		2m or Nil ⁵	2m or Nil ⁵	2m or Nil ⁵			
Minimum side setbacks ⁶ <i>refer 2.4</i>	2m	3m	3m		3m		Nil					
Minimum rear setback <i>refer 2.4</i>	3m		3m		6m		6m	Nil	Nil			
Average side setback where building length exceeds 16m <i>refer 2.4</i>	2.4m	3.5m	3.5m	3.5m	3.5m	4.0m	NA	NA	NA			
Plot ratio ⁷ <i>refer 2.5</i>	0.6	0.7	0.8	1.0	1.3	2.0	1.2	2.0	2.5	3.0		
Notes	¹ Wall may be built up to a lot boundary , where it abuts an existing or simultaneously constructed wall of equal or greater proportions ² Where the subject site and an affected adjoining site are subject to different density codes, the length and height of any boundary wall on the boundary between them is determined by reference to the lower density code ³ Boundary wall only permitted on one boundary, and shall not exceed 2/3 length. ⁴ Minimum secondary street setback 1.5m ⁵ Nil setback applicable if commercial use at ground floor ⁶ Boundary setbacks will also be determined by provisions for building separation and visual privacy within this SPP and building separation provisions of the NCC . ⁷ Refer to Definitions for calculation of plot ratio											

Figure 7. Primary Controls Table

5.3 DESIGN AND DEVELOPMENT CONTROLS

Given the individual development intentions of both landowners (being APC and the Burnett Family) and in order to align this Scheme amendment within the existing approach adopted by the City of South Perth Planning Scheme, the various design and development controls are proposed to be incorporated into Clause 5.4 (Development Requirements for Certain Sites), with the inclusion of two new sites, being:

- Site R – means Lot 51 and 80 Preston Street, Como (Como Centre and adjoining site);
- Site S – means Lots 1, 2, 3, 9, 10, 66, 299, 414, 415, 416, 417 Preston Street, 12, 13 Mary Street, 18, 4 Labouchere Road and Lots 410 and 411 Eric Street, Como. (Effectively the southern portion of the street block zoned Neighbourhood Centre Commercial, plus Lots 410 and 411 Eric Street).

The provisions below include provisions in relation to maximum building heights, setbacks, public realm contributions, car parking and heritage requirements relating to the Cygnet Cinema, plus for Site S outline specific criteria in relation to sustainability, aging in place and noise.

A summary of the proposed development controls of each site and the justification for each, particularly in the context of the feedback received from the community form the Preston Street Revival project, is provided in Table 2 - Design and Development Controls.

Table 2 – Design and Development Controls

Control	Summary of Proposed Control and Rationale	
	Site R – Como Centre	Site S – Cygnet Cinema and surrounds
Maximum Building Heights	<p>A height limit of 8 storeys or 29m is proposed for the Como Centre and adjoining site. Through stakeholder engagement (and particularly the built form workshop), two preliminary massing options were presented to the community for feedback, for the future development of the Como Centre. The options each proposed two different approaches to the placement of height on site (each with the same amount of plot ratio) – one being two towers at 8 storeys each (as presented at Section 4.2) and the other providing two towers at different heights of 14 storeys and 4 storeys.</p> <p>Community feedback revealed that a majority of people had a preference for the option that proposed two towers at 8 storeys each. Comments were provided that this option appeared more balanced and would be a more acceptable outcome to neighbouring residents and properties. There was seen to be increased opportunities for public realm on rooftops along Preston Street and comments were made that this design outcome would relate better to the Cygnet Cinema site.</p> <p>Several attendees supported the general approach to the design in providing a podium response with setback towers, and there was positive commentary on the 'colonnade edge' to Preston Street revealing a publicly accessible plaza (town square) where people can gather and interact.</p> <p>Other key drivers for the height limit proposed are:</p> <ul style="list-style-type: none"> • Ensuring an appropriate response to the adjoining Cygnet Cinema site, respecting and enhancing viewlines to the State Heritage listed cinema as well as to the Perth CBD and Swan River. • The site is largely guided by the need to provide suitable carparking for any future retail element on site, within a basement structure. This limits the total plot space that can be delivered on the site. • The need to maintain a 3 storey podium to Preston Street and placing building bulk to the rear, while being sensitive to adjoining residential to the south and the need for appropriate separation. • Ensuring northern sunlight to the proposed community plaza is always maintained to ensure an attractive and comfortable meeting environment. • Allowing for a corner element on Labouchere Road, to mirror the intended outcome to the north of Preston Street and reinforce this as a key entry into the neighbourhood centre. 	<p>Height determined based on overshadowing capped at a height limit of 13 storeys or 47 metres with other height restrictions as per provisions is proposed for the Cygnet Cinema site (R-AC0 coded areas) and 14m for the R100 coded areas.</p> <p>The key drivers for the heights proposed are:</p> <ul style="list-style-type: none"> • Protection and restoration of the Cygnet Cinema. • Maintaining a 3-storey village feel to Preston Street and placing building bulk to the rear. • Ensuring winter sunlight to the southern side of Preston Street is always maintained. • Allowing for a corner element to highlight the entry into the precinct, celebrate the corners and book end the street. • Providing for a consistent 4 storey streetscape to Mary Street which is a 20m wide road reserve and can accommodate the height without being too over bearing, whilst still encouraging redevelopment and increased density. • Allowing a 4-storey height to Labouchere Road commensurate with existing development. • Allowing a 4 storey streetscape to Eric Street where there is a 20 metre wide reserve in addition to a street setback will ensure that development does not dominate the street especially if the extent of the existing street trees were extended up the street towards Labouchere Road. • Allowing development of up to 8 storeys in height behind an Eric Street podium which will not be seen from the footpath on the opposite side of Eric Street. • Providing an optimal building envelope that: <ul style="list-style-type: none"> a. Encourages density and a residential population to support the commercial uses that activate the precinct; b. Provides a viable development to ensure that the funds are available to restore the Cygnet; c. Provides a sufficient building envelope where complementary uses such as cinema's and restaurants can be provided; d. Allows for sufficient parking to be provided on site acknowledging a basement can't be located under the cinema and that capacity for excavation around the cinema is limited; e. Acknowledges the development restrictions abutting the Cygnet and to the street which forces building bulk to the rear; f. Acknowledges the community support for the density; g. Provides for a density appropriate to an inner-city Neighbourhood Centre which is less than a 5km bike ride to the Perth CBD and in an area with good access to public transport and amenities;

