



Guildford Market Fresh IGA

Development Application Report

Lot 450 (No. 124) Swan Street, Guildford

Prepared for Jardoso Investments Pty Ltd

Prepared by Taylor Burrell Barnett

November 2024



Document Information

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Proposed Guildford Market Fresh IGA

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Jardoso Investments Pty Ltd

23/090

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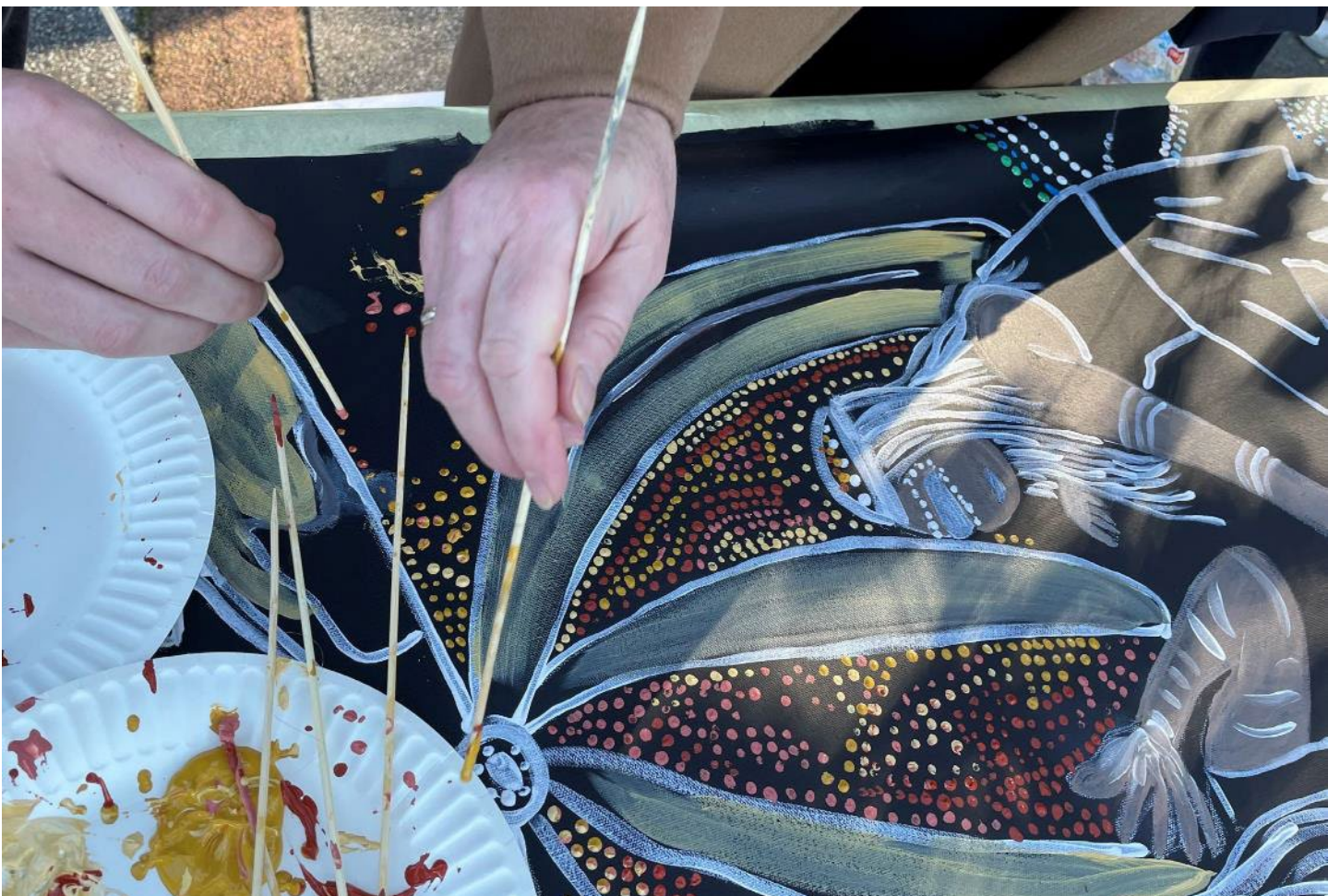
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Acknowledgement of country



We respectfully acknowledge the Whadjuk Nyoongar people, the Traditional Owners of the land where we work. We pay our respects to the Elders past, present and future for they hold the memories, the traditions, the culture and hopes that, through meaningful connection, we aim to apply to the design and planning of communities now and in the future.



1.0 Preliminary

1.1 Introduction

Taylor Burrell Barnett (**TBB**), on behalf of our client Jardoso Investments Pty Ltd, submits this Application for Development Approval for a Market Fresh IGA on Lot 450 (No. 124) Swan Street, Guildford (**subject site**).

The proposal involves the development and use of a Market Fresh IGA on the subject site, which will be a local retail grocery store of a small and boutique-style nature, selling locally sourced fresh produce, pre-made meals and fresh deli items. The two existing buildings on the subject site will be retained, including the heritage building known as 'Barker's Store and Warehouse' which is currently operated as a liquor store. Minor upgrades to the heritage building are proposed to protect its condition and enhance its original features.

The proposed development has an estimated construction cost of \$2 million and is submitted to the Metro Outer Development Assessment Panel for determination.

In support of the Application for Development Approval, TBB has prepared the following report which outlines the matters relevant to the proposal, including: the site details; the proposed development particulars; technical considerations; and the relevant planning framework.

This development application is prepared as a package, involving collaborative inputs from the consultant team:

- Certificate of Title (**Appendix A**)
- Development Plans – prepared by Zarq (**Appendix B**)
- Design Statement – prepared by Zarq with inputs from the consultant team (**Appendix C**)
- Landscape Concept Plan – prepared by Plan-E (**Appendix D**)
- Heritage Impact Statement – prepared by Griffiths Architects (**Appendix E**)
- Character Impact Statement – prepared by Griffiths Architects (**Appendix F**)
- Transport Impact Assessment – prepared by WSP Consulting (**Appendix G**)
- Acoustic Report – prepared by Lloyd George Acoustics (**Appendix H**)
- Waste Management Plan – prepared by WSP Consulting (**Appendix I**)



1.2 Pre-lodgement Consultation

Extensive pre-lodgement consultation was undertaken to inform the preparation and design of the proposed development. The project team conducted various meetings with the City of Swan (**City**) and the State Heritage Office. The outcomes and discussion of the meetings are summarised in **Table 1** below.

Table 1 – Pre-lodgement Meetings Summary.

