

INDUSTRIAL AREAS IN TRANSITION

MANAGEMENT STRATEGY

City of Stirling
September 2004

Contents

Summary.....	iii
Recommendations	vi
1 Introduction	1
2 Planning Context	3
2.1 State Planning Strategy.....	3
2.2 Metropolitan Region Scheme	3
2.3 Metroplan.....	3
2.4 Network city	4
2.5 Metropolitan Centres Policy (SPP 4.2)	4
2.6 State Industrial Buffer Policy (SPP 4.1).....	4
2.7 Public Drinking Water Source Policy (SPP 2.7)	5
2.8 Draft Caretakers in Industrial Areas Policy (PB 65).....	5
2.9 Stirling Regional Centre Structure Plan	5
3 Issues.....	6
3.1 Extent of the transition	6
3.2 General issues	7
3.2.1 Economic.....	7
3.2.2 Environmental.....	7
3.2.3 Traffic and Transport	7
3.3 Scheme and policy issues	8
3.3.1 Current Provisions.....	8
3.3.2 Issues Arising.....	9
3.4 Locality-specific issues	10
3.4.1 Residential Interface.....	10
3.4.2 Special Garden Industrial Area.....	11
3.4.3 Herdsman Business Park	11
3.4.4 Stephenson Highway	11
3.4.5 Glendalough Station Precinct	12
3.4.6 Services and groundwater.....	14
4 Council Direction	14
5 Aims and Objectives.....	15
6 Management Strategies.....	16
6.1 Precinct types.....	16
6.1.1 General industry.....	16
6.1.2 Service/Showroom.....	16
6.1.3 Business Park.....	17
6.1.4 Residential interface.....	17
6.1.5 Glendalough Station Precinct	18
6.1.6 Stephenson Avenue Precinct	22
6.2 Instruments	22
6.2.1 Zoning	22
6.2.2 Spot rezoning	23
6.2.3 Special Control Areas.....	23
6.2.4 Policy.....	23
6.2.5 Development zones	23
6.2.6 Development Schemes	24
6.2.7 No intervention	24
6.2.8 Summary.....	24

6.3	Outstanding Issues	25
6.3.1	Discretion.....	25
6.3.2	Development Standards.....	25
6.3.3	Use Classes	26
6.4	Non-compliant uses.....	27
6.4.1	Approved uses.....	27
6.4.2	Not-approved uses.....	27
6.5	Osborne Park Industrial Area Strategy.....	27
7	Implementation.....	28
7.1	Land use control.....	28
7.2	Capital and other major works.....	30
7.2.1	Scarborough Beach Road	30
7.2.2	Hutton Street.....	30
7.2.3	Glendalough Station Precinct	30
7.2.4	Stephenson Highway Precinct	30
7.2.5	Osborne Park East (especially south of Roberts Street).....	30
7.2.6	Extension of Hutton Street through Herdsman Business Park	31
8	Recommendations	31

Figures

Figure 1: Location map	2
Figure 2: Locality-specific issues, Osborne Park Industrial Area	13
Figure 3: Precinct types, Osborne Park	19
Figure 4: Precinct types, Balcatta.....	20
Figure 5: Precinct types, Dianella	21
Figure 6: Proposed zoning and policy area, Osborne Park.....	29

Summary

General

This strategy responds to development trends that are changing the nature of the City's industrial areas in Osborne Park, Balcatta and Dianella. The issues arising from those trends are complex and interact with a range of policies at State and local level. This is particularly the case in Osborne Park, which includes or borders on a number of strategic assets – Glendalough and Stirling train stations, three regional roads, Stirling Strategic Regional Centre.

The Strategy's overall goal is to:

Provide appropriately for both traditional and emerging economic activities while avoiding land use conflicts.

To this end, the strategy proposes the introduction of spatial controls internal to the industrial areas, through the identification of a number of distinct 'precinct types' into which various groupings of compatible land uses may be directed.

Aims, objectives and strategies

To address the complexity of issues, the overall goal is broken down into six aims with associated objectives and strategies, as summarised below.

Aim 1: Protect the place of traditional manufacturing/processing and service industries in the district:

Objectives:

- Provide for a range of industry types.
- Avoid conflict between traditional industries and sensitive land uses.
- Minimise pressures on traditional industry associated with the encroachment of more intensive uses.

Strategies

- Retain the internal parts of the Osborne Park and Balcatta Industrial Areas for traditional industry (precinct type: General Industry).
- Prohibit sensitive land uses in those areas.
- Permit other uses only insofar as they complement industry, either as incidental uses or as small-scale businesses catering to a local workforce.

Aim 2: Provide for emerging categories of business that are seen as suitable to be located in industrial/mixed business areas, including limited large-scale customer-oriented uses such as showrooms:

Objectives:

- Clearly define and delimit locations where such uses can be encouraged.
- Discourage establishment or expansion of incompatible industries in these locations.
- Promote a high level of aesthetics and amenity in these areas.

Strategies:

- Revise use class definitions to account better for such emerging uses and make finer distinctions between them where necessary.

- Provide for such customer-oriented uses only fronting major roads (precinct type: service/showroom), including:
 - Scarborough Beach Road,
 - Hutton Street
 - Frobisher Street
 - King Edward Road
 - Hector Street
 - Erindale Road
 - Wanneroo Road
 - Balcatta Road (east of Erindale road)
- Make general industry a discretionary use in these areas, permissible only when shown to be compatible with their principle purpose.
- Revise development standards to encourage higher quality uses addressing the street.

Aim 3: Protect the maintenance of an orderly hierarchy of commercial centres:

Objectives:

- Discourage the establishment/expansion within the industrial areas of most stand-alone commercial and retail uses, which are seen as more appropriately directed into commercial centres.

Strategies:

- Prohibit most retail, community, public and customer-oriented commercial uses throughout all precinct types.
- Revise use class definitions to clarify exceptions to this, including lunch bars.
- Develop policy to clarify the permissibility of certain large-scale commercial uses that are not convenience-based (for example sale of building supplies).

Aim 4: Manage the industrial-residential interface in Dianella and Osborne Park East.

Objectives:

- Observe Industrial buffers wherever possible.
- Facilitate a transition to residential uses in the Dianella Industrial Area.

Strategies:

- Apply the WAPC's Industrial Buffer Policy.
- Further consider options for facilitating a transition to residential uses in the Dianella Industrial Area, including spot rezoning, permitting residential as additional uses, and establishing a Development Zone.
- Consider applications for strata subdivision in Osborne Park East in relation to the lack of deep sewerage and the long-term need to improve road layout.
- In the long term, further consider the form and function(s) of Osborne Park East in conjunction with a detailed resourcing strategy

Aim 5: Identify development directions for the following specific areas within Osborne Park:

- Herdsman Business Park
- Glendalough Station Precinct
- Stirling Regional Centre (Industrial Precinct)

Strategies:

- Each area is identified as a precinct type.
- Herdsman Business Park:
 - Permit offices as a primary use
 - Discourage customer-oriented uses other than service industry
 - Revise development standards to ensure continued high level of amenity.
- Glendalough Station:
 - Make general industry a discretionary use in this area.
 - Permit large-format retail (showrooms) and offices as primary uses.
 - Generally consider subdivision and rezoning applications in relation to the objectives of the Glendalough Station Precinct Study, including the long-term infrastructure needs.
- Stephenson Highway precinct:
 - Retain for general industry until there is more certainty as to the precinct's eventual form.
 - Continue to pursue the Stephenson Avenue extension and to be involved in its detailed design.
 - Consider subdivision and rezoning applications in relation to the long-term infrastructure needs of this area.
 - In the medium-long term, further consider the form and function of the total area in conjunction with a detailed resourcing strategy for the necessary structural changes.

Aim 6: Address, as far as possible, parking and traffic management issues resulting from changes in development direction in the industrial areas.

Objectives

- Ensure adequate parking is provided for commercial and customer-oriented uses.
- As far as possible, mitigate traffic pressures on regional roads.

Strategies

- Revise development standards with emphasis on the following:
 - Parking standards for offices, showrooms and automotive/marine sales.
 - Relinquishment of road widening as a condition of certain types of development approvals abutting the MRS reserves for Scarborough Beach Road and Hutton Street.
 - Compliance with, and provision of an easement for, any plans for a service road on Scarborough Beach Road.
 - Access/crossovers, shared parking and service roads for showrooms and service industries, particularly on Scarborough Beach Road and Hutton Street.
 - Setbacks and signage (legibility issues which affect traffic movement).

Recommendations

- Prepare a Scheme Amendment to:
 - define and delimit a Mixed Business zone within Osborne Park and Balcatta Industrial areas,
 - reclassify the remainder of the Special Garden Industrial Zone as General Industrial,
 - review the zoning table for the General Industrial Zone, including making office a discretionary use and making various intensive customer-oriented uses not permitted, and otherwise
 - revise use class definitions identified as problematic in this Strategy, using the Model Scheme Text as a basis. This might include adding the classes lunch bar, light industry, and warehouse-retail; and amending the service industry and showroom definitions,
 - review the Sale of Goods clause to ensure it meets the revised objectives for the General Industrial Zone,
 - revise development standards for relevant uses, including in particular parking standards for offices and automotive sales as well as new use classes,
 - create special requirements for commercial developments abutting regional roads, in order to address the traffic management issues associated with the transition of the area, and
 - otherwise address the objectives of this Strategy.
- In association with the above, develop a detailed design plan for the improvements and service road supporting Scarborough Beach Road, establishing levels and detailing the location of shared accessways and parking areas. The Scheme amendment may then reference this plan in setting traffic-management related requirements on the strip.
- Once the Scheme Amendment is gazetted, delete the Industrial Showrooms Policy (N101601).
- Develop policy to guide discretionary decisions in the Industrial and Mixed Business zones, including:
 - Definition of a Business Precinct where stand-alone offices might be allowed (Appendix 2)
 - Concessions with respect to floor space limits, parking, set backs and landscaping requirements (Appendix 3).
- Once the amendment is gazetted, conduct an audit of land uses in Osborne Park and Balcatta Industrial Areas and revisit the issue of how to respond to non-compliant uses. This may require employment of additional staff.
- As a separate Scheme Amendment requiring considerable further research, introduce Special Control Areas over the Gwelup Water Source Protection Area, Dianella Industrial Area and Osborne Park East, allowing Council discretion to place appropriate environmental conditions over general industrial uses.
- Further investigate and compare implementation options for facilitating the transition of Dianella Industrial Area to residential use, including the following possibilities:
 - Spot rezoning
 - Wholesale rezoning

- Permitting residential as additional uses
 - Establishing a Development zone.
- Continue to work with DPI and MRWA to progress the Stephenson Avenue extension and to develop a detailed design that enhances the potential of the Stirling Regional Centre/Industrial Area overlap.
- As part of a broader consideration of the City's project priorities, consider reviewing the Osborne Park Industrial Area Strategy to complement this Strategy. The OPIAS develops more detailed recommendations with respect to practical matters in Osborne Park, including traffic management, parking, alternative transport modes, signage, streetscape/amenity, street numbering, security and infrastructure.
- As part of the OPIAS, further investigate resourcing strategies for necessary improvements to Scarborough Beach Road and Hutton Street.
- In the longer term, investigate redevelopment and resourcing strategies for major capital works in Glendalough Station and Stephenson Highway precincts, and in Osborne Park East

1 Introduction

Recent years have seen centrally located industrial areas moving away from traditional industry towards a more mixed texture of land uses. This trend reflects broader economic trends such as the increasing tendency of large companies to hold interests in all stages of the production and distribution (mine to shop-shelf) of their products; the movement of much manufacturing offshore; the diversification of distribution outlets (such as hardware shops, service stations and supermarkets) to offer an ever-wider range of cheap goods; and the clustering of like businesses.

In this environment, many of the traditional distinctions between industrial, service and retail land uses are becoming blurred. Traditionally, industrial uses have been separated from residential, commercial and retail uses for reasons of environmental health, segregation of heavy and light transport, and facilitating the development of appropriately sized lots. However, the trends noted above are leading to an increasing demand for large, relatively inexpensive sites for commercial and retail purposes, and these uses are establishing a strong presence in industrial areas, often in close association with manufacturing and service industries. This, in itself, can place pressure on these areas, driving rents up and affecting the viability of traditional industrial uses.