Control	Summary of Proposed Control and Rationale	
	Site R – Como Centre	Site S – Cygnet Cinema and surrounds
Maximum Building Heights -continued		<p>The dwelling targets provided within Directions 2031 are, in reality, only 5 or 6 years away from being achieved. Good planning practice should consider the increase in dwellings required beyond 2013 that Perth requires in order to accommodate our population in 2050 as set out by Perth and Peel @ 3.5 Million.</p> <p>The density and heights envisioned at the site facilitate the provision of universal housing designs, the achievement of 5 Star Green Star ratings, upgraded streetscapes and the long-term conservation of the State Heritage-listed Cygnet Cinema. These are all commitments that have been made by the proponent based on outcomes of community engagement.</p> <p>The proposed planning framework incentivises the development of fragmented landholdings within an area that will benefit from increased investment. The provisions have been carefully crafted to locate the greatest building height centrally and at the lower part of the site in accordance with the outcomes of community engagement, where its impact on the streetscape is minimised.</p>

Control	Summary of Proposed Control and Rationale	
	Site R – Como Centre	Site S – Cygnet Cinema and surrounds
Minimum Building Podium Setbacks	<p>The setback provisions proposed recognises the need for a more 'human scale' development outcome to Preston Street to mirror the Cygnet Cinema site and provide a pleasant neighbourhood centre environment.</p> <p>The provisions however allow for greater height and scale to the lot boundary on the corner of Preston Street and Labouchere Road as part of the main entrance into the town centre from the east.</p> <p>Appropriate setback controls have been included to the rear of the adjoining acknowledging existing residential areas to the south.</p>	<p>The setback provisions proposed recognises that commercial uses are permitted and desirable in the Neighbourhood Centre Commercial zone where active frontages, nil setbacks and pedestrian awnings provide an appropriate main street vibrant streetscape.</p> <p>The setbacks (and justification) should be read in conjunction with the height setbacks previously detailed especially for upper level setbacks where corner elements are encouraged, and a 3 storey streetscape was considered appropriate to Preston Street.</p> <p>With regard to the parapet walls, whilst these are already permitted under the current framework in the Neighbourhood Commercial zone, it is recognised that a setback and deep root soil landscape zone would significantly benefit the amenity of Lot 4 No. 171 Labouchere Road where balconies have been approved and developed at a 2 metre or less setback, however acknowledges that these are for a small portion of the rear setback and an outlook and 'breathing space' is provided to the north.</p>
Community Plaza and Public Realm Contributions	<p>These provisions aim to facilitate a publicly accessible plaza within the development (retained in private ownership).</p> <p>A contribution towards the upgrade or payment of the upgrading of Preston Street abutting the respective property to the back of the respective kerb to the satisfaction of the local government is also included to ensure the realisation of the Preston Street Place Blueprint.</p>	<p>These provisions similarly aim to facilitate a public plaza within Preston Street in front of the Cygnet Cinema as well as require a contribution towards the upgrade of Preston Street consistent with the Place Blueprint vision.</p>

Control	Summary of Proposed Control and Rationale	
	Site R – Como Centre	Site S – Cygnet Cinema and surrounds
Other Development Matters (Site S)		<p>Heritage Impact Statement</p> <p>The current owners have already had prepared and gained approval to a Conservation Management Plan to restore the Cygnet Cinema, with such works estimated to cost over \$2m. The works will need to be completed on a stage by stage basis hence adding the words 'to the satisfaction of the local government who will make its decision following consultation with the Heritage Council of Western Australia. Whilst an initial Heritage Impact Statement has also been prepared and largely supported, the Statement may need to be modified or a new one prepared to support any final development application.</p> <p>Sustainability</p> <p>Whilst DesignWA and Council Policy already requires a 4 star rating, the owners of the Cygnet site believe that a higher 5-Star Green Star sustainability rating should be strived for. Given there is no detailed design, or assessment it can't be guaranteed at this stage, varying from this 5 star requirement would only be at the discretion of local government where it can be demonstrated that such a requirement is not practically possible.</p> <p>Liveable Housing Design Guidelines</p> <p>Whilst DesignWA requires a minimum of 20% Silver or 5% Platinum standard, the Cygnet owners believe that given South Perth's aging demographic that a greater proportion of new dwellings should be designed up front to be suitable for the less mobile members of our community and therefore a 50% Silver and 5% Platinum should apply. This will encouraging greater ability to age in place and ensure that the development remains more robust into the future.</p> <p>Licensed Premises</p> <p>Council Policy P317 for Licensed Premises is appropriate and will need to be addressed, there are potential non-licensed premises proposed which have the ability to generate noise. Given the desire to have both residential and entertainment uses co-located in close proximity within Site S, it is considered wise to ensure that noise is dealt with at the Development Application stage, considering both the generators and the receivers of noise.</p>