Authority & Date	Summary
<p>City of Swan 12 February 2024</p>	<p>The project representatives met with officers from the City to discuss the proposal in advance of progressing a development application. This was an early meeting, prior to engagement of the architectural team, recognising site planning and layout is a key consideration.</p> <p>TBB presented a basic concept plan site along with a context analysis, and discussed the background and context to the heritage listing of Guildford Townsite, in order to understand community values and expectations which could influence the proposal.</p> <p>The City provided feedback on the design approach to the heritage context of the subject site and key planning considerations, which have been incorporated into the final design and plans of the proposed development.</p>
<p>State Heritage Office 14 August 2024</p>	<p>Project representatives (Western Corporate, Griffiths Architects, Zarq, TBB) met with the State Heritage Office to discuss heritage considerations for the proposed development. No major heritage issues were noted with the draft concept plans. Feedback was offered in relation to minor design elements and procedural matters. Key take-aways included a recommendation to reduce the height of the parapet wall so that it does not extend above the height of the heritage building. The State Heritage Office also recommended upgrades to preserve the heritage building would be welcomed. Both of these recommendations have been incorporated into the current drawings.</p>
<p>City of Swan 14 October 2024</p>	<p>Project representatives met with officers of the City to discuss the car parking and traffic considerations for the proposed development. This included discussion on other car parking rates, parking demand for the site, alternative transport options, off-site parking availability and desired design outcomes for the subject site.</p> <p>It was noted that the traffic consultants engaged for the project, WSP, would undertake surveys of immediate surrounding on-street parking as part of their detailed parking analysis. TBB confirmed that it would be demonstrated through the development application submission that the likely demand for the proposed development will be less than the 28 bays provided on the subject site.</p>
<p>City of Swan 31 October 2024</p>	<p>Western Corporate and WSP met with City officers to discuss traffic reporting, parking surveys and treatments to the road reserve. Feedback from the City has been incorporated into the transport impact statement.</p>

1.3 Design Review Panel

The project team attended a Design Review Panel (**DRP**) meeting at the City on 17 September 2024, presenting the proposed development to the Panel members including an analysis of the proposal against the 10 design principles.

The Panel commended the proposal's design as a well-considered effort noting the challenges of responding to a heritage context in a contemporary manner, and that with some further minor resolution of the architectural detail, the design could become an exemplar for others to follow.

The Panel acknowledged the car parking shortfall as a planning issue and noted that an increase of parking provision for the subject site would result in a poor design outcome, and it may adversely impact the heritage value and unique qualities of the site. Additionally, the Panel noted the nature of small local supermarkets is very different to larger supermarkets, with shorter customer visits and more pedestrian trips, and stated '*small local supermarkets are a key element to overcoming car dependence*'.

Recommendations from the Panel included the following:

- Review canopy design;
- Review brick selection;
- Identify signage;
- Improvements to the rear (car park) elevation to enhance surveillance;
- Various landscaping and pavement treatments;
- Various matters pertaining to information that should be provided in future stages such as a heritage impact assessment, cross sections, waste collection, a sustainability strategy and the like.

The feedback from the Panel has been incorporated into the design revisions of the proposal.

Some of the main design revisions addressing the Panel's comments include the inclusion of windows on the rear (northern) elevation and adjustments to the canopy element over the entrance from the car park to make it more pronounced.

The proposed development and its revisions will be presented to the Panel at a second DRP meeting post-lodgement of the application.



2.0 Site Details

2.1 Legal Description

The subject site comprises of one freehold lot located at Lot 450 (No. 124) Swan Street, Guildford. The lot details and landownership are shown in **Table 2** below, with a copy of the Certificate of Title provided in **Appendix A**.

Table 2 – Lot Details

Lot No.	Deposited Plan	Volume	Folio	Area	Registered Proprietor
450	300956	1662	484	2,019m ²	JARDOSO INVESTMENTS PTY LTD

A review of the Certificate of Title identifies one notification relating to the *Heritage Act 2018 (WA)* and there are no other encumbrances or notifications for the subject site.

2.2 Site Context

The subject site is located within the suburb of Guildford approximately 12 kilometres north-east of the Perth CBD, within the municipality of the City of Swan.

The subject site is situated approximately two kilometres north of Great Eastern Highway and 4.8 kilometres east of Tonkin Highway, which connect the site to the wider Perth Metropolitan Region. The Guildford Station is located approximately 520 metres south-west of site, and provides connection to the Perth CBD and eastern suburbs via the Midland Railway Line. The subject site is situated between Swan River to the north (230 metres) and the Helena River to the south (840 metres).

The subject site is located on the corner of Swan Street and Meadow Street within the Guildford town centre. Swan Street has a main street character and streetscape, with various commercial uses are located to the east of the subject site along Swan Street and Terrace Road. This includes food and beverage establishments, retail shops, beauty and hair salons, fitness studios and office uses. There are currently no grocery or convenience store offerings within the Guildford town centre, with the nearest stores located approximately two kilometres away in Bassendean and South Guildford.

Low density residential dwellings, being predominantly one storey heritage cottages, are adjacent to the subject site to the west across Meadow Street and further to the south-east on Swan Street. The subject site is bordered by the St Charles Seminary and rural land to the north, further adjoined by the Swan River Foreshore approximately 250 metres away. The Swan Valley Visitor Centre is directly opposite the subject site to the south, followed by other historical buildings with community uses.

The subject site currently comprises an existing two-storey red brick heritage building (constructed 1854 and historically known as Barker's Store and Warehouse) fronting Meadow Street, and a contemporary addition building (added in the 1970's) located to the rear with associated at grade parking surrounding both buildings. The buildings are currently utilised for the purpose of a liquor store.

The subject site is currently dominated by car parking and hard-scaping with lack of deep soil area and soft-scaping, and no street interface or presence to Swan Street. Access is currently provided via two full movement crossovers on Meadow Street and one left in left out crossover on Swan Street.

Refer to **Figure 1** and **Figure 2** over page for aerial photographs depicting the subject site and surrounding context.



Figure 1 – Aerial photograph of subject site (Source: MNG Maps, 2024).



Figure 2 – Aerial photograph of subject site and surrounding context (Source: MNG Maps, 2024).

2.3 Heritage Context

2.3.1 Guildford Town Centre

Guildford town centre is characterised by historical architecture and landmark places, and has substantial cultural and heritage significance as one of the most intact historic towns in Australia. Guildford was established as one of the first three towns of the Swan River Colony in 1829 and is classified as a historic town by the National Trust of Australia (registered 1976). Guildford has distinct picturesque qualities with its location between Swan River and Helena River, and surrounding rural and agricultural land, with many narrow river front lots still remaining demonstrating its colonial agricultural and town allotments to provide each settler with access to water and quality soils.