In the City of Stirling, our three industrial areas – Osborne Park, Balcatta and Dianella (Figure 1) – are currently undergoing such a transition. This leads to a number of unresolved issues, which are increasingly often requiring decisions and/or action on the part of the City, for example in considering development applications for non-traditional uses in these areas, in responding to zoning breaches, or in investment in infrastructure.

This document provides strategic direction and recommends formal instruments to guide Council in such decisions and actions. It draws freely upon and brings together a number of other internal documents, including in particular:

- COS n.d., *Osborne Park Industrial Area Strategy*, unpublished draft.
- COS 2004, “Strategic Direction for Industrial Areas”, Council minute 18 May 2004.
- COS 2004, “Strategic Direction for Industrial Areas: Outcomes of Council Workshop 23 June 2004”, Council minute 17 August 2004.
- COS 2004, *Local Planning Strategy*, unpublished draft (Chapter 6: “Industry”).
- Hames Sharley 2004. *Retailing in Industrial Areas*, 3 Issues Papers prepared for COS.
- Sinclair Knight Merz 2001, *Osborne Park Industrial Area Strategy: Traffic Study*, COS, Perth.

In addition, this document draws on and makes reference to the following:

- BSD 1994, *Stirling Regional Centre Structure Plan*, DPUD, COS and Westrail, Perth.
- COS 2002, “Glendalough Station Precinct Study – Implementation Options”, Council minute 15 October 2002.
- Hames Sharley 2001, *Stirling Regional Centre Enquiry By Design Workshop*, unpublished report to DOT, MFP and COS.
- Taylor Burrell Town Planning and Design 1999, *Glendalough Station Precinct Urban Design and Implementation Study*, COS, Perth.

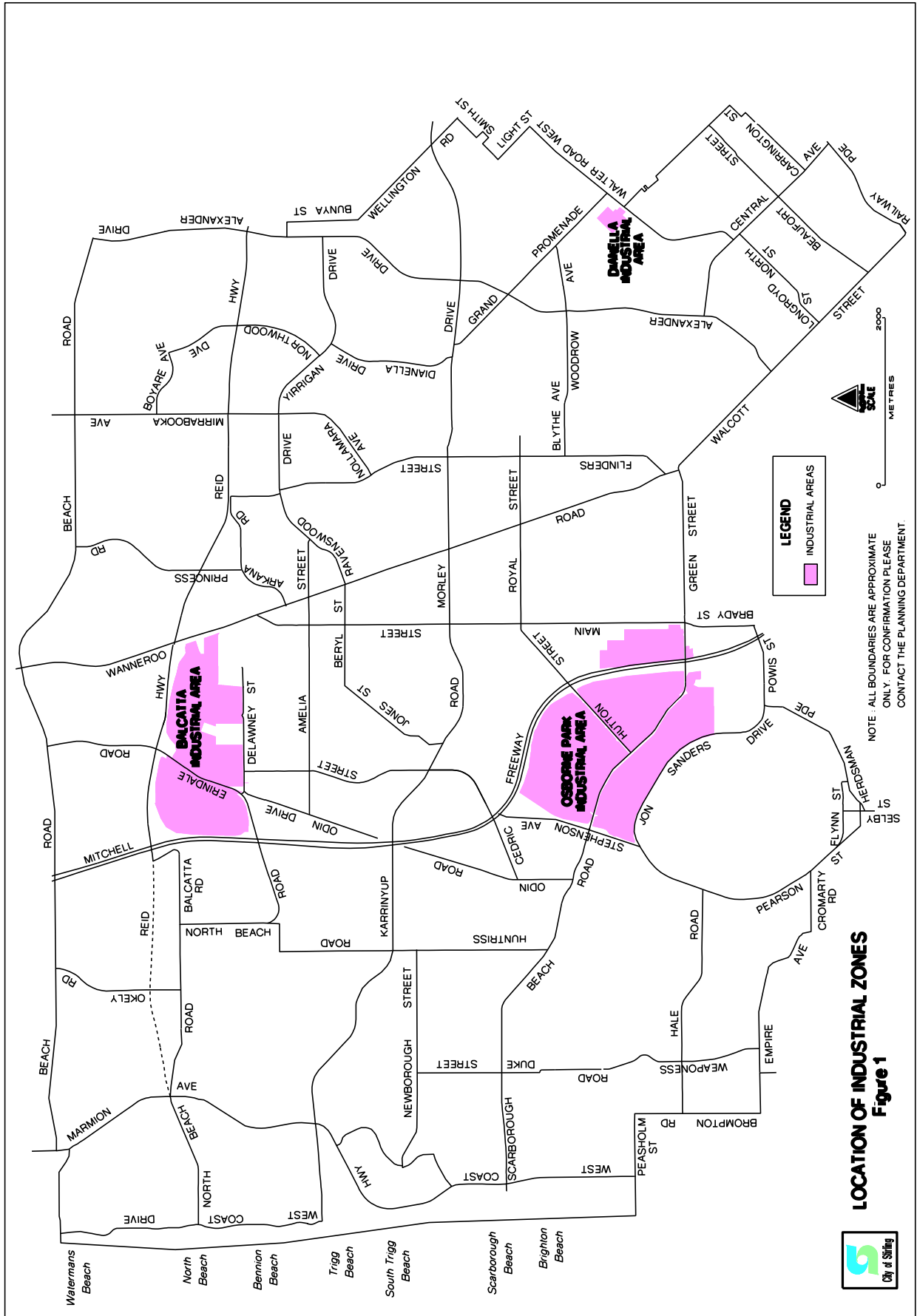


Figure 1: Location map

2 Planning Context

There are several State planning policies which may affect planning for the City's industrial areas and which, under the WAPC's Statement of Planning Policy No. 1: State Planning Framework, need to guide decision making. These include:

2.1 State Planning Strategy

The State Planning Strategy (SPS) provides the overall vision for the State, organised around the general theme of sustainability. Its principles, objectives and actions are primarily implemented through more detailed Strategic Plans, Statements of Planning Policy (SPP) and the Development Control Policy Manual (DC). However, the SPS also suggests specific strategies and criteria for the evaluation of plans and strategies. Most relevant to this document are the following, which fall under the economic and infrastructure principles:

- Provide flexibility in the planning system to meet the needs of small business;
- Make allowance for the needs of new industries and technologies;
- Integrate land use and transport planning;
- Plan for balanced travel (including the criterion: segregate heavy traffic).

2.2 Metropolitan Region Scheme

The Metropolitan Region Scheme (MRS) is the statutory planning scheme for the metropolitan area. Local Government Planning Schemes are required to be consistent with the MRS zonings and reservations; however where discrepancies exist, the local scheme prevails. The City's industrial areas are affected by 4 separate MRS zones/reservations:

- Industry: Balcatta and most of Osborne Park
- Urban: Dianella and that part of Osborne Park east of the Mitchell Freeway.
- City Centre: That part of Osborne Park west of King Edward Road and north of Scarborough Beach Road is part of the Stirling Strategic Regional Centre (see 2.8).
- Primary Regional Road Reserve: the western edge of Osborne Park borders on the reserve for the planned extension of Stephenson Avenue.
- Other Regional Road: Scarborough Beach Road, Hutton Street, Jon Sanders Drive.

In addition, parts of Osborne Park that lie within the Stirling Regional Centre and Glendalough Station Precinct are planning control areas under Clause 32 of the MRS Act. This status gives the WAPC the right to require certain classes of development to be forwarded to them for determination.

2.3 Metroplan

Metroplan, released in 1990, is the current broad strategic plan for the Perth Metropolitan Region. Chapter 5, "Planning for Industry, Commerce and Tourism", proposes strategic regional roles for industrial areas, nominating Kwinana as the key area for major heavy industries, and protecting a number of other Strategic Industrial Areas into which large-scale processing and wholesaling are to be concentrated. These SIAs are predominantly south of the Swan River; the exceptions are small areas at Landsdale and Malaga (the latter being the closest to the City of Stirling).

All other industrial areas, including Osborne Park and Balcatta (Dianella is not designated as industrial in the Metropolitan Region Scheme), are described in *Metroplan* as 'Mixed

Business' areas, in which a range of industrial and service-commercial uses might be promoted. The following policy measures are recommended:

- Encouraging a Mixed Business texture adjacent to Strategic Regional Centres;
- Supporting Mixed Business on the fringes of industrial estates in order to limit the penetration of non-industrial traffic;
- Presuming against Mixed Business where this would lead to "commercial ribbon development" along major highways;
- Establishment of performance criteria to facilitate a high standard of development;
- Limiting the retail and office components of Mixed Business areas through Scheme provisions.

2.4 Network city

Network city, the review of *Metroplan*, was released as a draft for public comment in September 2004. It is the result of extensive public participation program and, when adopted, will set a strategic direction for Perth and the Peel region for the next thirty years. *Network city* identifies 'industrial centres', including Osborne Park and Balcatta as important employment places, and recommends that they remain predominantly industrial and be protected from encroachment by other uses. However, it also flags a review of the functions and viability of Perth's existing industrial areas, and identifies the need for transitions and buffers between traditional industry and other uses, particularly commercial and residential uses. Metroplan's recommendations, particularly the first two as listed above, have similar purposes.

2.5 Metropolitan Centres Policy (SPP 4.2)

The Metropolitan Centres Policy establishes a framework for the planned development of commercial and retail activities within the Perth Metropolitan Region, identifying a hierarchy of centres into which commercial and retail activities should be concentrated. Within the City of Stirling, Stirling/Innaloo is designated a strategic regional centre, and Mirrabooka and Karrinyup are designated Regional Centres.

The policy does not support the establishment of retail and commercial developments outside of the designated centres or where they might undermine the viability of such centres. More specifically, it states that "[r]etail and commercial developments, unless incidental to or servicing industrial developments, should not generally be permitted in industrial zones" or along major roads. The policy does, however, allow for the location of bulky goods retailing in designated mixed business areas.

2.6 State Industrial Buffer Policy (SPP 4.1)

The State Industrial Buffer Policy's purpose is to ensure that industrial development can proceed without impacting upon the health and amenity of communities. It identifies generic buffer requirements for various land uses and requires that planning for industrial land take account of buffers in order to protect industry from the encroachment of incompatible uses, and to safeguard the amenity of surrounding areas.

The Policy, which is currently under review, provides for both on-site and off-site buffer requirements and enables the variation of the generic buffers where it can be scientifically demonstrated that such variation is warranted. The Policy further requires that Town Planning Schemes have regard for the buffer requirements of the Policy and that, once defined, specific buffers be recognised within the Schemes. Given that the current transition

tends towards lighter uses, the issue of buffers is not seen to be a major consideration for the purpose of this strategy (though it should continue to be for individual industry applications).

2.7 Public Drinking Water Source Policy (SPP 2.7)

This policy aims to ensure that land use and development are compatible with the protection of public water supply sources. It complements the Department of Environment's (DOE's) Water Quality Protection Note on *Land Use Compatibility and Public Drinking Water Source Areas* by bringing public drinking water source areas into the planning framework. SPP 2.7 is supported by the Development Control Policy DC 6.3: *Planning Considerations in the Metropolitan Region for Sources of Public Water Supply and Sensitive Water Resource Areas*, which allows the WAPC to refuse zoning and subdivision applications considered incompatible with the objective of protecting the water supply.

All of the Balcatta Industrial Area and a small section of Osborne Park lie within the Gwelup Underground Water Pollution Control Area. This area is designated Priority 3, meaning that the water source needs to co-exist with urban development and the risk of pollution must be limited and managed, rather than altogether avoided. Under SPP 2.7, no specific Scheme provisions are required for Priority 3 areas, but land use decisions must have regard to protecting the quality of the water source according to the Water Quality Protection Note. In general, this means that industrial uses with the potential for pollutant run off (and zoning that allows for such uses) could be considered incompatible and should be either not permitted or made discretionary uses and referred to the DOE for comment/advice prior to approval, particularly where the area is unsewered. If a proposal raises substantial concerns, DOE may refer it to the EPA for formal assessment.