Control	Summary of Proposed Control and Rationale
	Site R – Como Centre and Site S – Cygnet Cinema and surrounds
Land use	<p>Dual key dwellings shall be considered as one dwelling.</p> <p>As people age and go through different stages in life, their needs change. By allowing dual key dwellings where apartments effectively have the same front door, then allow for a second door behind that can be separately locked, it will allow for 'granny flats' within dwellings, adult children to return home, or a second income from a short-term rental, boarder or tourist. With the cost of moving and taxes it is considered desirable to allow these sorts of 'dwellings in dwellings' which cannot be separately strata titled off and sold. Parking for these units simply gets considered based on the number of bedrooms as if it were a larger dwelling.</p> <p>Take away food outlets not being permitted a drive through.</p> <p>The precinct is not considered a suitable precinct or location for any fast food where drive through service is provided.</p> <p>Purpose Built Student Accommodation Facility</p> <p>Definition to read:</p> <p><i>Purpose Built Student Accommodation' means a facility</i></p> <ul style="list-style-type: none"> a) <i>Whose predominant purpose is to accommodate:</i> <ul style="list-style-type: none"> i. <i>Students while studying at a tertiary education institution; and</i> ii. <i>Staff of a tertiary institution or visiting staff to a tertiary education institution; and</i> b) <i>That is designed and managed to facilitate the predominant purpose;</i> c) <i>That typically provides students with a principle place of residence for 3 months or more; and</i> d) <i>That may have shared facilities, such as a communal living room, kitchen and amenities'.</i> <p>An additional provision has also been included for both Sites R and S as follows:</p> <p><i>In respect of a 'purpose-built student accommodation' use, the use may also accommodate single-purpose groups of people on a short-term basis.</i></p> <p>Given the sites proximity to Curtin University and the increasing desire for country or international students not be on campus for amenity reasons, but still be close to campus, it is believed that some dwellings may be designed for more of a communal/shared living situation where a number of bedrooms and study areas share a communal kitchen and living space. The Scheme currently only allows these to be run by educational establishments and religious organisations, but the private sector is now offering a good service via purpose-built student accommodation. Given this context, as opposed to amending the existing 'student housing' definition, it is understood the City is supportive of inclusion of a specific 'purpose built student accommodation' facility use which allows for this. The additional provision above further allows for such uses on Sites R and S to be used for managed short term accommodation particularly over the longer Christmas period.</p> <p>Consulting Room</p> <p>The consulting room definition is exactly the same as in the current Scheme, however an additional provision has been included which allows for an overnight stay for recovery and care. Separate to a 'hospital' use (which is not considered appropriate use for the precinct), this provision will allow for a boutique facility where minor procedures are undertaken and patients need 24 hour recovery and supervision may be an appropriate use on upper levels to increase the employment and services in the precinct. This also acknowledges the extensive amount of commercial office space proposed in the Station Precinct due to the planning provisions of the Scheme.</p>

Control	Summary of Proposed Control and Rationale	
	Site R – Como Centre and Site S – Cygnet Cinema and surrounds	
<p>Land use (continued)</p>	<p>The following land uses shall be 'P' ('Permitted') uses for Site R:</p> <ul style="list-style-type: none"> • Home Business • Mixed Development; • Multiple Dwelling; • Single Bedroom Dwelling; • Office; • Shop; and • Liquor Store – Small <p>The following uses shall be 'D' ('Discretionary') uses for Site R:</p> <ul style="list-style-type: none"> • Aged or Dependent Persons Dwelling; • Aged or Dependent Persons Amenities; • High Level Residential Aged Care Facility; • Small Bar; • Student Housing • Purpose Built Student Accommodation Facility • Reception Centre. <p>The following land uses shall be 'P' ('Permitted') uses for Site S:</p> <ul style="list-style-type: none"> • Cinema/Theatre; • Home Business; • Mixed Development; • Multiple Dwelling; • Single Bedroom Dwelling; • Office; • Shop. <p>The following uses shall be 'D' ('Discretionary') uses for Site S:</p> <ul style="list-style-type: none"> • Aged or Dependent Persons Dwelling; • Aged or Dependent Persons Amenities; • High Level Residential Aged Care Facility; • Small Bar; • Student Housing; • Purpose Built Student Accommodation; • Reception Centre. 	<p>Given the desired vision to activate the precinct, encourage density and redevelopment and provide a diverse array of services, amenities and employment opportunities, the above uses are considered to be desirable uses and permissibility's within both sites.</p> <p>Given the desired vision to provide for a diverse community, it is considered that the Precinct should also allow for both students and the accommodation of the aged. The 'baby boomers' are an aging demographic that still want to part of their community, enjoy the company of the young and want to be around areas of life and good amenity. With an aging population and the changing nature of aged care facilities and assisted living models it is considered highly desirable to provide for services such as communal laundries, kitchens and the ability for in room care into some of the accommodation which will eventuate on the site.</p> <p>With 'Home Business', given there will be commercial parking on the ground and the potential for work from home opportunities increasing, it is considered reasonable to allow for body corporates to determine whether or not a Home Business is acceptable for their development and not be impeded by a Planning Scheme.</p> <p>A 'Reception Centre' is considered to have exactly the same amenity impacts as a Tavern and there should be the ability for a Reception Centre to be developed in the precinct, especially given the number of hotels and short stay accommodation in the local vicinity.</p> <p>Given the desire to activate the precinct, encourage density and redevelopment and provide a diverse array of services, amenities and employment opportunities, the above uses are considered to be desirable uses and permissibility's in the Neighbourhood Centre Commercial zone.</p>