The Guildford town centre contains a mixture of buildings and residential cottages from the of Convict Era, Gold Boom Era, Federation Era, and Inter-War Era, illustrating at least five key periods in the State’s history. The architectural styles of these historic buildings include detailed red face-brickwork, awnings, decorated banding and ground level deep arched windows. Many original tree plantings remain in the town centre and wider Guildford area, including a large number of mature Sugar Gums trees planted between the late 1890s and early 1900s.

‘Guildford Historic Town’ is listed the State Register of Heritage Places (Place No. 2915) protected by the *Heritage Act 2018 (WA)* and is identified under the City of Swan’s *Local Heritage Survey* and *Local Planning Scheme No. 17*.



Stirling Square - 1873.



Guildford Courthouse - 1841.



St Charles Seminary- 1893.



Rose & Crown Hotel - 1841.



Padbury Colonial Stores - 1869.

2.3.2 Barker’s Store and Warehouse

The subject site contains a two-storey red brick heritage building with a stone cellar and an old loading hoist above an upper level door facing Meadow Street. The building was constructed in 1854 and it is the only remaining building of the store, warehouse and cottage complex that once historically occupied the subject site.

The complex was built when Samuel Barker, an early Guildford businessman and merchant, first moved to this corner location for trading. Samuel Barker formed a successful partnership with Thomas Gull from around 1861 to 1880, and Barker and Gull’s were one of the most important retail and wholesale businesses in Guildford during this period. The building is now referred to as ‘Barker’s Store and Warehouse’ in relation to this historical context and has significance for the passing and receiving of goods during this historical period of the Guildford town. The place is listed under the State Register of Heritage Places (Place No. 2483) and the City of Swan *Local Heritage Survey*.



3.0 Proposed Development

3.1 Proposal Summary

The application seeks approval for the use and development of a Market Fresh IGA (Shop) on the subject site. The proposal involves developing an additional building to accommodate the Market Fresh IGA, whilst retaining the existing buildings where the current liquor store operates.

Minor upgrades are proposed to the existing heritage building for the sole purpose of ensuring it remains in good condition for the long-term future.

The design has carefully considered the location and siting of development to ensure it respectfully integrates into the historical heritage building and complements the unique heritage character of the immediate area, whilst taking into account the operational requirements of the current liquor store tenant and the Market Fresh IGA.

The proposed development and its design are intended to provide activation and a high level of amenity at the subject site, further enhancing this prime location within the broader Guildford town centre.

The existing liquor store, tenanted by Copper & Oak Liquor Merchants, on the subject site will remain in its current use and links together with the heritage building under one liquor licence.

The proposed use for a Market Fresh IGA store with convenience, grocery and retail goods and offerings strongly reflects the original use and historical context of the subject site and the heritage building, being a retail and wholesale store offering varying goods during Guildford’s convict and gold rush period.

Adaptive Reuse



Image taken 1979.



The heritage building and subject site as a whole has transformed many times over the past two centuries between 1854 to now. The original use of the building remains somewhat the same, and its fabric and long history will be celebrated as part of the proposed addition.



Proposed Market Fresh circa 2024

3.2 Development Details

3.2.1 Market Fresh IGA

The proposed development consists of the following elements:

- Building addition for the proposed Market Fresh IGA with a Gross Leasable Area (**GLA**) of 433m² and associated back of house areas and functions including -
 - Storage areas;
 - Freezer and cool rooms;
 - Food preparation area/kitchen;
 - Staff amenities and toilets;
 - Office (9m²);
 - Enclosed bin store area and waste collection entrance with roller door; and
 - Designated delivery entrance with roller door.
- Existing liquor store building (1970's addition) of 170m² GLA to be retained, with a new 12.25m² back of house and bin store area addition to be located on the north-eastern corner. Other minor adjustments to the building will be required to accommodate the new building addition.
- New arcade (circulation throughfare) of 42m² between the heritage building, bottle shop and IGA, linking all components whilst providing adequate separation for pedestrian movement, ventilation and natural light.
- Community courtyard with seating and landscaping fronting Meadow Street, providing a visual link to the heritage building.
- Soft and hard landscaping surrounding the building and throughout the car park area, including small low-lying planting and approximately 17 new shade trees.
- Car park area in the northern and eastern portions of the lot with a total of 28 parking bays, including one ACROD bay.
- Three motorcycle bays provided in the south-eastern corner of the site and sixteen bicycle bays on the northern side of the heritage building and on Swan Street.
- Pedestrian pathways surrounding the buildings, providing connection to the building entries, car park and existing footpath network along the streets.
- Removal of the southern crossover on Meadow Street to create a more pedestrian friendly outcome.
- Existing northern crossover on Meadow Street and the crossover on Swan Street to be retained with minor adjustments as required.
- Designated loading bay for service vehicles (deliveries/collection), located on the eastern side of the development.

Refer to the Development Plans provided in **Appendix B**, depicting the details and design of the proposed development.

3.2.2 Heritage Building

The existing two-storey brick heritage building to be retained for the liquor store (50m² GLA).

As part of the proposed development, minor upgrades to the existing heritage building are proposed to protect its condition and enhance its original features, which include:

- Roof upgrades including guttering and downpipes to mitigate issues such as rising damp. These will be designed and installed to be consistent with the original architectural style of the roof and building.
- Existing rendered masonry on lower portion of heritage building will be removed and reconditioned.
- Original openings on the northern elevation will be reinstated.

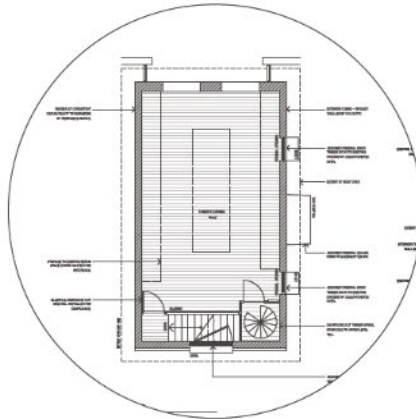
The upper floor is proposed to be maintained as storage given the challenges associated with upgrading this part of the building for public access.

Refer to the Development Plans provided in **Appendix B** and the Heritage Impact Statement at **Appendix E**, depicting the details of the heritage building upgrades and the applicable heritage conservation considerations.

Retention & Rejuvenation



The proposal seeks to retain and rejuvenate the existing Baker's Warehouse and integrate this with the proposed fresh food market.



The heritage building will undergo cosmetic upgrades in an attempt to reintroduce its original features.



Original openings to the north elevation will be reinstated. Upgrades to the roof including guttering and downpipes consistent with the original architectural style will be adopted to mitigate issues such as rising damp.