2.8 Draft Caretakers in Industrial Areas Policy (PB 65)

A recent Planning Bulletin proposes a policy controlling the establishment of residential uses within industrial areas where these have the potential to undermine the viability of industry and/or the amenity of the residential community. It suggests that there should be a presumption against permitting caretaker dwellings in areas designated for general industry, but that they may be permitted, subject to tight controls, in such zones as mixed business which provide for a lighter mix of uses. In general, although the DPS 2 definition of caretaker's dwelling does not limit floor area as recommended in PB 65, demand for caretaker dwellings has been low in the City of Stirling, and is not considered currently to be a major issue.

2.9 Stirling Regional Centre Structure Plan

A structure plan for the Stirling Regional Centre (SRCSP) was released by the then Department of Planning and Urban Development in January 1994. The plan's area of influence includes that part of Osborne Park west of King Edward Road and north of Scarborough Beach Road (the "Industrial Precinct" or Precinct 2) as part of the regional centre. It recommends for this precinct:

- restructuring of lot boundaries,
- encouragement of high quality service commercial/showrooms fronting King Edward Road, and
- long term development of the large, under-utilised lots in the precinct's centre for high density (R160) residential use. At the time, this precinct was seen as the main opportunity to include a residential component in the regional centre. Given that those lots' use has since intensified, this recommendation requires review.

The industrial precinct was not included in Town Planning Scheme 38, so far the major implementation instrument for the SRCSP. Rather, progress on planning for this area has been largely associated with investigations into the future (or possible deletion) of the Stephenson Highway (extension of Stephenson Avenue):

- In 2001, the Department of Transport engaged Hames Sharley to conduct an Enquiry By Design Workshop exploring various scenarios for the design of the extension; including revisiting land use and built form recommendations for the SRCSP's Precinct 2. The conclusions of the workshop suggested a pattern with showrooms and commercial uses centred on a technical education facility. This preferred pattern was based on assumptions about the road network.
- Since then, the Department for Planning and Infrastructure, the City, and Main Roads WA have been working on detailed design options for the highway extension and associated road links, with a preferred option soon to be endorsed (see Section 6.1.7).

However, the SRCSP does recommend that each precinct become the subject of separate development schemes (see 6.2.4), of which TPS 38 was the first, providing for "performance based zoning", development policies and public works.

3 Issues

3.1 Extent of the transition

Between 1997 and 2001, office floorspace increased by 21% in the City's industrial areas, bulky goods retail (showrooms) floorspace increased by 13% and shop floorspace by 6%. In the same period, service (customer-oriented) industries also increased their floorspace by 13%, but manufacturing/processing floorspace decreased by 12%.¹ These figures illustrate the increasing establishment commercial and customer-oriented uses in industrial areas, a trend not restricted to the City of Stirling but repeated throughout the Perth metropolitan region.

The increase in retailing (both showrooms and shops) in the City's industrial areas has received particular attention recently, partly due to concerns about the number of businesses – especially clothing outlets – operating illegally, and partly associated with recent development applications. To a large degree, this apparent increase, particularly within Osborne Park, is exaggerated by the fact that most retail outlets are highly visible, being located along major thoroughfares such as Scarborough Beach Road, King Edward Road, Hutton Street, Hector Street and Frobisher Road. The tendency for retailing to be concentrated on major roads provides a false impression of the depth of retailing which drops away with distance from these roads.

However, the trend appears to be firmly established. Large-scale retail activities – particularly bulky goods showrooms and warehouse-style shops – often prefer the industrial zones' large inexpensive sites and car-oriented access arrangements to traditional commercial centres. The highly accessible positions on the Mitchell Freeway of both Osborne Park and Balcatta also contribute to the attraction of these locations for a broad range of service / retail based activities that clearly cater for a regional, rather than a local, market. The clustering of outlets selling similar products provides shoppers with a destination that draws from well beyond the City.

Osborne Park has become the most important bulky goods retail area in Perth. A reported high level of awareness on the part of eastern states operators of Scarborough Beach Road

¹ In this document, all floorspace figures come from DPI 2003, *Land Use and Employment Survey 2001/02*. They are, therefore, a few years out of date, but give a general indication of trends.

as the bulky goods market for Perth (Hames Sharley 2004) suggests that the City of Stirling will continue to be presented with applications for these types of uses in Osborne Park and, to a lesser extent, Balcatta. When the dramatic recent increase in office floorspace is also taken into account, it seems clear that the extent of the industrial areas' transition is such that it requires better understanding and management.

3.2 General issues

The transition of industrial areas brings about tensions between market trends and the traditional planning objective of keeping industry separated from other uses. In particular, it raises the following concerns:

3.2.1 Economic

There are three major economic issues arising from the transition. Firstly, the encroachment of intensive uses is almost guaranteed to increase land costs in industrial areas, placing them out of reach of some processing sector businesses, whose profit margins are differently structured. This undermines the viability of such businesses and leaves traditional industry with no place to go.

Secondly, the dispersal of 'lighter' uses into industrial areas could reasonably be expected to undermine the goal of establishing an orderly hierarchy of commercial centres where such uses are concentrated. It is for this reason that the Metropolitan Centres Policy presumes against permitting retail and commercial development in industrial zones. In the City of Stirling's case, it can be hypothesised that Osborne Park and Balcatta are competing directly for certain commercial and retail markets with Innaloo and Mirrabooka Regional Centres, and possibly impacting on their viability.

Thirdly, the environmental and traffic/transport issues noted below raise significant infrastructure issues, potentially requiring substantial investment.

3.2.2 Environmental

Some types of industry have offsite impacts such as noise, odour and pollutant emissions, and for this reason have traditionally been segregated from intensive and customer-focused uses. As commercial, retail and public uses encroach on industrial areas, such segregation becomes impossible.

In general, too, commercial and retail uses tend to demand a higher quality of presentation than traditional industry. Their increasing presence in the industrial areas has begun to lead to some political pressure to improve the areas' amenity, for instance through improved verge treatments, open space, street lighting, underground power, and street signage. Apart from being very costly, such improvements have the potential to further raise local rents and accelerate a trend that is not yet adequately understood or managed.

3.2.3 Traffic and Transport

Apart from the desirability of keeping heavy transport movements out of public/customer use areas, the frequent movements and high parking demand associated with retail need to be properly planned for. In particular, retail outlets selling consumer goods (as opposed to trade-related or occasional goods), require additional access and generate distinct and significant peak traffic and parking times that need to be catered for. The presence of retail and commercial uses also generates increased pedestrian usage, adding to the safety concerns and infrastructural requirements outlined below.

The draft Osborne Park Industrial Area Strategy notes that parking shortages occur consistently in Walters Drive, where there is a high concentration of office buildings, and along Hutton, Frobisher, and Hector Streets. These latter pockets seem to correspond with the highest concentrations of retail outlets, many of which are illegally established on sites originally developed for less intensive purposes. The OPIAS traffic study (SKM 2001) also identified occasional parking shortages and congestion at peak times (principally Saturday mornings) on Scarborough Beach Road, suggesting that these are associated with the high number of retail showrooms there. Retail generates peak-time traffic that is both higher volume and slower moving than Scarborough Beach Road was designed for, as bulky goods shoppers tend to be looking for particular places in an area they may not be familiar with. Moreover, this form of development has resulted in an excess of access points off the regional road, which further slows traffic and is potentially dangerous. Hutton Street was also identified as a dangerous road; insufficient capacity for the amount of traffic it routinely carries leads to erratic driving behaviour at all its intersections.

Finally, the transition from industry to mixed business – and especially the growing number of primary office/business uses – suggests an increasing number of commuters, whose transport choices need to be considered in this Strategy. Currently, Osborne Park is served by Glendalough Railway Station and a high frequency bus route on Scarborough Beach Road; however this accounts only for a limited portion of the Industrial area. Stirling Station, which serves the adjacent Stirling Strategic Regional Centre, is very poorly connected to Osborne Park for both cyclists and pedestrians. The City has major improvement plans in development for the areas around both Glendalough and Stirling stations, part of whose emphasis is on improving road, public transport, pedestrian and cycle links and encouraging the concentration of intensive uses close to the station; both projects are currently unfunded, however (see 3.4.4). Dianella is well served by busses, but public transport to Balcatta is limited to Erindale and Wanneroo Roads. Balcatta is too far from both Stirling and Warwick train stations for rail travel to be a feasible option in itself for its commuters.

3.3 Scheme and policy issues

In addition to the above general issues, there are particular concerns related to the City's current land use and development provisions for industrial areas.

3.3.1 Current Provisions

District Planning Scheme Number 2 permits or allows for the approval of the following uses in industrial zones:

- *Industrial uses:* automotive/marine, general, noxious, service
- *Storage and distribution:* builder's yard, fuel depot, transport depot, warehouse, trade display
- *Public utilities,* radio equipment, and civic uses
- *Carparking station*
- *Commercial:* office, medical/veterinary consulting, funeral parlour
- *Food:* restaurant/nightclub, take away/fast foods, tavern
- *Entertainment:* amusement area, betting agency, cinema/theatre, club premises, indoor sports centre, public amusement, reception centre
- *Retail:* garden centre, car yard, showroom (as an incidental use)
- *Residential:* caretaker's dwelling
- *Other public uses:* public worship, educational establishment

“Shop” and “personal services” are not-permitted uses in the industrial zone, and the definition of “Showroom” explicitly excludes the sale of many types of goods thought to be more suitable for sale from retail centres, including:

- Foodstuffs, liquor and beverages,
- Clothing or apparel,
- Magazines, newspapers, books and paper products,
- Medicinal and pharmaceutical products,
- China, glassware and domestic hardware,
- Items of personal adornment.

The conditions under which showrooms are permitted are defined in a “Sale of Goods” provision in the Scheme, which specifies that the goods for sale must be manufactured and/or stored in bulk on the site, and that the retail part of the business must take up not more than 30% of the GFA of building(s) on the lot. This provision also permits the sale of those goods excluded from the definition of showroom, only if such goods are manufactured on site.

Council also has an Industrial Showrooms Policy (and related Development Policy N101601: Industrial Showrooms – Rezoning), which states that where proponents wish to develop large and specialised showrooms that exceed 20% of the GFA², a rezoning to “Special Use” may be initiated. The Industrial Showrooms Policy specifies that such rezonings should be limited to Scarborough Beach Road, Erindale Road and Wanneroo Road and that they must address traffic issues associated with the change of use.

3.3.2 Issues Arising

A number of issues arise from the current provisions. **Firstly**, they permit a number of commercial, entertainment and public uses to be established as stand-alone uses in the industrial zone. As noted above, this potentially raises a number of general issues and is contrary to the Metropolitan Centres Policy.

Secondly, the definitions for retail types under DPS 2 may not accurately reflect contemporary trends. In particular, the distinction between “shop” and “showroom” is made on the basis of the kinds of goods made available for sale; however, the showroom definition, being based on explicit exclusions, allows for no discretion, thus providing space for a range of retail outlets that should normally be considered shops: for example, selling sporting goods, toys, music, electrical appliances/equipment and other ‘cash and carry’ items. Further, the market is establishing growing niches for outlets that cut across these definitions, for example by selling both building supplies and domestic hardware.

Moreover, there seems to be a growing market for large-format, warehouse-style outlets from which manufacturers sell surplus stock (particularly clothing and kitchenware) direct to the public; this style of ‘factory outlet’ has established a non-conforming presence in the City’s industrial areas (see below). These outlets are popular with consumers because they are cheap, taking advantage of the lower land costs and rent in these areas. However, under DPS 2 they should be considered “shops”, and not permitted in the industrial zone.