Control	Summary of Proposed Control and Rationale
	Site R – Como Centre and Site S – Cygnet Cinema and surrounds
Carparking	<p>Minimum carparking shall be varied from the provisions of Table 6 of the Scheme as follows:</p> <ul style="list-style-type: none"> • Shop – 4 car bays per 100m² net lettable area. (Currently 1 per 20m²) • Liquor store (Small) - 4 car bays per 100sqm net lettable area. (Currently 1 per 20m²) • Cinema/theatre – 1 car bay per 5 seats; (Currently 1 per 4 seats) • 'Dual key' apartments are considered as 1 dwelling; (as per R-Codes Vol. 2) • Restaurant, Tavern and Small Bar – 1 car bay per 20m² of net lettable area (Currently 1 per 5m² of dining area, 1 per 3m² of drinking area) <p>The provision of parking is a balancing act as there has to be sufficient parking for the use, without an oversupply of parking which adds to building bulk, discourages alternative means of transport, and (most importantly) precludes active and desirable uses such as restaurants, taverns and small bars. For example, if the existing Karalee on Preston Tavern had to comply it would require approximately 120 car bays, considerably more than the entire at grade parking area on the Como Centre site. These current rates are also from a dated Planning Scheme that no longer reflects the increase in ride share platforms, or the fact that drinking and driving should be discouraged.</p> <p>In most cases the rates proposed are very similar to the existing rates and are rates used in other Schemes across the metropolitan region. The biggest difference is in relation to restaurants and taverns, however given the mixed use nature of the development, the desire to create a village feel where the catchment is preliminary from within close proximity, the existing extensive parking rates are not considered appropriate. Overparking the precinct would have a significant negative impact on meeting the objective established in the Place Blueprint to enable a pedestrian orientated village feel.</p> <p><i>The local government may approve a lesser number of car, motorcycle/scooter or bicycle parking bays where a Parking Needs Assessment prepared by a qualified traffic engineer demonstrated that the proposed number of bays is sufficient, have regard to:</i></p> <ol style="list-style-type: none"> Different periods of peak demand; The surrounding highly walkable environment; The availability of public transport, bicycle parking and end of trip facilities; and reciprocity of parking <p>The provisions also allow for a lesser number of car parking where a Parking Needs Assessment demonstrates that the number of bays is sufficient, given the likely high levels of cross-visitation between uses and based on Council's current Parking Policy.</p> <p><i>Car parking for uses in the Neighbourhood Centre Commercial zone may be provided on land zoned Residential where located on the same Certificate of Title.</i></p> <p>Site S – the Cygnet site will be located of a split zoning which is unusual. Whilst the zoning typically governs land use, it is arguable that the car parking associated with that use should also be provided in the same zone. It is envisaged that whilst most of the parking will be in close proximity to that use, that the situation may arise that some of the bays may overflow into the rear of Lots 410 and 411 in Eric Street. This clause simply removes the argument. It should be noted that it would still be necessary for the development to comply with all setback and height controls.</p>

6.0 STRATEGIC PLANNING CONTEXT AND ASSESSMENT

The section presents an assessment of the Scheme amendment proposal against the relevant State and local planning framework.

6.1 STATE GOVERNMENT STRATEGIC POLICY

A summary of the level of compliance with relevant State Government strategic policy is provided below.

Table 3 – Summary of Relevant State Strategic Planning Policy

DOCUMENT	SUMMARY	ASSESSMENT
Directions 2031 and Beyond (Published 2009)	<p>The subject site is identified by Directions 2031 as being within the 'Central Metropolitan Perth Sub-Region', in an existing urban area, just north of the Canning Bridge Major Growth Transit Orientated Development (TOD) area.</p> <p>The document also identifies the demand for housing in inner city residential locations in a variety of forms which can accommodate younger people wishing to remain in the neighbourhoods they grew up in, and elderly people wanting to downsize close to their existing networks, trends which are anticipated to continue into the future.</p>	<p>This Amendment responds to the above aspirations by proposing to replace an under-utilised site with a higher density residential mixed-use development, in an established high amenity location.</p> <p>Provisions have been inserted into the amendment to encourage a multi generational precinct and services, employment and amenities to create a truly diverse community.</p>