3.2.3 Arcade

An arcade is proposed to link the car park to the Market Fresh IGA and liquor store entrances. This is an important design element which provides a sense of arrival and ensures the two land uses operate cohesively.

The arcade dissects the liquor store into two parts. This is an unavoidable scenario that allows the heritage building to be retained whilst ensuring both uses can operate commercially. The separation is manageable for the liquor store because the heritage portion is proposed to house liquor behind cabinets. This means this portion is not required to be staffed on a permanent basis.

3.2.4 Demolition and Removal

To accommodate the proposed Market Fresh IGA, various existing structures and components on the subject site will require demolition/removal or partial demolition. For clarification purposes, these are listed below:

- Removal of external shipping container/refrigerator units on the eastern side of the existing liquor store.
- Partial demolition/removal of the 1970's contemporary addition building, including the roof structure and sections of the external walls.
- Demolition of other existing external components on the subject site which includes existing masonry pier and steel picket infill fencing, bollards, bitumen toppings to carpark, kerbing and gravel landscaping.
- Demolition of a small external brick building on the eastern boundary of the subject site, as shown in **Figure 3** below.
- Removal of two on-street car parking bays on Swan Street, to allow sufficient manoeuvring room and sightlines for service vehicles to exit the site safely.

Refer to the Development Plans provided in **Appendix B**.



Figure 3 – Small external brick building on eastern boundary to be removed (Source: TBB, 2023).

3.3 Operational Details

The Market Fresh IGA will be a grocery store of a small and boutique-style nature, offering the retail sale of locally sourced fresh produce, pre-made meals and fresh deli items. The proposed Market Fresh IGA will have opening hours of 6:00am - 10:00pm, seven days a week, and will have up to seven staff members on the premises at any one time.

The existing liquor store opening hours and other operational details will not change as part of this application. The liquor store generally has one staff member on the premises at any one time and the current opening hours are Monday to Saturday 9:30am - 8:00pm and Sunday/Public Holidays 11:00am - 6:00pm.

Table 3 – Operational Details

Operator	Opening Hours	Staffing
Liquor Store	Monday – Saturday: 9:30am – 8:00pm Sunday / Public Holidays: 11:00am – 6:00pm	One staff member with a brief handover period for shift changes
Market Fresh IGA	6:00am – 10:00pm daily	Maximum seven staff at any one time

3.4 Landscaping

A Landscape Concept Plan has been prepared by Plan-E (**Appendix D**) for the proposed development and includes the following key landscaping arrangements:

- Retention of existing street trees on Swan Street (where possible), enhancing them by planting new low shrubs.
- Community courtyard with large shade tree and timber deck seating spaces.
- Seating area on northern side of heritage building with floral shrubs and shade trees.
- Landscaped pockets against the building on the southern and western elevations to create to a soft and attractive interface between the building and the street.
- Olive trees in the car park as a Swan Valley agrarian cultural reference.
- Varying paving types, textures, and colours around the development.
- New planting in the Meadow Street verge to create a vibrant street presence and entrance to the development.

Additionally, the deep soil areas provided will give relief to the paved and hardscaped areas by capturing rainwater and runoff. The overall landscaped areas will provide opportunities for on-site water catchment and drainage.

The landscaping theme and character is reflective of the subject site’s historical and local context, by way of the plant and tree species selected, and the materials and colours of the paving and external seating areas (refer to **Figure 4** below).

A detailed Landscaping Plan will be provided as a condition of development approval. Refer to the Landscape Concept Plan in **Appendix D** for illustration of the proposed concept landscaping.



Figure 4 – Landscape Theme and Character, extracted from the Landscape Concept Plan.

3.5 Built Form and Design

The design of the proposal has been carefully and thoughtfully crafted to create a development of a high standard that reflects the current and historical context of the locality.

3.5.1 Early Site Analysis

An early site analysis was undertaken to inform initial site planning, followed by consultation with the City of Swan (refer to **section 1.2** of this report). This analysis and feedback clearly illustrated that the IGA portion of the development should extend to and address Swan Street. Other options where the IGA was situated in the northern and eastern portion of the site were discarded due to the superior activation that was offered by extending the building to the south.

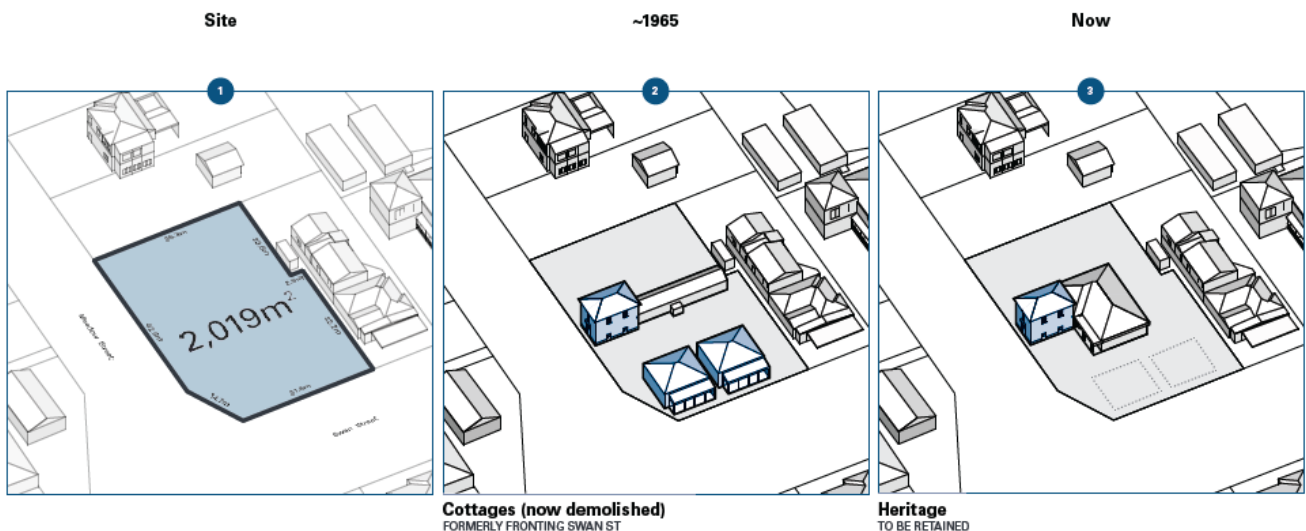
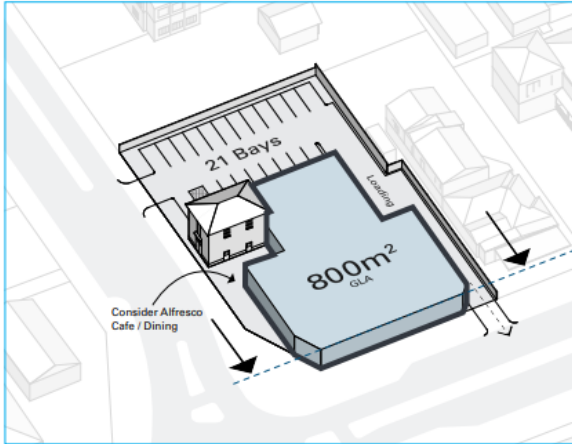


Figure 5 – Preliminary Site and History Analysis to Inform Concept Planning.