The WAPC’s Planning Land Use Categories include the category “other retail” for bulky goods outlets not suited to shopping centres (roughly equivalent to DPS 2’s “showroom”), but

² There is a discrepancy between this policy and the 30% limit in the Scheme’s Sale of Goods clause. However, this is not seen as an urgent matter as, firstly, the Scheme prevails and, secondly, any rezoning applications indicating that less than 30% of the floor area is to be showroom are considered on their merits.

do not provide clear guidelines for dealing with the broad-range and factory-direct warehouse-style shops described above.

Thirdly, the provisions regarding retail in industrial areas do not accord with actual patterns of use. Because the City's Scheme definitions differ slightly from the categories used in the DPI's Commercial Land Use Survey, it is difficult to assess the extent of this discrepancy in the absence of a full audit. However, it is known that a significant number of outlets selling clothing, kitchenware, and other goods excluded from the "showroom" definition are operating from the City's industrial areas.

An examination of small, random sample of clothing outlets in Osborne Park indicates that most of them represent a change of use from that originally approved. That is, the current proprietors have purchased a building originally approved as a factory or warehouse, and converted it into a retail outlet. In none of the cases examined was the change of use approved. However, in 1991-92 the City investigated the retail outlet operated by Supré in Hector Street. The outlet's permissibility under DPS 2 was considered marginal because of a loophole in the "sale of goods" provision, and Council resolved to take no further action. Since then, a number of similar operations have clustered around the Supré site.

A recent application for a 'factory outlet' centre (similar to Harbourtown in West Perth) in Osborne Park represents the potential 'next stage' of an unchecked transition of the industrial zone. In this centre, it was proposed that a number of small 'factory outlets' would assume tenancies in a single large building. Although they would nominally have been selling factory surplus, there would have been no difference in planning terms between these outlets and conventional shops. Thus, the application was essentially for the approval of a shopping centre, and had to be refused.

An additional trend is the establishment of cafeterias within showrooms and service industry premises. These are increasingly being opened to customers and the general public, and adding to the non-industrial character of the areas.

The existence of shops and eating places in the industrial areas is problematic for a number of reasons, as outlined under "general issues" above.

Fourthly, to date there has been a number of ad hoc scheme amendments under Policy N101601, establishing Special Use zones for bulky goods showrooms on the subject roads. On Scarborough Beach Road, these rezonings have provided a mechanism towards widening the road. The policy dates from 1985, and there is seen now to be a need to develop a more consistent and orderly approach to managing such operations and their associated traffic issues.

3.4 Locality-specific issues

3.4.1 Residential Interface

An issue pertaining specifically to the Dianella Industrial Area and that portion of the Osborne Park Industrial Area east of the Mitchell Freeway is that of the interface between industry and residential uses, and the resultant conflicts with respect to noise, emissions, traffic, and general amenity. While this issue is not particularly associated with the transition of these areas, this strategy provides an opportunity to propose measures to manage these areas in the long term.

There are particular traffic management issues associated with Osborne Park East, due to its disconnection from the rest of the industrial area by the Freeway. Industrial traffic feeding onto Hutton Street and the northbound Freeway currently has a choice of using residential streets or travelling further via Main Street. The latter choice creates occasional problems at

some Main Street intersections (such as Roberts Street) and detracts from the pedestrian amenity in the Main Street commercial centre.

3.4.2 Special Garden Industrial Area

The Balcatta Industrial Area has developed more recently than Osborne Park or Dianella, and has a more attractive, landscaped quality reflecting the higher development standards under its “Special Garden Industrial” zoning. It is considered desirable to retain these higher standards which give the area its special character.

3.4.3 Herdsman Business Park

The Herdsman Business Park, centred on Walters Drive south of Scarborough Beach Road, was developed under its own town planning scheme (TPS 30) and has a conspicuously different nature from the rest of Osborne Park, with a predominance of stand-alone office blocks and administrative headquarters and a generally higher quality of development. This pattern of use is well established and seen as an appropriate direction for the area, which incidentally borders on Herdsman Lake, a regionally significant wetland.

HBP is very poorly connected to the rest of Osborne Park, access being limited to Selby Street North at the western extreme and an indirect link via Harborne Street at the eastern. In comparison to other major business nodes, then, HBP is considered rather inconvenient to access, and it has been suggested that it should be directly linked to the Mitchell Freeway via an extension of Hutton Street. However, this suggestion cannot be endorsed without further research. The current arrangement has some significant advantages in terms of this strategy:

- The introduction of a thoroughfare would have major traffic management implications and could exacerbate an already difficult situation. Of particular importance is the fact that Hutton Street is already over-utilised and accident-prone – any plans to extend it would need to be accompanied with a full upgrade and widening of the road (a previous plan to widen and improve Hutton Street was rejected in 1999 because of opposition from local business owners).
- Its special character – quite different from both SBR and the industrial area north of SBR – is somewhat protected from encroachment by incompatible uses (in particular, showrooms);
- The implications of further disconnecting the HBP from the rest of the industrial zone by introducing separate provisions for SBR are relatively insignificant.

3.4.4 Stephenson Highway

As discussed above (2.8), the area west of King Edward Road is part of the Stirling Strategic Regional Centre. It borders on the MRS reserve for the proposed extension of Stephenson Avenue, which in turn separates Osborne Park from Innaloo Shopping Centre. The area is currently dominated by office and storage/distribution uses, with a small number manufacturing businesses and utilities. In 2001, it appeared to contain only a handful of showrooms (all fronting King Edward Road) and almost no service industry, indicating that in spite of its proximity to Stirling Railway Station its current form is unsuited to a customer orientation. However, with careful planning and the creation of appropriate road links, this area may provide an opportunity to create a multi-functional transition zone between the commercial centre at Innaloo and the industrial area, in accordance with the recommendations of *Metroplan* and the SRCSP.

3.4.5 Glendalough Station Precinct

The area immediately surrounding Glendalough Station, incorporating the southern third of Osborne Park East, is the subject of a separate study (Taylor Burrell 1999) whose objectives

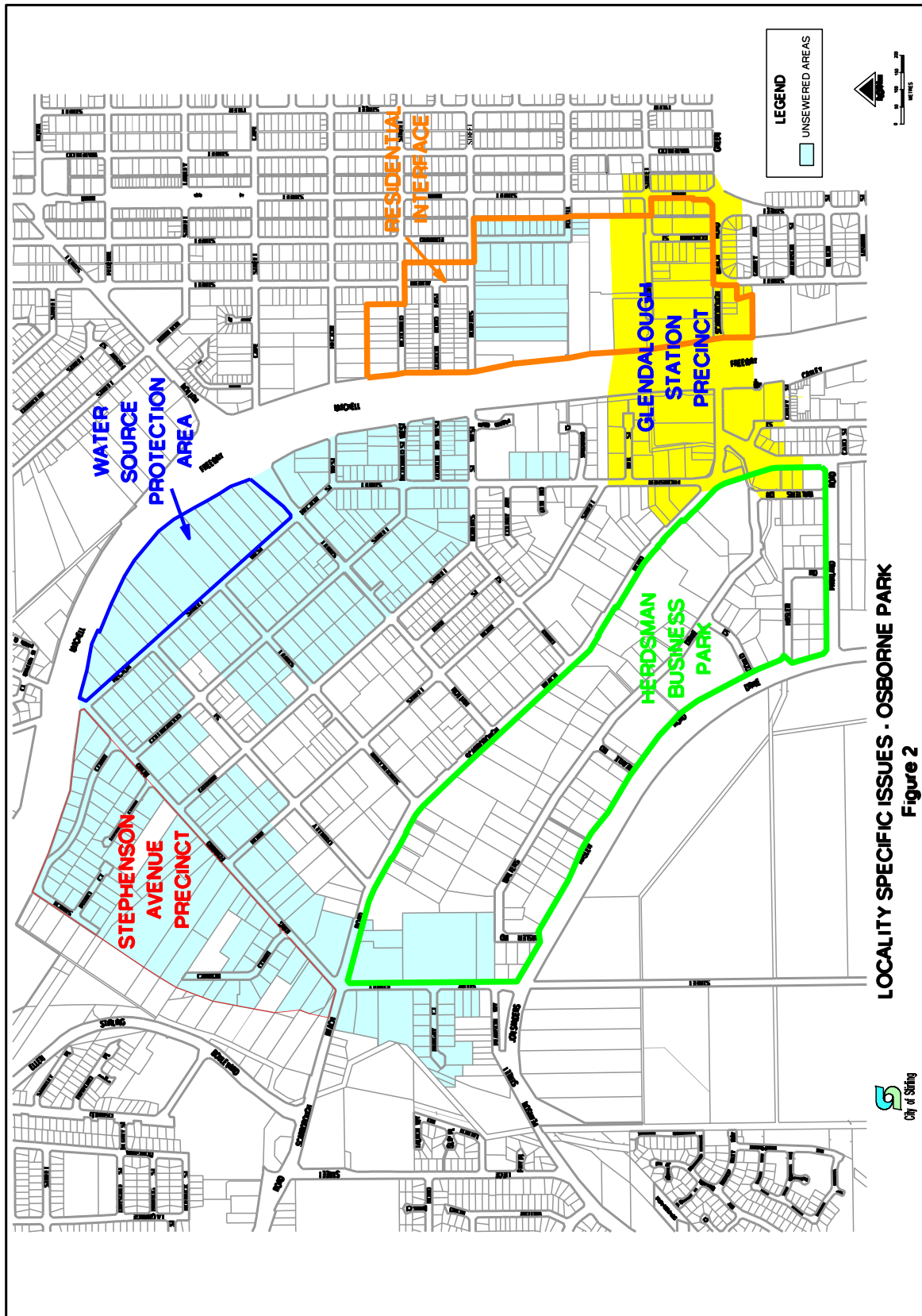


Figure 2: Locality-specific issues, Osborne Park Industrial Area

include taking advantage of the precinct's strategic location by promoting a more intensive pattern of development, including office, retail and medium-high density residential uses, as well as to improve transport choices and links between pedestrian, cycle and public transport routes, in accordance with the WAPC's policies on transport and land use.

The present form and land use patterns of this area are far from the above ideal. The area is very poorly connected due to the Freeway, and is dominated by large-scale activities: car yards, showrooms and service industries fronting Scarborough Beach Road, with major processing (including noxious) industries in the hinter blocks.

Implementation of the Glendalough Station Precinct Study therefore involves extensive capital works in addition to statutory and policy amendments, and is currently not budgeted for; nor has any financial, logistical or professional support been forthcoming from either State agencies or land owners at this stage. However, Council's commitment to its principles and the longer term potential identified for the area should be taken into account in this strategy.

3.4.6 Services and groundwater

Another issue pertaining to Osborne Park is that much of the industrial area remains unsewered, and the Water Corporation has no current plans to change this.

Finally, it should be recalled that all of the Balcatta Industrial area and a small portion of Osborne Park (that area north-east of Hector Street) lie within a designated Water Source Protection Area. This matter is to be dealt with in the City's Scheme review as required by the Model Scheme Text.

4 Council Direction

A synopsis of the above issues were presented to Council on 18 May 2004 with a range of options for addressing the 'most urgent' issue – the growing establishment of not-permitted uses (in particular shops) within Osborne Park and, to a lesser extent, Balcatta. These options included:

- doing nothing;
- enforcing current provisions;
- freeing up current provisions to allow the market to establish stable patterns;
- making minor amendments to the Scheme definitions to better fit actual uses; and
- conducting a more comprehensive review of provisions, including spatial controls.

Council decided upon the latter of these options as having the most potential to address their concerns.

Following that decision, a Council workshop was held on 23 June 2004. At this workshop, Councillors considered a number of use types and associated issues, and discussed general directions for the City's industrial areas. A set of principles emerging from the workshop were reported to Council on 17 August 2004, and endorsed for the purpose of developing an indicative Strategy:

- It is very important that traditional industry retain a place in our industrial areas;
- Certain types of non-industrial uses, including bulky goods showrooms and stand-alone offices, are also appropriate to be located in industrial areas, but they should be restricted to main roads and specific nodes so as to minimise pressure on traditional industry;
- Conventional retail, restaurants and similar intensive customer-focussed uses should not be permitted in industrial areas, but rather encouraged to locate in commercial centres;

- The development of showrooms and other retail outlets has helped to improve the attractiveness of parts of Osborne Park and Balcatta;
- For aesthetic and other environmental reasons, it may be appropriate to consider making traditional industry a discretionary use in those parts of Osborne Park and Balcatta where commercial and customer-oriented uses dominate;
- Overall, the strategy should be oriented to managing the market trends that are changing the nature of our industrial areas, rather than trying to reverse them.