DOCUMENT	SUMMARY	ASSESSMENT
The Capital City Planning Framework (Published 2013)	<p>The Capital City Planning Framework 2013 (CCPF) establishes a spatial strategy for Central Perth and a 12-kilometre area around the Perth City Centre. The framework indicates how the objectives of Directions 2031 and Beyond and the Central Metropolitan Perth Sub-Regional Strategy can be delivered in this focus area.</p> <p>The CC PF provides a fundamental vision for central Perth which is as follows:</p> <p><i>Central Perth will be a world class liveable central city; green, vibrant, compact and accessible with a unique sense of place.</i></p> <p>The CC PF establishes a number of objectives in order to achieve the overall vision for the Central Perth region. The objectives relevant to the subject site are as follows:</p> <ul style="list-style-type: none"> • Build a more compact city to make places more accessible; • Provide a range of housing choices, in both form and cost; • Provide adequate places with the capacity for higher density residential accommodation; • Provide an increasing diversity of housing choices; • Encourage a better balance between residential and commercial activity; • Create a mix of uses in most areas; • Create higher densities of development so that more activities can be located closer together; • Recognise the importance of design quality in ensuring that a more compact city retains and supports high-quality spaces and experiences for working, living and recreating; and • Reduce transport-related energy consumption by decreasing travel distances and encouraging travel by walking, cycling and public transport 	<p>It is clearly evident that the principles behind the CC PF have been embedded into the proposed Scheme amendment.</p> <p>The objectives and principles of the CC PF were also largely reflected by the Blueprint document that captured the communities desires. These principles have still been achieved whilst protecting the individual site nuances such as the Cygnet Cinema and 'village feel' main street.</p>
Central Sub-Regional Planning Framework Perth and Peel @ 3.5 Million (Published 2018)	<p>The Central Sub-regional Planning Framework outlines the following priorities considered relevant to the proposal:</p> <ul style="list-style-type: none"> • Achieve more consolidated urban form and development within the sub-region; • Meet long-term housing needs; and • Guiding the staging and sequencing for future urban development. 	<p>The proposed scheme amendment is aligned with the sub-regional framework in that it aims to facilitate the redevelopment of a neighbourhood centre for urban purposes.</p> <p>Further, it will contribute towards the City of South Perth infill dwelling target consistent with its Draft Local Planning Strategy.</p> <p>The proposed is also highly consistent with these objectives as it will contribute to the long-term housing requirements for aged persons for the 'Central sub-region' and will facilitate employment opportunities in a location close to a number of amenities including commercial/retail and civic destinations serviced by public transport and infrastructure.</p>

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DOCUMENT	SUMMARY	ASSESSMENT
State Planning Policy 4.2 – Activity Centres for Perth and Peel (Published 2010)	<p>Under SPP 4.2, the site is classified as a neighbourhood centre which is intended to provide for 'daily and weekly household shopping needs, community facilities and a small range of other convenience services'. Typical retail types and other land uses include:</p> <ul style="list-style-type: none"> • Supermarket/s • Personal services • Convenience shops • Local professional services (office). <p>SPP 4.2 indicates that neighbourhood centres shall provide a minimum of 15 and desirable 25 dwellings per gross hectare.</p> <p>While the SPP 4.2 mix of land use provisions do not typically apply to neighbourhood centres, the City's Local Planning Strategy promotes the implementation of a 20% target for neighbourhood centres.</p>	<p>This Amendment is consistent with SPP 4.2 in that it intends to enhance the Preston Street neighbourhood centre as the main retail hub of Como, providing a range of daily to weekly household shopping needs consistent with the role of a neighbourhood centre and is supported by a Retail Needs Analysis.</p> <p>The introduction of residential development into the centre will reposition the centre as a core area of activity and will contribute towards the City's infill dwelling target. It is also noted that SPP 4.2 talks about a 'desirable' density rather than a 'maximum' density.</p> <p>In this instance the density is proposed to be optimised noting that there is only half a catchment due to the Swan River being to the west and extensive open space to the north. Given this, and its inner city location where density in close proximity to amenities and the employment areas of the CBD, it is considered highly desirable for greater density to be provided.</p> <p>The Amendment will also encourage dwelling diversity with a range of users, including students and the elderly.</p> <p>Please also refer to comments below on the Draft Local Planning Strategy.</p>
State Planning Policy 7.3 – Volume 2 (Apartments) (Published 2019)	<p>This Policy was recently gazetted, becoming operational on 24 May 2019.</p> <p>This Policy focuses on apartments and mixed-use developments which focuses on improved design outcomes for apartments, replacing Part 6 of the R-Codes.</p> <p>The Policy provides extensive guidance on delivering good design using performance based elements to provide guidance on all development parameters.</p>	<p>The scheme amendment has had close regard for SPP No. 7.3 and development will still need to rely on the Policy for numerous design aspects. However, given the extensive stakeholder engagement and the individualities of this site, site specific standards have been inserted to ensure key principles are achieved such as protection of the Cygnet Cinema, sunlight into Preston Street (south) and a 'village feel' whilst still allowing for appropriate density behind.</p>

6.2 DRAFT LOCAL PLANNING STRATEGY

The City's Draft Local Planning Strategy is currently being advertised for public comment, closing June 2019. This scheme amendment is closely aligned with the intent of the Draft Strategy in that it proposes design and development controls to facilitate future redevelopment of two prominent sites/areas within the Preston Street neighbourhood centre. Specifically, it promotes a more diverse range of active land uses to facilitate a more vibrant centre both in the day and night. It also encourages residential uses and includes mechanisms for developer contributions towards the upgrade of Preston Street which have been identified as a key objective.