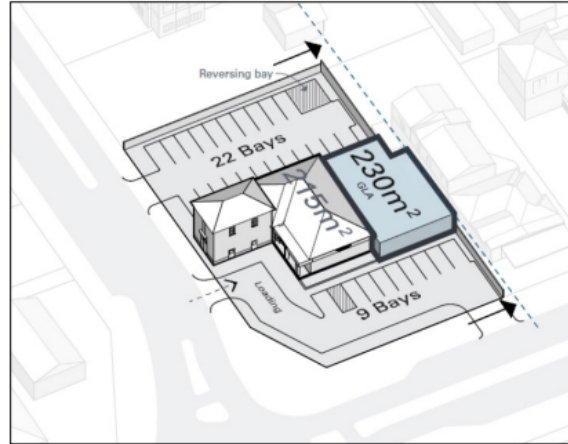


Option A (Preferred Option).

This option aligns closely with the Guildford Mandon Heritage Policy which promotes a nil. setback and commercial frontage to Swan Street.

Whilst development in this location will obscure the south facade of the heritage building from some view points, there has historically been development in this part of the site and there are several strategies that can be utilised to promote heritage.

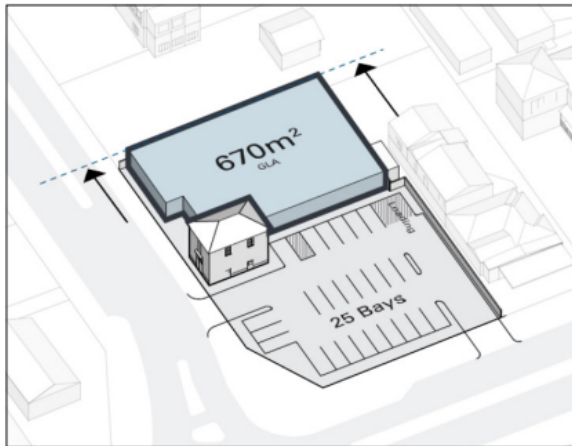
Meetings held with City of Swan and State Heritage Office throughout the concept design phase saw no objections with the proposed siting.



Option B

This options seeks to retain the existing built fabric and heritage building.

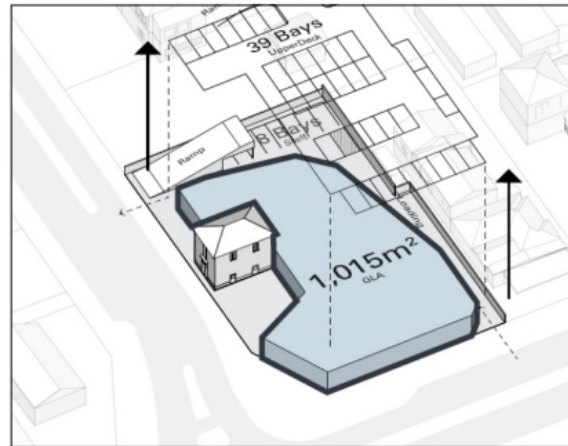
Carparking will likely dominate the street frontage. Three separate entries to the site will be required to accommodate vehicular movement.



Option C

Involves developing the northern and rear portion of the subject site, leaving a large setback area to Swan Street which would be used for car parking.

Car parking will dominate the street frontage and most likely be an unfavorable option. The parking may also hinder the presence of the heritage building.



Option D

This option considers an active street frontage along Swan st. The proposed addition wraps around the extent of the heritage building, providing high GFA.

The generous floorplate will consequently result in minimal parking at ground level and may trigger a requirement for upper-level parking.

Figure 5 – Preliminary Site and History Analysis to Inform Concept Planning

3.5.2 Final Design

The design presented in this submission is the product of detailed analysis, taking on board the recommendations of the City of Swan, Design Review Panel and expert consultant team. Some of the notable design outcomes for the proposed development include:

- Predominant red brick materiality with varying brickwork patterns, and highlights of stronger feature materials including painted timber cladding and metal features, which create visual interest and complement the Guildford architectural identity.
- The robust material palette and external fabric of the proposed building is reminiscent of similar textures, patterns and form seen on other historical buildings within the Guildford town centre, whilst incorporating contemporary elements to be sympathetic with the historical buildings of the area.
- Fixed awnings fixed over each glazed window and door opening, to provide adequate protection from direct sunlight as well as creating a historical market and shop appearance, reflective of the town's context and other buildings within the town.
- Metal archways above the windows on the southern elevation, which frame each window view from within the building, and reference arch windows and curved elements on other historical buildings in the Guildford area.
- Deep doorway and window reveals to create depth across the façade on the western and southern elevations.
- Built-in concrete seating/furniture on the southern elevation of the building, combining functionality within the façade design and to engage the building with the street.
- Batten screening on the western elevation for providing direct sunlight and privacy to the internal office.
- The south-western corner of the building has the parapet raised upward to be the highest point of the building, in order to distinguish the main entry point from the rest of the development and to create a main street presence to Swan Street.
- Community courtyard on the western elevation, creating a strong visual link to the heritage building and the main entrance for the Market Fresh IGA, as well as providing a place for community enjoyment, relaxation and social interaction.

Refer to **Figures 6 to 9** below for perspectives of the proposed development. Further perspectives and elevations are provided within the Development Plans in **Appendix B** and the Design Statement in **Appendix C**.



Figure 6 – Perspective of proposed development and existing heritage building, looking north-east from Swan Street and Meadow Street intersection.



Figure 7 – Perspective of proposed development’s community courtyard and landscaping, looking north-east.



Figure 8 – Perspective of main entrance to proposed development, looking east.



Figure 9 – Perspective of proposed development and existing heritage building, looking south-east from Meadow Street.

4.0 Technical Considerations

4.1 Heritage and Character Impact Statements

In light of the heritage listings (State and Local) and historical significance of the Guildford Historic Town and Barker’s Store and Warehouse, a Heritage Impact Statement (**HIS**) and a Character Impact Statement (**CIS**) has been prepared to assess the proposal and to ensure the development and use do not adversely impact the heritage significance and value of the subject site.