Based on these principles, the broad outline of this strategy – the precinct types and associated spatial controls – was developed and specific spatial issues were discussed at a second Council workshop on 1 September 2004. The current document reflects Council's directions as expressed at that workshop, as well as subsequent discussions with staff from the Department for Planning and Infrastructure.

5 Aims and Objectives

The indicative plans and implementation strategies outlined below attempt to:

- 1 Protect the place of traditional processing and service industries in the district:
 - Provide for a range of industry types.
 - Avoid conflict between traditional industries and sensitive land uses.
- 2 Provide for emerging categories of business that are seen as suitable to be located in industrial/mixed business areas, including limited large-scale customer-oriented uses such as showrooms:
 - Clearly define and delimit locations where such uses can be encouraged.
 - Discourage establishment or expansion of incompatible industries in these locations.
 - Promote a high level of aesthetics and amenity in these areas.
- 3 Protect the maintenance of an orderly hierarchy of commercial centres:
 - Discourage the establishment/expansion within the industrial areas of most commercial and retail uses, which are seen as more appropriately directed into commercial centres.
- 4 Manage the industrial-residential interface in Dianella and Osborne Park East.
 - Observe industrial buffers wherever possible.
 - Facilitate a transition to residential uses in Dianella Industrial Area.
- 5 Identify development directions for the following specific areas within Osborne Park:
 - Herdsman Business Park
 - Glendalough Station Precinct
 - Stirling Regional Centre (Industrial Precinct)
- 6 Address, as far as possible, parking and traffic management issues resulting from changes in development direction in the industrial areas.
 - Ensure adequate parking is provided for commercial and customer-oriented uses.
 - As far as possible, mitigate traffic pressures on regional roads.

6 Management Strategies

6.1 Precinct types

The proposed strategy to achieve the above objectives involves distinguishing a number of different precinct types (Figures 3-5) under the general category of “industry”.

6.1.1 General industry

Areas not designated otherwise should remain available for general industry, and discourage the establishment of uses that are either incompatible with this aim (because of potential land use conflicts) or more suited to commercial centres. In general this means that:

- Industry of most types (including storage and distribution) will be permissible;
- Non-industrial uses should be strictly limited to either incidental uses (e.g. administrative offices, trade displays, child care) or to small-scale operations serving only a local workforce (e.g. lunch bars).³

6.1.2 Service/Showroom

The frontages of major roads (as shown in Figures 3-4) are proposed as service/showroom areas, with a general orientation towards customer-oriented industrial uses and bulky goods sales. In this precinct type:

- Industry should be limited to uses that do not impact negatively on the amenity of the area;
- Showrooms would be permissible as a stand-alone use;
- Certain other commercial uses might also be permissible, provided that they are of a type not used regularly by most individuals and not considered better suited to commercial centres. In general, this means that the businesses are not convenience-based, are large-scale and *by the nature of the business* are oriented to private vehicle custom (e.g. vet hospitals, funeral chapels);
- Other retail uses (apart from lunch bars) should in general not be permitted as stand-alone uses.

It is acknowledged that this strategy does not contain the commercial ‘ribbon’ development that has established itself along the regional roads; nor is it considered possible to do so. Therefore, will be a need in this precinct type – and especially along Scarborough Beach Road and Hutton Street – to provide for additional measures to address the traffic flow, accessways, and pedestrian safety issues that result from increased commercial usage (see 3.2.3). This may include, for instance:

- Control of signage and other streetfront accessories to minimise visual obstructions and enhance legibility;
- Requiring consistent setbacks to improve legibility;
- Restricting the number of cross-overs, for example by requiring businesses to share front parking areas (where levels permit);
- Capital works (in particular, provision of a service road for Scarborough Beach Road, and widening Hutton Street).

³ “Lunch bar” is not currently a use class under DPS 2. This strategy suggests introducing such a class, distinguished from fast food take away in that trading hours are restricted (in line with the Model Scheme Text - see Section 6.3.2).

This precinct type is thought to require somewhat more flexibility and discretion than the general industry areas. Other objectives include:

- Promote a form of development whereby uses of higher aesthetic quality (such as showrooms) dominate the streetscape, with storage and light industrial uses 'out the back'.
- Enhance amenity through setback, design and landscaping requirements.

6.1.3 Business Park

The Herdsman Business Park (HBP) has a well-established pattern of development dominated by high quality offices, many of which are stand-alone; this is seen as an appropriate pattern for this area, which borders on a regional park and is highly visible from a regional road.

However, the current form of the HBP poses significant parking and traffic management constraints: there is limited land for private car parking, and all local traffic is directed onto Walters Drive via four links from the south/south-west. Largely for this reason, there is a general presumption against customer-oriented uses unless strictly secondary to a primary industrial use, and limited as to floor area.

More generally, in this precinct type:

- Noxious and extractive industries should be discouraged;
- Industry of most other types should be permissible;
- Service industries should be subject to strict traffic management and parking standards;
- Offices might be permissible as a stand-alone use;
- Other commercial and retail uses (apart from lunch bars) should be strictly limited to small-scale incidental uses.

Other objectives for this precinct type include:

- Promote a form of development whereby offices and similar uses of higher aesthetic quality dominate the streetscape, with storage and industrial uses 'out the back' wherever possible.
- Enhance amenity through setback, design and landscaping requirements.
- Improve provision of private car parking.

6.1.4 Residential interface

There is a need to manage the residential interface in Dianella and East Osborne Park. This is a complex problem, as there are different constraints operating in different parts of the areas. Dianella and that part of Osborne Park east of the Mitchell Freeway and north of Roberts Street are characterised by a grid street pattern, relatively small lot sizes⁴, a predominance of service industry, office and storage uses. All blocks within these two areas are within 250 metres of medium density residential areas and their future needs to be managed in accordance with the Industrial Buffer Policy.

The remainder of Osborne Park East has significant constraints, including a lack of sewerage; large, oddly shaped lots; and extremely poor access/permeability. It is currently dominated by storage/distribution and service industry uses on strata-divided lots with internal access arrangements. Any orderly transition to lighter or residential uses, will be contingent upon extensive infrastructure upgrading.

⁴ Though in the case of Osborne Park East, a number of uses appear to cross lot boundaries.

Dianella

Council's preferred direction for the Dianella Industrial Area is to facilitate a long-term transition to residential. This direction is seen as compatible with market trends, and the City has recently received a number of rezoning (to R40) applications for lots on the boundary of the Industrial zone. Given the size and number of the lots involved, there may be a need to coordinate this process to achieve an appropriate standard of development that connects well with the current roads and services systems. In the mean time, it is not proposed to complicate the matter by introducing the issues associated with the emerging customer uses.

Osborne Park East

Given the major structural issues in Osborne Park East, achieving any comprehensive land use change would be enormously costly and require considerable further research and consultation. In the mean time, Council's preferred direction is to:

- retain the general industrial character of the area;
- limit the impact on adjacent residential areas by applying buffers and related conditions where necessary;
- Strictly limit commercial, retail (apart from lunch bars) and residential uses to small-scale incidental uses (administrative offices, trade displays, caretaker dwellings).

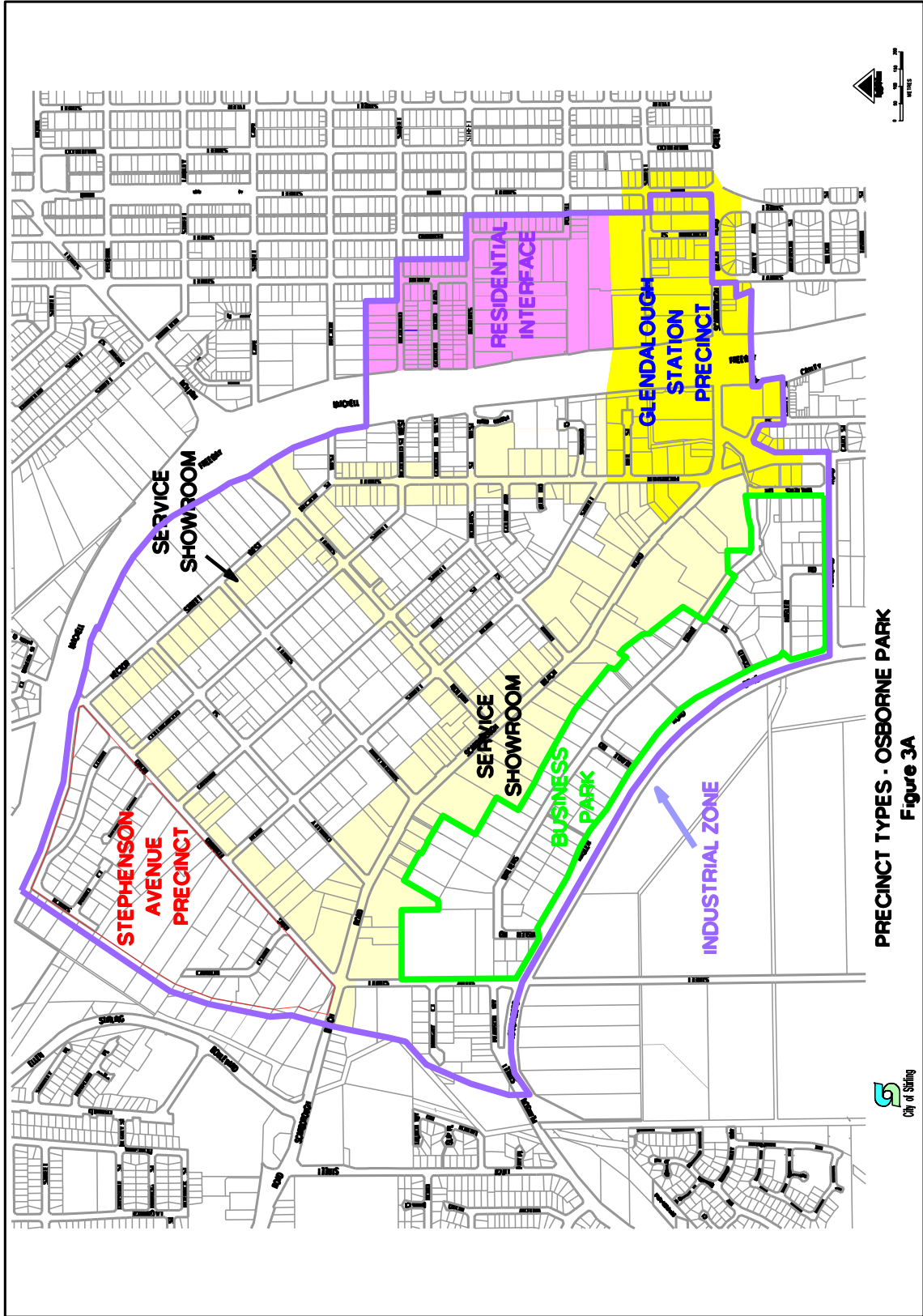
6.1.5 Glendalough Station Precinct

The Glendalough Station Precinct poses significant problems. Ideally, it should be managed in favour of Council's (and the WAPC's) long-term vision that it become a mixed-use area incorporating commercial, customer-oriented and medium/high-density residential uses. Objectives for this precinct, outlined in more detail in the Glendalough Station Precinct Study, include:

- Encourage intensive commercial and/or residential uses immediately surrounding the railway station.
- Improve appearance and image of the area.
- Enhance pedestrian network (including links with train station).
- Improve infrastructure (including roads) and accessibility.

However, the precinct's present pattern (apart from its residential portion) is dominated by large-scale service industry, showrooms and car yards along Scarborough Beach Road and Harborne Street, with storage/distribution, manufacturing/processing (including some noxious industries) and some offices behind. Many of these developments represent considerable investment on the part of the owners, and are unlikely to move in the short-medium term. In addition, many of the lots are very large and access/permeability behind the regional roads is limited due to the area's dissection by the Mitchell Freeway.