Specifically, the Draft Strategy highlights the following:

- *Preliminary stakeholder engagement identified existing neighbourhood centres, such as Preston Street, as suitable locations for additional housing. A growth forecast of 222 dwellings is envisaged for the Preston Street neighbourhood centre at 2031 (5.1% managed growth by 2031).*

This density is driven by SPP 4.2 where it is seen as desirable to provide a density of 25 dwellings per gross urban hectare. The density envisaged by the two development sites is in the order of 235 dwellings being up to 110 dwellings on the APC site and approximately 125 on the Como Centre site. Whilst this is close to achieving the desired density in two key sites, it is considered a desirable density given:

- These are only two major land parcels and developable sites within the precinct. Numerous other sites have either already been developed or are strata titled where multiple ownership is likely to be an impediment for further development in the short term.
- The final development outcome of each site has yet to be determined. It is highly likely that the development will be made up of a number of uses such as a nursing home, short stay accommodation or student accommodation which do not contribute towards dwelling density.
- The target of 222 dwellings is meant to accommodate growth up to 2031 or 12 years time. Given there is 2 years of planning, plus detailed design and construction on top, the density target is likely to only be 7 to 8 years away from completion. Noting that State Planning Strategy 2050 is predicting growth of up to an additional 3.1 million people living in the State by 2050, it would very short sighted and poor planning to allow for only a limited increase in density in an inner city location with high amenity such as this especially where the density can be appropriately planned and accommodated now.

- SPP 4.2 provides guidance to the development of all metropolitan centres throughout Perth. A neighbourhood centre in South Perth only 5km from the Perth CBD should be accommodating a greater density than a neighbourhood centre in the outer fringe area; and
- The density proposed is very close to the desirable target of the Strategy, but is at a density where it is supported by the local community during the extensive engagement exercise because it will be located where it doesn't impact on the streetscape and maintains the village feel to be provided through the 3 storey streetscape.
- *A key strategy is to prepare planning provisions for the Preston Street neighbourhood centre in order to meet density targets. The Draft Strategy states these provisions shall investigate the potential for an increase in residential density to a minimum of R50 for residential zoned properties within a 200m catchment of the centre.*
Providing density within the centre itself reduces the pressure for properties outside the centre to redevelop. It is also noted that when an analysis is done on the catchment of the Preston Street centre, it is estimated that well over 80% of properties in the catchment are already strata titled. Land fragmentation is a significant impediment to the redevelopment of properties to a higher density as well as the number of absentee owners such as investors. Certainly a minor 'up-coding' of land to the south of the centre (noting land to the east already has a split density code allowing for up to R50 density) is unlikely to result in any significant density increase, especially without the amenities proposed by this Scheme amendment which will only actually happen if done in conjunction with a significant density development.
- *Undertake investigations for Preston Street that identifies opportunities for new non-residential floorspace to meet forecast future demand. It identifies that it is likely to experience demand for a further 1,100sq.m of retail and entertainment floor space by 2031.*
Refer to the retail needs assessment in section 7.1.

PLUS COMPLEX No 530
TPS 5 ZONING S3, C2, C3 and Motel
TPS 6 ZONING Neighbourhood Centre Commercial

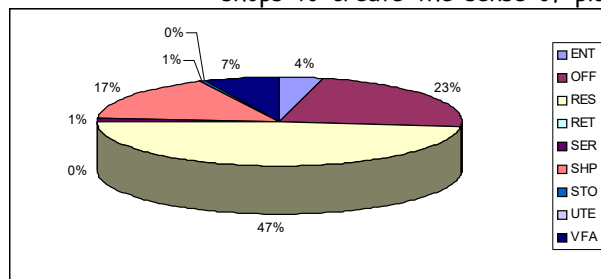
PRESTON STREET CENTRE



This centre is currently undergoing a significant renovation exercise. Street treatment including paving, landscaping and furniture will provide a new impetus to attract trade and consolidate the Neighbourhood Centre as a meeting place for shoppers, business people and a mixture of tourism and entertainment.

The western portions of the centre have already been developed for residential and hotel, in keeping with the objectives for the centre. The main shopping strip between Mary Street and Labouchere Road requires street-front retail and shops to create the sense of place

The pie chart reflects the substantial residential floorspace (11,580m² of the 24,084m² total), but also shows the healthy mixture of other uses creating the basics of a desirable multi-functional centre. The shopping on the south-west corner of Labouchere and Preston does not help in creating a street-front on Preston Street.



View looking southwards across Labouchere Road from Preston Street, showing the service station and the eastern part of the business/shopping centre.

View looking southwards across the Labouchere Road / Preston Street roundabout, showing the eastern part of the business/shopping centre and how the shop fronts are divorced from Preston Street.



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LOCAL COMMERCIAL STRATEGY



Figure 8. 'Appendix 3' of 2004 City of South Perth Local Commercial Strategy

PRESTON STREET CENTRE



Office development on the north west corner of Labouchere Road and Preston Street. The development does not provide sufficient glass front shops at ground level to entice shoppers or create the 'Main Street' atmosphere.

The Cygnet Theatre in Preston Street stands proud in the streetscape and is well positioned to contribute as the essential component of a 'Main Street' environment. The vacant property to the west (downhill) and the large setback on the east (uphill) of the theatre do not assist in the integration of the facility.



This photo is taken looking south along Melville Parade. The second-hand shop stands alone in this area of predominantly residential development. The outlet does not integrate with the rest of the commercial precinct.

Although zoned as Neighbourhood Centre it is clear that this higher density residential development contributes to the streetscape. A mixture of offices and restaurants also add to the mixture and interest. Facing this development (not shown) are the Swan View Motel and the Windsor Lodge Motel.



Scene taken from the north side of Preston Street looking westwards. The freeway overpass in the distance provides a useful closure of the centre even though the western end is predominantly non-retail.