In the HIS, the proposal is carefully assessed against the heritage values identified in the Statement of Significance for the Guildford Historic Town and for Barker’s Store and Warehouse (as shown in **Figure 10** below) to consider the impact that these works will have on the existing site and its heritage values.

The HIS confirms that the heritage values identified in the Statement of Significance for both the Guildford Historic Town and Barker’s Store and Warehouse will remain largely unimpaired by the proposed works and they will have little to no negative impact on the presentation of the other nearby buildings in the immediate surroundings.

The CIS considers the requirements of the City’s *Guildford-Mandoon Heritage Area Policy* (Part A & B), as further discussed in **section 5.3.1** below.

For further detail, refer to the Heritage Impact Statement at **Appendix E** and the Character Impact Statement at **Appendix F**, prepared by Griffiths Architects.



Figure 10 – Photograph of existing heritage building and contemporary addition located behind, looking from Meadow Street (Source: TBB, 2023).

4.2 Traffic and Access Considerations

4.2.1 Traffic Findings

The proposed development has been subject to a detailed transport analysis in the form of a Transport Impact Assessment (**TIA**) prepared by WSP Consulting in accordance with the Western Australian Planning Commission *Transport Impact Assessment Guidelines*. The TIA assesses the impacts on the surrounding road network arising from the development's proposed traffic, access and parking arrangements (refer to **Appendix G**).

The TIA provides that the estimated traffic generated by the development (inbound and outbound) will be approximately a maximum of 83-92 vehicle trips during weekday peak periods, with an absolute maximum of 174 vehicles per hour on Saturday evening.

The TIA confirms the level of traffic generated by the proposal can be readily accommodated on Swan Street, Meadow Street and the surrounding road network, and no adverse impacts on external traffic are anticipated.

Traffic analysis indicates that in the 2034 base scenario, the southern approach at Meadow Street / Swan Street intersection is expected to operate at a Level of Service F. However, **it is important to note this would occur even if no development on the site were to occur. These projections are wholly associated with the assumed growth of the corridor. The additional impact from the development is negligible.**

Furthermore, it is considered there is substantive benefit to the Guildford town centre in providing a local grocery facility. This would reduce the need for residents to drive to Bassendean or Midland for grocery shopping.

4.2.2 Parking

A Parking and Access Analysis was completed as part of the TIA and it concludes the proposed parking provision is considered to be adequate to accommodate the projected parking need. The analysis was based on data from other IGA stores at Mount Hawthorn and Kalamunda, as well as the existing liquor store tenant (Copper & Oak) on the subject site. This is discussed further in **section 6.1** below.

4.2.3 Access

In terms of vehicular access, the subject site currently contains three full movement crossovers. The proposal involves removing one crossover to Meadow Street and slightly adjusting the other two crossovers. The proposed 6.4 metre crossover to Meadow Street will be full movement, and the 4.5 metre crossover to Swan Street will be left exit only. The TIA confirms the crossover widths and locations are acceptable from an access and sight distance perspective.

Vehicle access points have been minimised to create a more pedestrian friendly outcome and the car parking areas are clearly separated from the community courtyard and seating areas, walkways and building entrance/access points. Pedestrian access and movement are prioritised in the proposal, with paved footpaths surrounding the building and community courtyard, connecting the building entrance/access points to the car park and surrounding existing footpath network. Additionally, Swan Street and Meadow Street have existing pedestrian footpaths both sides, further enhancing the walkability and safe pedestrian accessibility to the subject site.

Refer to the TIA by WSP Consulting contained in **Appendix G** for further detail.

4.3 Acoustic Considerations

An Acoustic Report has been undertaken for the proposed development which addresses the *Environmental Protection (Noise) Regulations 1997*. The report assesses potential noise sources from the proposed development, including noise associated with the car park, loading bay activity and mechanical plant services.

The assessment undertaken demonstrates that the noise emitted from the proposal will comply with the assigned levels determined in accordance with the *Environmental Protection (Noise) Regulations 1997* with exception to one minor predicted exceedance detailed below:

- The use of refrigerated trucks results in a minor 3 dB exceedance to the rear residence(s) of Kappy's Italian Restaurant to the east.

- The Acoustic Report confirms that this can be operationally managed with refrigeration units turned off for the duration of the delivery and therefore, compliance is achievable.

It is noted that the loading bay operations are generally limited to 7.00am to 7.00pm, Monday to Saturday, and this is outside the night time period under the regulations. Further, the restaurant is open from 11:30am to 9:00pm, six days a week. The noise emitted from the restaurant during this time would have the potential to mask noise from the refrigerated trucks and loading bay, as the restaurant building is directly attached to the rear residence(s).

Refer to the Acoustic Report prepared by Lloyd George Acoustics contained in **Appendix H**.

4.4 Waste Management

Waste Management Plan (**WMP**) has been prepared by WSP Consulting (refer to **Appendix I**) in support of the proposed development and use. The WMP addresses estimation of general waste volumes and recommendations for appropriate collection, storage, handling and management of waste and recycling for the development

The WMP concludes that the proposed internal bin storage areas, and the proposed number and sizes of waste and recycling bins, are adequate to service the proposed Market Fresh IGA. Waste will be stored in the enclosed bin store area, which has a roller door to the adjoining waste collection entrance and designated loading bay.

The Market Fresh IGA waste and recycling will be collected by a private contractor as per the occupant's requirements; with general waste to be collected around 4 times per week; recycling collected once per week; and cardboard collected three times per week.

Waste collection vehicles (to be 8.8 metre MRV or smaller sized vehicles) will enter the subject site in a forward direction via Meadow Street and will exit in a forward direction to Swan Street. The swept paths completed by WSP Consulting confirm there is sufficient space for Waste collection vehicles to manoeuvre through the subject site, where the site can accommodate up to 14 metre service vehicles.



5.0 Planning Framework

5.1 Metropolitan Region Scheme

Under the *Metropolitan Region Scheme (MRS)*, the subject site is zoned 'Urban' as depicted in **Figure 11** below. The proposal for a 'Shop' is a commercial use is consistent with the intent of the Urban zone, being defined as:

Areas in which a range of activities are undertaken, including residential, commercial recreational and light industry.

The subject site adjoins Meadow Street to the west, which is reserved as an 'Other Regional Road' under the MRS. The existing access arrangements on Meadow Street are proposed to remain, with exception for removal of the southern crossover. Traffic considerations, generation and access are detailed further in **section 4.1** above and in the Transport Impact Assessment contained in **Appendix G**.