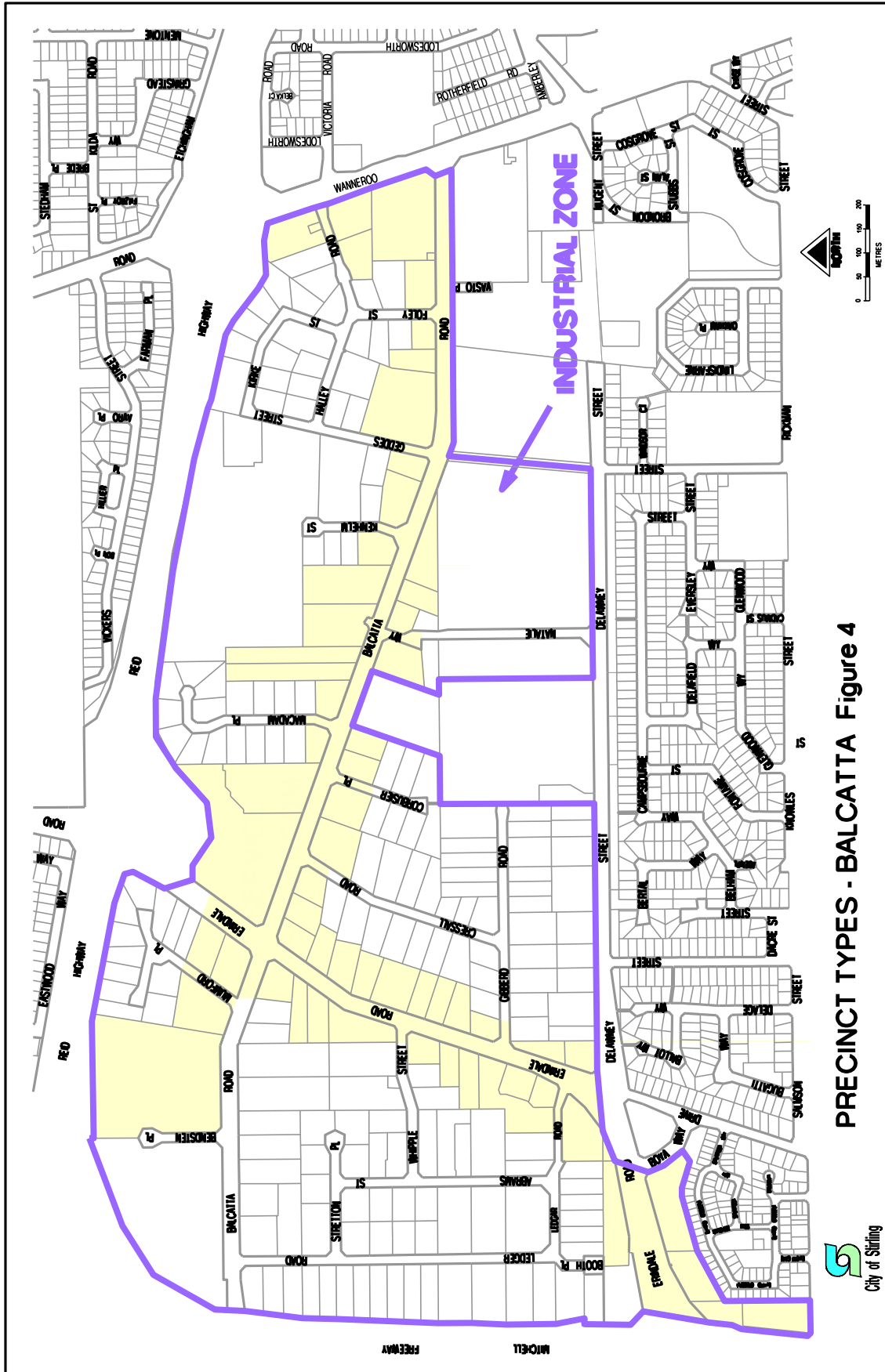
All this suggests that, in the absence of a properly resourced precinct development plan, Council may need considerable flexibility to negotiate regarding changes of use and form. In The direction proposed by this strategy is that Glendalough Station Precinct be incorporated into the service/showroom precinct type, with the general objectives of privileging customer-oriented uses and high amenity development over traditional industry, but that Council retain some discretion to approve a wider range of commercial uses (for example stand-alone offices, medical centres) closer to the railway station.



PRECINCT TYPES - OSBORNE PARK
Figure 3A



Figure 3: Precinct types, Osborne Park

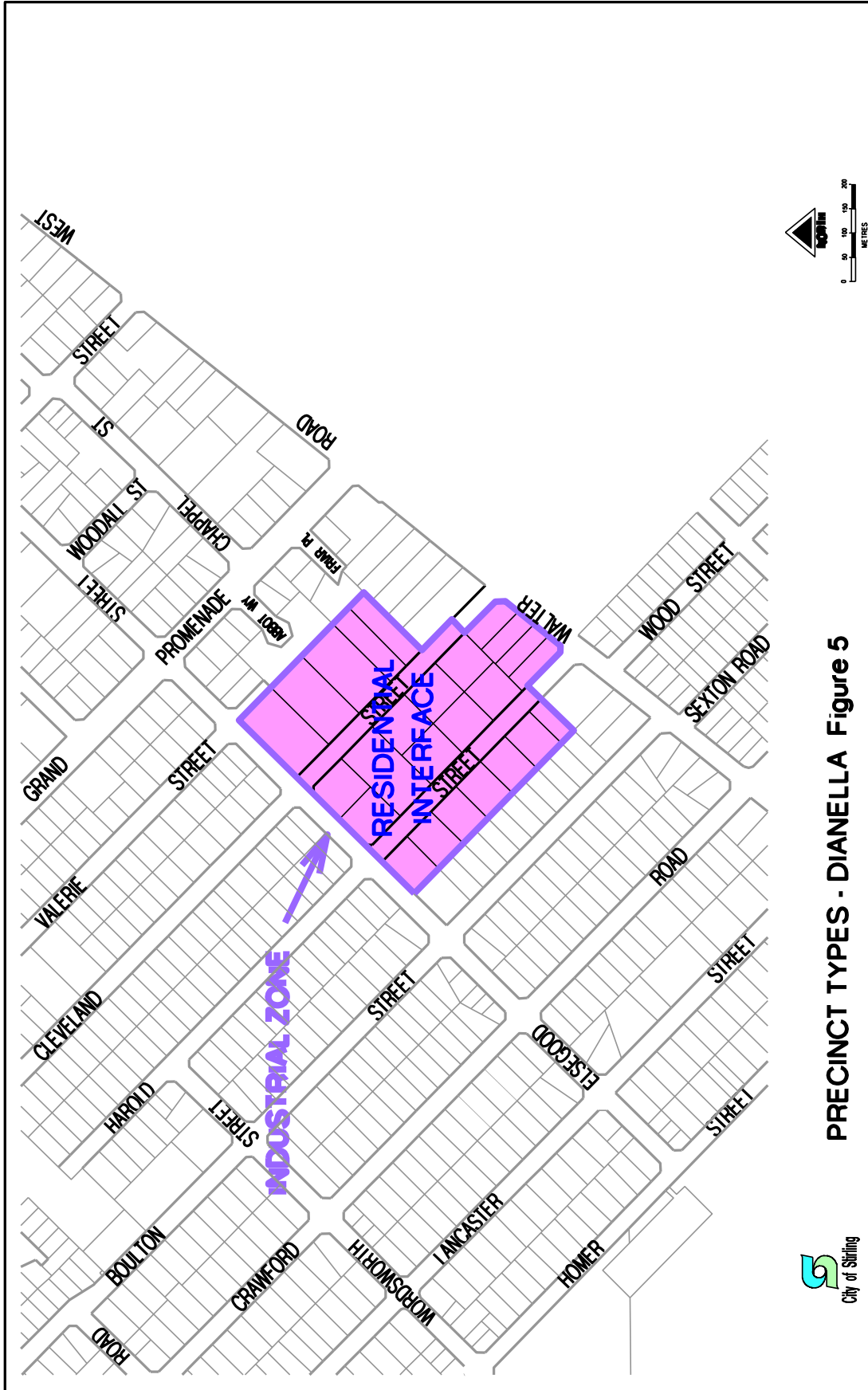


PRECINCT TYPES - BALCATT A Figure 4



0 DEVELOPMENT/PLANNING/PRODUCTS - STRATEGIC INDUSTRIAL GENERAL PLAN June - 7 October 2004

Figure 4: Precinct types, Balcatta



PRECINCT TYPES - DIANELLA Figure 5



OUR DEVELOPMENT AND PLANNING PROJECTS - STRATEGIC INDUSTRIAL GENERAL DEVELOPMENT - 2 October 2024

Figure 5: Precinct types, Dianella

6.1.6 Stephenson Avenue Precinct

Ideally, in accordance with objectives of the SRCSP, the long-term development of the Stephenson Avenue Precinct would create a transition zone between the Innaloo shopping precinct and Osborne Park Industrial Area, including a mix of commercial, public, customer-oriented and possibly residential uses, with a high level of amenity.

As noted above (Section 3.4), however, the current form of the area is completely unsuited to customer-oriented, community or residential uses, and major capital works would be required before such forms of development could realistically be encouraged. The City is currently working with DPI to progress the design of the Stephenson Avenue extension, including consideration of road links between Innaloo and Osborne Park, which would significantly enhance the precinct's potential. A preferred design is expected to emerge from this process before the end of 2004, with an implementation strategy still to be developed.

Given the extremely long-term nature of the Stephenson Highway project, the City has also engaged Sinclair Knight Mertz to consult with stakeholders (including major land holders) to identify options for a staged approach to constructing the extension and associated links. This project is current, and may provide an avenue through which some capital works in the area can be brought forward.

In the mean time, pending more certainty as to its eventual form, little change can be effected in this precinct, other than to try to discourage land uses that seriously conflict with the long-term vision for the area, such as noxious industry.

6.2 Instruments

A number of possible instruments (and combinations of instruments) could be drawn on to establish/promote the precinct types, depending upon the level of flexibility preferred by Council.

6.2.1 Zoning

New zones equivalent to the precinct types listed above could be created in the Scheme, with associated amendments to the Zoning Table. Alternatively, sub-zones, similar to those defined under the Mirrabooka Regional Centre zone, could be created under the general category of "Industry" or "Mixed Business". This second option provides essentially the same control as zoning, but acknowledges a cohesive vision or character for the City's industrial areas as a whole.

Zoning provides a high level of control, differentiation and certainty with respect to land use permissibility. On the other hand, it is considered a heavy-handed and needlessly complex way of achieving minor distinctions such as that between the general industry and business park precinct types, and engages insufficiently with landowners to achieve the kind of major structural change desired for Osborne Park East or for the Glendalough Station and Stephenson Avenue precincts. Moreover, zoning is not a very flexible option, and as such does not respond to the market uncertainty surrounding many of the precinct types.

It is therefore suggested that zoning be considered an option only for defining the service/showroom precinct type, and possibly for facilitating the transition of Dianella to residential. In the latter case, it should be noted that wholesale rezoning renders a lot of businesses non-conforming, undermining their potential for redevelopment and, consequently, upsetting the owners.

6.2.2 Spot rezoning

An alternative mechanism to facilitate a transition from one broad use pattern to another would be to allow and/or encourage spot rezonings to that effect (as per the Industrial Showrooms Policy), possibly through incentives such as density bonuses. This is a rather ad hoc approach, but may be appropriate where there is a need to 'test' the market, where only small areas are involved, where the lot layout is generally suited to the new zone, and where existing uses are generally compatible with the proposed new uses. In terms of this strategy, these criteria potentially apply only to the residential interface precinct type in Dianella. If implemented here, additional controls would be required to prevent the establishment/expansion of industries that might be incompatible with residential use.