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LOCAL COMMERCIAL STRATEGY



- *The Draft Strategy highlights that the City should focus efforts on 'improving the public realm of Preston Street'.*

This statement was also included in the City's 2004 Local Commercial Strategy:

"The Council should recognise its special responsibilities in ensuring the success of 'main street' commercial centres, and adopt a lead role in instituting a cyclical program of upgrading and refurbishment of the public domain (mainly streetscape) parts of the centres. This should recognise the importance to such a centre of alfresco use of the pavement, in accordance with relevant City policies and Local Laws. "

Whilst some minor improvements undertaken at the time, it is clear that the area has suffered from a lack of investment. It is interesting to also note 'Appendix 3' of this 2004 document which shows what the centre looked like back then and the issues it was experiencing. 15 years on and exactly the same issues exist today.

Provisions have been inserted into the Amendment to transfer the responsibility of the streetscape upgrades from Council to the developers to ensure that the streetscape gets upgraded concurrent with development.

- *The Draft Strategy assumes an expected floor space growth of 13.5% (2,106m²), an additional 57 full time jobs and an additional 62 part time jobs.*

Refer to the retail needs assessment in section 7.1.

- *The suburb of Como has a walk score of 65, the second highest in the City following South Perth.*

This is exactly why a greater density should be provided than other neighbourhood centres provided throughout the wider metropolitan area.

6.3 RELEVANT LOCAL PLANNING POLICIES

An assessment of the scheme amendment against key local planning policies is presented in the table below.

Table 4 – Local Planning Policy Assessment

Policy	Assessment
P301 – Community Engagement in Planning Proposals	<p>A comprehensive community engagement exercise has been undertaken as part of the Preston Street Revival project to inform this scheme amendment request. This includes a variety of workshops and meetings with the local resident and business community and establishment of a 'Place Blueprint' to guide the future of the town centre.</p> <p>Further consultation will be undertaken through the advertising of the scheme amendment consistent with P301, including preliminary consultation and a formal advertising period of not less than 60 days.</p>
P315 – Carparking Reductions for Non-Residential Development	<p>The scheme amendment proposes to vary some carparking requirements from the Scheme in consideration of State Policy and the local context. Future development applications will consider the provision of carparking based on final land uses and associated floorspace in accordance with the Scheme and this Policy.</p> <p>At this stage, the varied carparking provisions consider the likely high levels of cross visitation between land uses as well as opportunities to promote alternative modes of transport, utilising existing public transport (bus services) and reflecting Como's high walk score as highlighted in the City's Draft Planning Strategy.</p>
P350.01 – Environmentally Sustainable Building Design	<p>The provisions of this Policy have been noted as part of the preparation of the scheme amendment request. Through future planning process (local development plans, development applications), the inclusion of ESD principles will be an important consideration consistent with both Policy and SPP No. 7.3.</p> <p>For the Cygnet site, it is proposed to significantly increase the level of sustainability initiatives with a 5 star Green Star target.</p>
P350.05 – Trees on Development Sites and Street Verges	<p>Opportunities to retain and introduce trees within the development sites as well as within the public realm will be considered as part of future detailed design.</p> <p>Provisions have been inserted to ensure developers contribute towards the upgrading of the streetscape, including landscaping.</p>
P350.09 – Significant Views	<p>The retention and enhancement of significant views to the Como Jetty and river, as well as the Perth CBD has been an important consideration for this scheme amendment request, particularly in the context of the proposed building height controls. On this basis, the controls aim to prioritise the interface with Preston Street, stepping back building heights to respond to topography and capture views of the city and river. Containing building heights above the podium levels in slender forms will assist in maintaining access to sunlight, views and breezeways.</p> <p>Further, the Heritage Impact Statement prepared for the Cygnet Cinema ensures that clear sight lines are maintained to the State Heritage listed Cygnet Cinema.</p> <p>Promoting and respecting view lines as considered by the community to be an important aspect of future development, which will need to be considered in further detail as part of the detailed planning and design stages.</p>
P350.18 Short-term accommodation	<p>The Scheme amendment actively promotes short term accommodation as well as other forms of accommodation and housing (aged and dependent persons dwellings and broadening the scope of student housing) to create diverse living opportunities within the activity centre.</p>

7.0 TECHNICAL MATTERS FOR CONSIDERATION

7.1 RETAIL NEEDS REVIEW

A Retail Needs Review has been prepared by Urbis to understand the likely supportable scale and mix of retail floorspace that could be facilitated by this scheme amendment. The review identifies that the Preston Street activity centre features a number of success factors that would suggest that the expansion of the shop/retail offering would be supportable. This is due to an established and growing population catchment, a worker and visitor market, limited convenience food competition, positioning of a high traffic road and co-location with entertainment uses.

Specifically, the review identifies that the level of supportable shop/retail floorspace for the centre is up to 3,300m². It further identifies capacity for approximately 2,000m² of non-food and café/ restaurant space by 2028 (compared to 1,600m² currently). These figures have been utilised as part of the traffic analysis to support the scheme amendment (refer below section). This establishes that there is capacity for additional retail growth within the centre as part of its redevelopment in the future. The Retail Needs Review is attached at **Appendix C**.

7.2 TRAFFIC ANALYSIS

A Traffic Analysis Report has been prepared by Shawmac to inform the Preston Street Revival project and this scheme amendment request. This analysis reviewed the area bound by Eric Street, Ednah Street, Labouchere Road and Melville Parade in order to assess traffic in a broader context.

This scheme amendment will allow for the intensification of the site, anticipating a range of retail/commercial generally in line with the Retail Needs Review as well as residential uses.