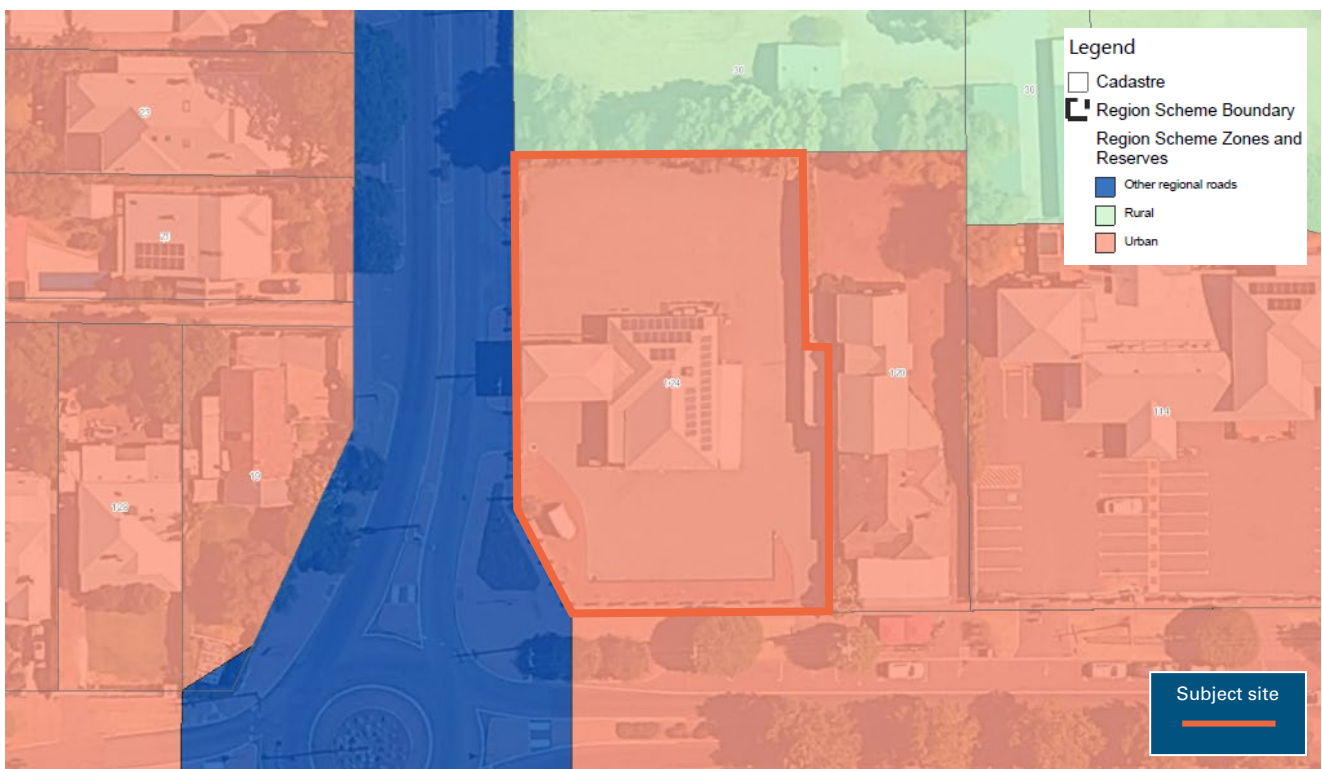


Figure 11 – MRS zoning map of the subject site (Source: PlanWA, 2024).

5.2 City of Swan Local Planning Scheme No. 17

5.2.1 Zoning

The subject site is zoned 'General Commercial' under the City's *Local Planning Scheme No. 17 (LPS17)*, as shown in **Figure 12** below.

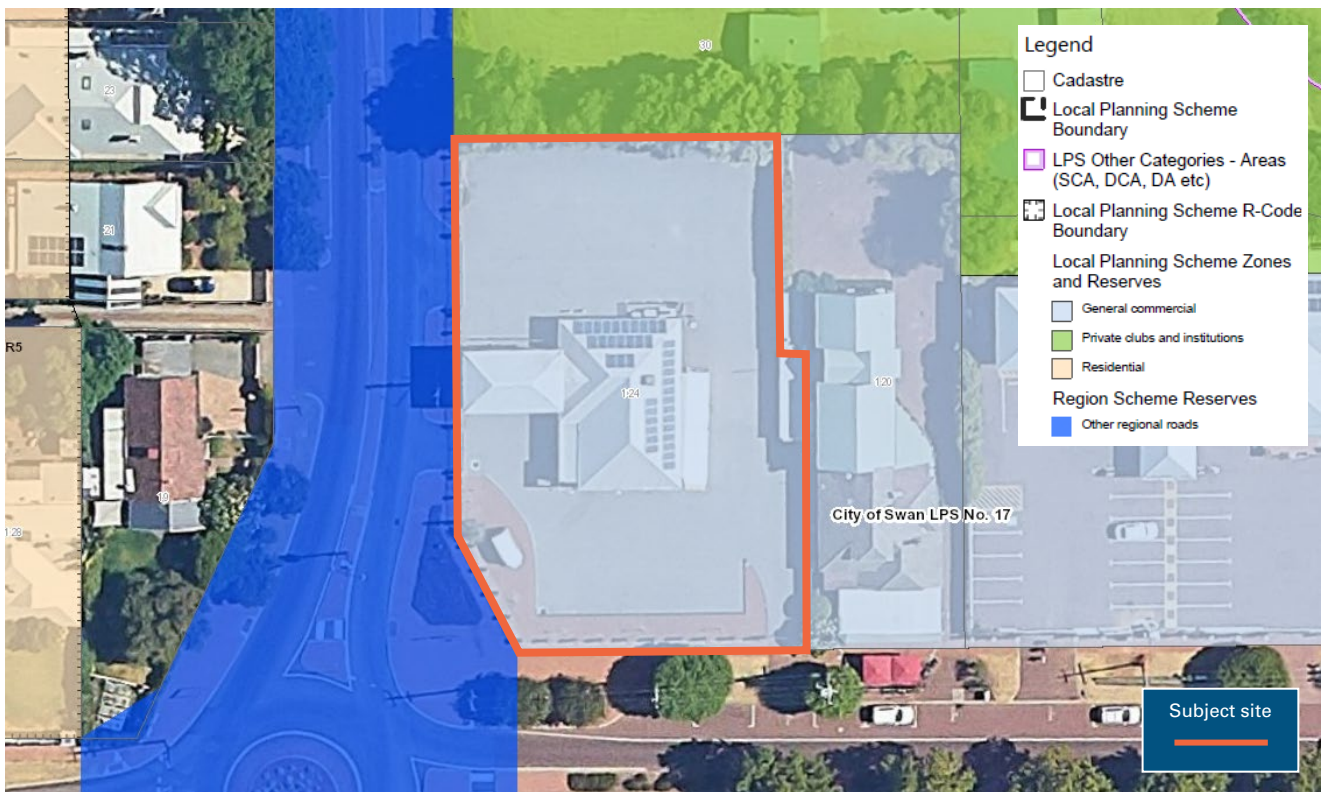


Figure 12 – LPS17 zoning map of the subject site (Source: PlanWA, 2024).