However, spot rezoning can also be considered a 'default' strategy, in that it is a function of developer demand. Demand-driven spot rezoning has the significant advantage of providing a mechanism for road widening where such is required.

6.2.3 Special Control Areas

If creating a separate zone for a particular area is not considered appropriate, a Special Control Area could be designated in the Scheme, which would allow Council to impose land use restrictions and/or development standards additional to the normal zoning provisions, where these are warranted by particular environmental or planning considerations. DPS 2 does not provide for special control areas, and to create such would be a substantial Scheme amendment. However, SCAs may in the long term be a useful instrument for the application of buffers and similar requirements, such as the current "Special Garden" provisions.

6.2.4 Policy

A more flexible approach would be to create development control policies under the District Planning Scheme to guide discretionary decisions either about specific land uses (as per the Industrial Showrooms Policy) or generally within particular precincts, which could be delineated as special control areas in the Scheme. The policies would provide criteria and conditions defining when and how discretionary uses should be permitted, or concessions to normal Scheme provisions allowed. This is usually the preferred approach where the policy aims to guide the *character* of development in a reasonably well-established area. In general, policy cannot be used under DPS 2 to *increase* restrictions or standards, but only to introduce greater discretion on them.

6.2.5 Development zones

Where an area's development is seen to be incomplete or to require a major change in direction, a development zone could be established, making all subdivision and development subject to the endorsement of an outline development plan for the entire area, showing infrastructure, lot boundaries and indicative land uses. That is, it envisages the cooperative (or corporate) formation of an operational concept for the area's future – according to Council's and the State's objectives – by the respective landholders.

This option may be a way to address the structural issues in Osborne Park East and the Glendalough Station and Stephenson Highway Precincts, as it requires a holistic approach to development. However, it would be an unusual strategy for areas with large numbers of owners and established businesses who, in the absence of proven commercial viability, may react badly to the imposition of such an onerous development condition. A 'softer' alternative might be to restrict the structure plan condition to subdivision (including strata subdivision) approvals only (rather than all development approvals), to ensure that new lot and unit boundaries are consistent with plans for future public infrastructure. However, this option is weaker, as it potentially allows new buildings to 'get in the way' of future structural change.

In addition, a development zone might be a useful way to guide the redevelopment of lots in Dianella, by requiring cooperative structure planning as a precondition of rezoning from Industrial to residential. This would mean that rezoning could only take place once a 'critical mass' of owners wished to redevelop (and were happy to cooperate). Thus, it would lead to a more orderly, but potentially much slower, transition than spot rezoning.

6.2.6 Development Schemes

Where considerable structural change is required, such as major capital works or rearrangement (rather than just subdivision) of lots, a development scheme (as per TPS 38) can provide a statutory mechanism for consolidating land holdings and allocating costs, giving Council more direct responsibility for the area's development than do development zones. Development Schemes are highly interventionist, complex and notoriously difficult to implement, requiring extensive initial negotiation with landowners and the establishment of robust administrative systems. However, this solution may – with further research, consultation and resourcing – be the most appropriate response to the problems in Stephenson Highway and Glendalough Station Precincts, and in Osborne Park East.

6.2.7 No intervention

The do-nothing option may be appropriate where market forces combined with current provisions can reasonably be relied upon to establish the desired pattern of land uses, as has been the case recently in the Herdsman Business Park.

6.2.8 Summary

Table 6-1 summarises implementation options considered potentially suitable for each precinct type

Table 1: Summary of options

Precinct type	Possible suitable instruments
1. General Industry	<ul style="list-style-type: none"> ▪ Zoning - amendments to zoning table
2. Service/Showroom	<ul style="list-style-type: none"> ▪ Zoning ▪ Discretionary Use Policy (new policy)
3. Business Park	<ul style="list-style-type: none"> ▪ Discretionary Use Policy ▪ Do nothing
4a. Residential Interface - Dianella	<ul style="list-style-type: none"> ▪ Spot rezoning ▪ Special Control Area ▪ Development zone. ▪ Do nothing
4b. Residential Interface - Osborne Park East	<p>Short term:</p> <ul style="list-style-type: none"> ▪ Special Control Area ▪ Discretionary Use Policy ▪ Do nothing <p>Long term:</p> <ul style="list-style-type: none"> ▪ Development Zone ▪ Development Scheme

5. Glendalough Station Precinct	<p>Short term:</p> <ul style="list-style-type: none"> ▪ Rezoning as per Service/showroom ▪ Spot rezoning ▪ Discretionary Use Policy <p>Long term:</p> <ul style="list-style-type: none"> ▪ Development Zone ▪ Development Scheme
6. Stephenson Avenue Precinct	<p>Short term:</p> <ul style="list-style-type: none"> ▪ Discretionary Use policy ▪ Do nothing <p>Long term</p> <ul style="list-style-type: none"> ▪ Resumption and capital works associated with Stephenson Highway development ▪ Development Zone ▪ Development Scheme

6.3 Outstanding Issues

6.3.1 Discretion

To implement the industrial precinct types, it will be necessary to introduce a greater level of discretion over a number of land uses. In many cases, the exercise of that discretion should be based on planning grounds (such as meeting the objectives of this strategy) which may be of little direct interest to other stakeholders. It would be useful, therefore, in the interests of streamlining administration, to introduce into the Scheme a provision for Council to exercise such discretion without public advertising.

6.3.2 Development Standards

In addition, the City will need to review development standards to ensure an appropriate level of functionality and amenity in all the precinct types. In particular, measures will be required (additional to those regulating land uses *per se*) to promote the objectives listed for each precinct type above (Section 6.1).

One area where revision is required is parking. The Herdsman Business Park is the only area in the District dominated by offices, and the critical parking situation in this area suggests that the parking requirement for offices may need to be increased. In addition, certain types of retail showroom and car sales have major peak parking demand on Saturdays (see below). It is worth reviewing whether current requirements adequately meet this demand.

Another issue to which development conditions may be usefully addressed is that of traffic management. Currently, the City is able to require showroom developments to concede road widening on MRS regional roads because the development requires a spot rezoning. If, as is proposed, stand-alone showrooms become a permissible use on Scarborough Beach Road and Hutton Street, this capacity will be diminished. Instead, it is proposed to introduce a Scheme requirement making changes of use from industry/storage to retail/commercial on regional roads conditional on relinquishment of road widening to cater for such traffic

management measures as median strips (both to control right-turn access and to provide for pedestrian refuge), and turning lanes.

In addition, it is proposed that on Scarborough Beach Road, commercial/retail redevelopments be required to comply with plans for a future service road providing controlled access to commercial premises, and to provide an easement for the purpose. In order to justify such a requirement, however, a detailed design plan will be needed. The City currently has two-dimensional conceptual plans (SKM 2001); these should be reviewed to establish levels and develop the detailed design.

Additional possibilities to address traffic management issues include:

- Requiring, wherever possible, shared access, parking and service roads for customer-oriented uses on regional roads;
- Control of setbacks and signage to enhance legibility.
- Finally, there may be scope to mitigate some 'edge effects' by enhancing standards for landscaping and/or setbacks where industry and/or large-scale commercial development shares a lot boundary with a residential use.

6.3.3 Use Classes

There is a need to revise some of DPS 2's use class definitions to respond to some of the issues outlined at 3.3. In general, revision of use class definitions, where necessary, will use as their basis those provided in the Model Scheme Text, as required by the Scheme Review more generally. However, a few finer distinctions may also be required, for example:

- Distinguishing between lunch bars and fast food take away, as suggested in the Model Scheme Text, should be considered.
- To ensure that the Scheme's intent is addressed in the definitions of "shop" and "showroom" – that is, that all uses that retail small/cash-and-carry items are classed as shops and not showrooms.
- Both the DPS2 and MST definitions of "showroom" are very broad. To address some of the issues identified in this strategy, some finer distinctions would be useful, particularly:
 - Finer distinctions between the types of goods sold, to differentiate between outlets with a distinct and significant peak sales time (such as those selling white goods or furniture) and those that are less frequently used by the general public (e.g. building supplies). The former are generally considered more suited to regional commercial centres whenever possible, while the latter have more synergies with industrial uses and may be appropriate in a larger part of the industrial zones.⁵ This distinction may be achievable through policy – for example concessions on floorspace limits and parking requirements for the latter type of showroom. Alternatively, the distinction could be made in the Scheme, either through separate definitions or through refinement of the Sale of Goods Clause.
- An account of broad-range warehouse-style retail outlets (such as Bunnings or Harvey Norman). Currently, these have to be broken down into their constituent parts (shop, showroom, warehouse, cafeteria etc) by floor area, which provides for no later flexibility in how the buildings are used. Given the growing popularity of such outlets, perhaps a more robust definition and associated set of standards would be appropriate.
- The definition of "service industry" should be amended to clarify that it does not extend to industries that seriously impact on local amenity or overload services. Such industries, even where they include a shop front and/or service component, should be classified as general industry. The MST definition of "service industry" depends upon a definition of

⁵ For example, on major roads other than those identified as service/showroom. In particular, this might be considered as an option for King Edward Road, Hector Street and Balcatta Road West.

“light industry”, a use class not currently included in DPS 2. In the light of the direction of this strategy and the City’s Scheme Review, it may now be an opportune time to introduce such a use class. The MST definition of service industry includes the sale of goods manufactured on site (provided their manufacture is ‘light’). There may be a need to refine the conditions on such a use in line with our Sale of Goods clause.

6.4 Non-compliant uses

Regardless of the measures adopted, there will remain a number of businesses in each area that do not comply with the zoning and policy provisions. To date, in the absence of a clear strategy, the City has tended not to pursue any remedy in these cases; a consistent response will now be required in order to implement any changes to the scheme.

As noted above (Section 3.3), it is known that actual use of the industrial zones differs from the current scheme provisions. However, the extent and legality of the discrepancy is not known, nor can it be known without a full audit of each area. Such an audit may be beyond the present capacity of the Planning department and require temporary employment of additional staff. Engaging external consultants for this purpose is not recommended, as the audit will largely involve reference to the City’s internal file archives to check the approvals background of each property.

6.4.1 Approved uses

Legally established businesses cannot be made illegal, but become non-conforming uses under the Scheme. Non-conforming status allows the business to continue operating, but limits their ability to expand, redevelop or restart after the use is discontinued.

An alternative to non-conforming status would be to list businesses in a Schedule to the Scheme as Additional Uses. This strategy can be used to grant businesses rights commensurate with conforming uses, and may slow down the transition being facilitated by the scheme changes.

6.4.2 Not-approved uses

In some cases, businesses established illegally under DPS 2 could be rendered conforming by the scheme changes. It is suggested that in these cases, no action be taken.

In other cases, not-approved and non-compliant uses will remain non-compliant after the changes. In such cases, Council has the following options:

- Listing them as additional or special uses, thereby granting them *post hoc* legal status; or
- Prosecuting the proprietors.

The “do nothing” option is strongly contraindicated, as it is inconsistent, fails to meet the City’s legal responsibilities, and suggests to the public a lack of commitment to the Strategy.

6.5 Osborne Park Industrial Area Strategy

Osborne Park, as the City’s largest and oldest industrial area, has a range of special issues that do not significantly affect Balcatta or Dianella. While this strategy is primarily concerned with land use, the draft OPIAS deals more comprehensively with a range of additional issues to do with the functionality and amenity of Osborne Park, including parking, traffic management, integrated transport, signage, streetscape/amenity, street numbering, security, infrastructure and development standards. Following adoption of this strategy, the OPIAS will require review to ensure that it supports and complements the spatial controls.