The traffic analysis has considered this review and concludes the following:

- The Labouchere Road/Preston Street roundabout currently operates below capacity and there is room to accommodate approximately 700 new vehicle trips during the morning peak hour and 1,330 new vehicle trips during the afternoon peak hour.
- A preliminary peak hour capacity analysis of the Mill Point Road / Labouchere Road traffic signals indicated that this intersection is already operating at close to capacity, but with the traffic split from the development and alternative routes such as Canning Highway, South Terrace off ramp, and the higher likelihood of alternative transport use given its proximity to the CBD, that the development will have minimal impact on the capacity of this intersection.
- Using trip generation rates, the estimated traffic generation potential of the proposed scheme amendment area (anticipating the floorspace identified within the retail needs review and densities anticipated by the City's Draft Local Planning Strategy), is 6,061 daily vehicle trips including 259 vehicle trips during the morning peak hour and 548 vehicle trips during the afternoon peak hour.

Overall, the report concludes that there is sufficient capacity in the road network to accommodate the additional retail space as recommended in the retail needs review and in considering existing planned developments. In order to realise the vision for Preston Street outlined in the Place Blueprint document, the report recommends that Preston Street is modified to a pedestrian friendly street with rationalised vehicle access, street parking and additional crossings. Additional consideration should also be given to extending public transport through the area along Preston Street, through discussions with Public Transport Authority.

The Traffic Analysis Report has been prepared and is attached at **Appendix D**.

7.3 INFRASTRUCTURE CAPACITY

An Infrastructure Capacity report has been prepared by Calibre Professional Services Pty Ltd to provide comment on the capacity of existing service infrastructure to accommodate future development within the scheme amendment area. These investigations indicate that infrastructure capacity is unlikely to pose any consequential constraint on development options. While the physical location of some infrastructure within private lots may need to occur, this can be considered at a detailed planning stage.

The Infrastructure Capacity report is attached at **Appendix E**.

7.4 HERITAGE IMPACT STATEMENT

A Heritage Impact Statement (HIS) has been prepared by element to inform this scheme amendment and specifically in support of the proposed conceptual development design for a new development which includes the State Heritage listed Cygnet Cinema site.

This scheme amendment will facilitate the long-awaited reactivation of Preston Street and conservation of the Cygnet Cinema. The setting, form, scale and landmark qualities of the Cygnet Cinema will be respected, and the proposed local development plan principles celebrates the Cygnet Cinema as the jewel of its design. It respects its architectural styles and contributing heritage values where the existing building characteristics inform future design.

The highly significant landmark value of the Cygnet Cinema is retained by the fact it will be conserved with no development in front of the architectural features which contributes to its Inter-War Functionalist style. The height of the new development will alter the skyline and setting of the heritage building, but those key vistas east and west along Preston Street will still terminate in line with the parapet of the heritage building. Key views and vistas to the building are mostly unaffected, and the introduction of such distinctive new form in the locality is on balance acceptable in light of the conservation benefits it will deliver.

The social value of the building has been expressed in the recent community engagement, and the tentatively positive response to that exercise suggests that the social value of the Cygnet Cinema will remain unimpacted by the proposal. Additionally, the reactivation of the building will allow the community to continue using this heritage asset. In summary, the potential impact on the cultural heritage values of the Cygnet Cinema is largely mitigated by considerable benefits of the overall development, and these principles can be supported on this basis.

The Heritage Impact Statement and preliminary support from the HCWA is attached at **Appendix F**.

8.0 CONCLUSION

The Preston Street centre has generally suffered from a lack of development for many years. Despite numerous studies being done by the City, including the Scheme Review in 2004, the planning framework has delivered little or no improvement or benefit to the precinct. Notwithstanding the highly valued services provided by the Como Centre, particularly the IGA and the Karalee, and some other retailers, this centre does not meet minimum expectations in terms of contemporary retail offering and is far from being the thriving neighbourhood centre that it could be.

The Cygnet Cinema is a struggling business and with declining patronage the Cinema is a loss making business that is being financially propped up by the current owners. Without something changing the business will simply have to close (scheduled to close 30 November 2020) and certainly nobody will be providing over \$2 million needed to save and renovate the building itself. The only way that this iconic Cinema can be saved is to provide a planning framework which facilitates complementary land uses and density to provide the population and level of patronage required to invigorate not just the Cinema, but the entire Precinct.

It is very clear from the community engagement exercise that the Como community understand the need to for things to change and get better. This scheme amendment is their scheme amendment. The provisions have been directly informed by the community engagement and deliver on the promises provided such as streetscape upgrades, sunlight penetration, three storey main street streetscapes, sustainability and providing diverse accommodation for the Precinct to be a place for everybody. This is an amendment driven by people concerned about South Perth, long time residents and business owners and those with a passion to deliver on the vision for everybody.

Drawing from its roots as a place for gathering and celebration, Preston Street will unite its strong heritage with a future focused, self-sustaining, urban village.

Returning its main street to the people, Preston Street Revival will connect and strengthening local communities, welcome new generations of residents, visitors and investment

This Amendment will facilitate the delivery of the vision by encouraging high quality contemporary redevelopment of two strategic sites in the Preston Street Neighbourhood Centre for a mix of retail, food/beverage, entertainment and residential purposes.

The proposal is consistent with the State and proposed local planning framework and represents an exciting step forward in the revival of Preston Street. On this basis, it is respectfully requested that the City of South Perth and Minister for Transport and Planning approve the amendment.

This highly conceptual architect's impression is for illustration purposes only and is not intended to represent any proposed completed development nor is this impression intended to be used for any development approval. This information is current at June 2019.