7 Implementation

7.1 Land use control

To balance the contrasting needs for flexibility and certainty, a combination of Scheme provisions and policy is proposed to implement the precinct types. Zoning is used to provide certainty in distinguishing between general industry areas and areas where customer-oriented uses are seen as appropriate, and policy to make finer distinctions. This includes:

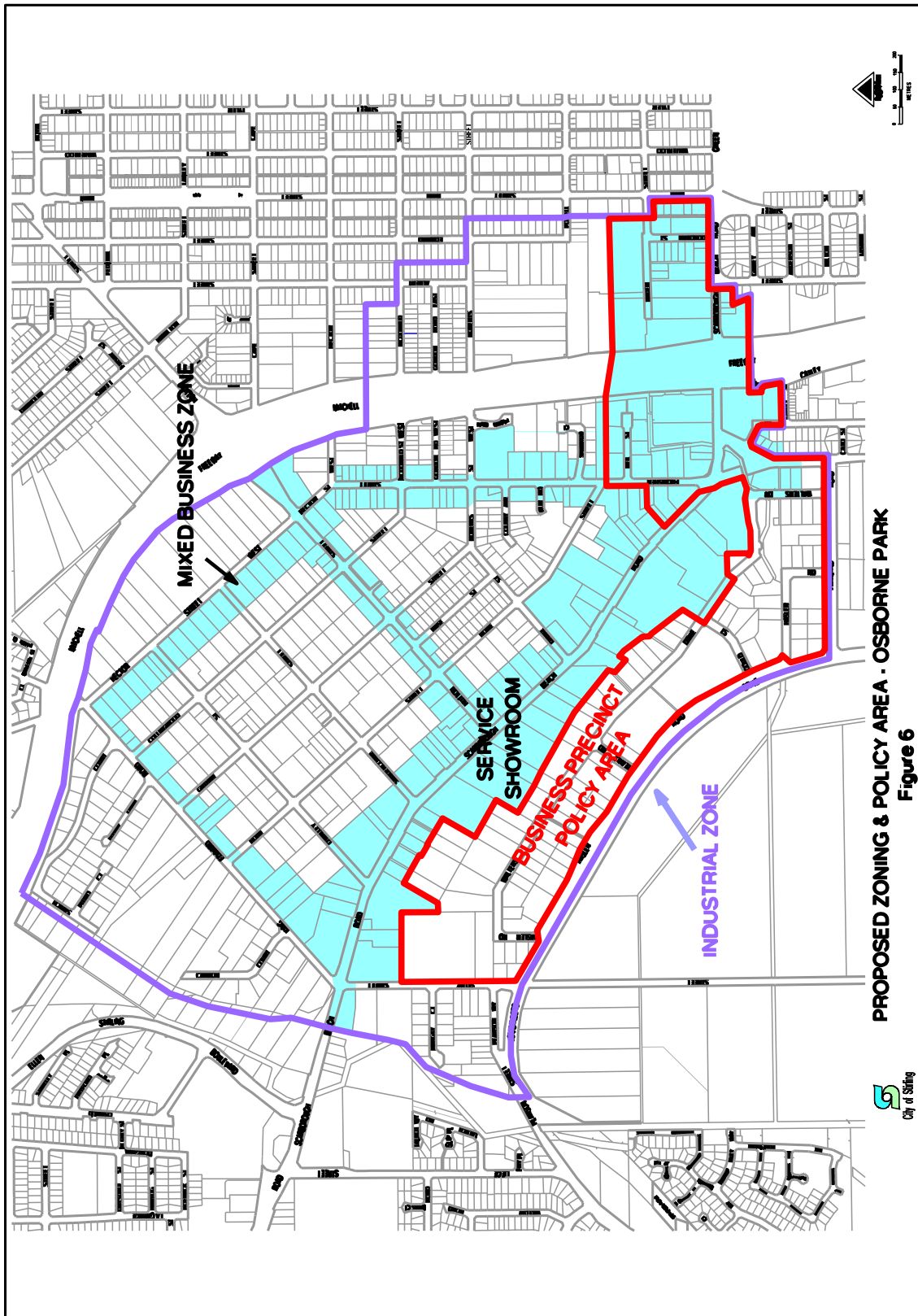
- Replacing the current two 'umbrella' zones with two different zones, defined in terms of permitted land uses rather than standards:
 - Industry (General Industry, Business Park, Stephenson Highway and Residential Interface precinct types) and
 - Mixed Business (Service/Showroom and Glendalough Station precinct types).
- Deleting the Industrial Showrooms Policy.
- Retaining the special development standards for Balcatta Industrial Area.
- Reviewing use classes to clarify meaning and/or reduce discrepancies where necessary.
- Introducing into the zoning table the capacity for certain uses to be subject to Council discretion but not to advertising.
- Reviewing development standards to address as far as possible amenity, traffic management and parking issues particularly in Osborne Park.
- Using policy to refine provisions for the Herdsman Business Park and Glendalough Station Precinct, in particular by directing stand-alone offices to these areas.
- Using policy to otherwise address the objectives of this strategy.

Figure 6 shows the proposed new Mixed Business Zone and Business Precinct Policy Area for Osborne Park. The Mixed Business Zone in Balcatta will correspond to the service/showroom precinct type shown in Figure 4.

In addition, in the longer term, it may be appropriate to introduce two Special (environmental) Control Areas as part of the Scheme Review:

- Gwelup Water Resource Protection Area: Special controls to allow Council discretion over general industrial uses. As the WSPA is a Priority 3 area, this provision will rarely result in refusal of a development application; however it provides scope to request DOE's advice on appropriate conditions to protect the water source as required by SPP 2.7, particularly in the small part of Osborne Park north-east of Hector Street, which remains unsewered.
- Industrial-Residential Interface Area (Dianella Industrial Area and Osborne Park East): Special controls likewise to allow Council discretion over general industrial uses. Once again, this would rarely result in refusal, but would allow Council to place extra conditions (such as temporal controls and/or physical measures to contain light, sound and dust emissions) to protect residential amenity.

However, it is not proposed to introduce such controls in the immediate term. The determination of appropriate environmental measures is a specialist technical field, and needs to be subject to further enquiry before being incorporated into any statutory measures.



PROPOSED ZONING & POLICY AREA - OSBORNE PARK
Figure 6



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Figure 6: Proposed zoning and policy area, Osborne Park.

7.2 Capital and other major works

There remain areas requiring major structural change and infrastructure development to enable them to develop in accordance with their objectives, implying considerable further time and finances. It is suggested that these should each be the subject of a further investigation.

7.2.1 Scarborough Beach Road

The measures suggested in this strategy do not fully address the traffic management issues associated with the transition to commercial uses in Scarborough Beach Road. The City has long had plans to construct median strip and a service road in this section to counter the problem of excessive access ways interfering with traffic flow; however, this is dependent on the acquisition of land for road widening, so far achievable only on an ad hoc basis to date through conditions placed on rezonings. The City has tentatively placed the upgrade of the eastern section, from Harborne Street to Main Street, on its works program. Investigations will need to take place regarding options for resourcing the remainder, particularly if the strip is rezoned to make showrooms a permitted use.

It is suggested that the relinquishment of land for road widening continue to be a condition on showroom/retail developments on Scarborough Beach Road. Further, wherever possible customer-oriented uses on the strip should be required to share parking and accessways. To facilitate this requirement, a detailed design plan that takes account of levels needs to be developed.

7.2.2 Hutton Street

Similarly, the upgrade of Hutton Street is long overdue, but dependent on the acquisition of land for road widening, and this should be pursued as far as possible through conditions on showroom developments. Eventually, funds will need to be identified to mitigate the Hutton Street black spots.

7.2.3 Glendalough Station Precinct

The implementation options 7.1-7.4 go only a very small part of the way towards addressing the objectives adopted by Council for this area as part of the Glendalough Station Precinct Study (Taylor Burrell 1999). A resourcing strategy is needed to identify sources of funding for the capital works required to implement the recommendations of that study. This may take the form of a development scheme.

7.2.4 Stephenson Highway Precinct

Planning for the Stephenson Highway Precinct is intimately tied up with the future of the Stephenson Avenue extension and associated road links to Osborne Park and Innaloo. The issues of land uses and planning instruments will need to be revisited in this context once an implementation and resourcing strategy has been identified for the road(s). Eventually, a development scheme may be required, as recommended in the Stirling Regional Centre Structure Plan.

7.2.5 Osborne Park East (especially south of Roberts Street)

This area also requires significant changes to its land holdings and road infrastructure to facilitate a transition to a more residential-compatible form and pattern of land uses. In addition, its development potential is limited by the lack of deep sewerage. A development and resourcing strategy needs to be developed in cooperation with landowners and the Water Corporation. This may take the form of a development zone or development scheme.

7.2.6 Extension of Hutton Street through Herdsman Business Park

The suggestion has been made to improve the permeability of the Herdsman Business Park, and its connection to the rest of Osborne Park, by extending Hutton Street to create a through link to Jon Sanders Drive. There are major traffic management and potential land use implications, which need to be researched further before endorsing this idea (see Section 3.4.2).

At this stage the proposal has been the subject of no design, investigation or funding, and is not considered as high a priority as the Stephenson Avenue extension. In particular, no extension should be considered until it becomes possible to remedy the existing congestion on Hutton Street.

8 Recommendations

- Prepare a Scheme Amendment to:
 - define and delimit a Mixed Business zone within Osborne Park and Balcatta Industrial areas,
 - reclassify the remainder of the Special Garden Industrial Zone as General Industrial,
 - review the zoning table for the General Industrial Zone, including making office a discretionary use and making various intensive customer-oriented uses not permitted, and otherwise
 - revise use class definitions identified as problematic in this Strategy, using the Model Scheme Text as a basis. This might include adding the classes lunch bar, light industry, and warehouse-retail; and amending the service industry and showroom definitions,
 - review the Sale of Goods clause to ensure it meets the revised objectives for the General Industrial Zone,
 - revise development standards for relevant uses, including in particular parking standards for offices and automotive sales as well as new use classes,
 - create special requirements for commercial developments abutting regional roads, in order to address the traffic management issues associated with the transition of the area, and
 - otherwise address the objectives of this Strategy.
- In association with the above, develop a detailed design plan for the improvements and service road supporting Scarborough Beach Road,⁶ establishing levels and detailing the location of shared accessways and parking areas. The Scheme amendment may then reference this plan in setting traffic-management related requirements on the strip.
- Once the Scheme Amendment is gazetted, delete the Industrial Showrooms Policy (N101601).
- Develop policy to guide discretionary decisions in the Industrial and Mixed Business zones, including:
 - Definition of a Business Precinct where stand-alone offices might be allowed (Appendix 2)

⁶ This new plan should draw on the two dimensional designs and concept plans already developed: State Planning Commissions 1994, Plans 1.3167-1.3177 – Scarborough Beach Road Road Widening and Carriageway design; Department of Planning and Urban Development 1994, Scarborough Beach Road Road Design Concept Plan (both sets of plans held by Engineering Design); and Sinclair Knight Merz 2001, *Osborne Park Industrial Area Strategy: City of Stirling Traffic Study*.

- Concessions with respect to floor space limits, parking, set backs and landscaping requirements (Appendix 3).
- Once the amendment is gazetted, conduct an audit of land uses in Osborne Park and Balcatta Industrial Areas and revisit the issue of how to respond to non-compliant uses. This may require employment of additional staff.
- As a separate Scheme Amendment and following further enquiry, introduce Special Control Areas over the Gwelup Water Source Protection Area, Dianella Industrial Area and Osborne Park East, allowing Council discretion to place appropriate environmental conditions over general industrial uses.
- Further investigate and compare implementation options for facilitating the transition of Dianella Industrial Area to residential use, including the following possibilities:
 - Spot rezoning
 - Wholesale rezoning
 - Permitting residential as additional uses
 - Establishing a Development zone.
- Continue to work with DPI and MRWA to progress the Stephenson Avenue extension and to develop a detailed design that enhances the potential of the Stirling Regional Centre/Industrial Area overlap.
- As part of a broader consideration of the City's project priorities, consider reviewing the Osborne Park Industrial Area Strategy to complement this Strategy. The OPIAS develops more detailed recommendations with respect to practical matters in Osborne Park, including traffic management, parking, alternative transport modes, signage, streetscape/amenity, street numbering, security and infrastructure.
- As part of the OPIAS, further investigate resourcing strategies for necessary improvements to Scarborough Beach Road and Hutton Street.
- In the longer term, investigate redevelopment and resourcing strategies for major capital works in Glendalough Station and Stephenson Highway precincts, and in Osborne Park East