Clause 4.2.2 in LPS17 sets out the objectives of the General Commercial zone as follows:

- a) *encourage those uses necessary to provide convenience shopping of the lower order outside the Strategic Regional Centre;*
- b) *avoid development of land for any purposes or in any manner likely to compromise development of the Strategic Regional Centre or the efficient distribution of commercial services within the district;*
- c) *ensure development provides a high level of visual attraction at street level, and does not unduly detract from the visual amenities of adjacent residential areas;*
- d) *ensure any on-site advertising is integrated with the overall site development and does not detract from the amenities of the adjacent area;*
- e) *promote the development of continuous commercial frontages and the integration of adjacent commercial development so as to facilitate pedestrian access to and within commercial areas;*
- f) *enhance the amenities of the area and the development of a more sustainable environment through the use of complementary landscaping, including shade trees and stormwater recharge facilities.*

The proposal aligns with the above objectives of the General Commercial zone for the following reasons:

- a) The Market Fresh IGA in the proposed location is outside the Strategic Regional Centre and is necessary to provide convenience and grocery shopping, as there are no other convenience and grocery offerings in the Guildford town centre.
- b) The proposal will assist with the efficient distribution of commercial services within the district, by providing a convenience and grocery store offering in a location where there are currently none operating.
- c) The design, built form, communitycourtyard landscaping in the development creates a high level of visual interest at street level, as described in in further detail in **sections 3.4 and 3.5** above. It improves the visual appearance and interface with the adjoining streets, and does not negatively impact the visual amenities of adjacent residential properties.

- d) The signage proposed relates to the tenant businesses operating on the site only and has been carefully integrated into the building design and development on the site.
- e) The proposed development strongly promotes the continuous commercial frontages and main street presence along Swan Street. The nil setback to Swan Street is consistent with other existing commercial development Swan Street and the proposal integrates with this adjacent development. Locating the car parking area at the rear and the new paved pathways surrounding the development will promote and facilitate safe pedestrian movement and access.
- f) The proposal includes high quality landscaping and shade trees throughout the development, including a community courtyard. The deep soil areas and landscaping will provide for on-site stormwater catchment and drainage.

5.2.2 Land Use Classification and Permissibility

This application seeks approval for a proposed Market Fresh IGA, which is best classified as 'Shop' under Schedule 1(B) in LPS17, defined as:

means premises used to sell goods by retail, hire goods, or provide services of a personal nature (including a hairdresser or beauty therapist) but does not include a showroom or fast food outlet.

The proposal involves the development and use of a Market Fresh IGA on the subject site, which will be a local retail grocery store of a small and boutique-style nature.

The proposed use will create a premises for the purpose to sell retail, convenience, grocery types of goods. The proposed use is entirely consistent with the Shop land use definition under LPS17

Shop is a 'P' (permitted) use in the General Commercial zone, which means that the use is permitted by LPS17 provided the use complies with the relevant development standards and the requirements of LPS17.

The established liquor store is already approved and operating in the existing buildings on the subject site. As such, the use does not form part of this application.

Nothing the above, the proposed use warrants support accordingly.

5.2.3 Special Control Area

As per the zoning map of LPS17, the subject site is located within a 'Special Control Area' (**SCA**) for 'Aircraft Noise Exposure' and is subject to Clause 6.2 in LPS17.

Clause 6.2.1 details that this SCA as defined on the LPS17 zoning map is in accordance with *State Planning Policy 5.1 – Land use planning in the vicinity of Perth Airport (SPP5.1)* and the Australian Noise Exposure Forecast (**ANEF**) areas referred to in SPP5.1.

Refer to **section 5.4.2** below for further detailed discussion of SPP5.1 provisions and the proposal.

5.2.4 Development Standards

Part 5 of LPS17 sets out the specific standards and requirements applicable to the development within the City of Swan. Part 5 contains no standards or requirements that warrant special consideration under this section, as development requirements to the General Commercial zone and heritage considerations are addressed under the City's Local Planning Policy framework.

5.3 Local Planning Policies

5.3.1 Guildford-Mandoon Heritage Area Policy (Part A & B)

The City of Swan *Guildford-Mandoon Heritage Area Policy* was prepared to guide the conservation of the cultural significance of the Guildford Heritage Area, and ensures that change within the area is undertaken in a way that respects and enhances its cultural heritage significance. The City's *Guildford-Mandoon Heritage Area Policy* is separated into two parts – Policy Statements (Part A) and Character Statements (Part B).

Part A of the policy – ‘Policy Statements’ set out the appropriate means to conserve and manage the change of elements which contribute to the significance of the Guildford Heritage Area. These have been identified by the Heritage Council of Western Australia and in the Character Statements contained within Part B.

An assessment of the proposal against the Policy Statement Measures is provided in **Table 4** below.

Part B of the policy – ‘Character Statements’ provides definition and guidance for heritage character context identified within the Guildford Heritage Area. Clause 10.1 in the policy requires a Character Statement to be submitted with all development proposals to address the applicable Character Statement(s) to the site from Part B, in order to understand the immediate contributory context and what must be considered for new design in that location. Refer to the Character Impact Statement at **Appendix F** prepared by Griffiths Architects.

Clause 10.2 of the policy also requires that a Heritage Impact Statement is accompanies development application, which is provided at **Appendix E**.

Table 4 – Measures Assessment.

Performance Criteria	Applicant Response
8.1 Demolition and Relocation	
<i>M8.1.1 Demolition of any building in the Heritage Area requires development approval by the Council.</i>	Details of the demolition and removals proposed are detailed in section 3.2.4 above. It has been confirmed by the supporting HIS and CIS attached that that the proposed demolition and removal works will not impact the heritage values of Barker’s Store and Warehouse or the Guildford Historic Town.
<i>M8.1.2 Demolition of any building will not be permitted where there has been a demonstrable period of neglect leading to deterioration in the building’s condition.</i>	N/A - the existing heritage building is being retained. The proposal involves demolition of a small external brick building on the eastern boundary of the subject site, which is a contemporary addition and has not been neglected.
<i>M8.1.3 Contributory built form will not be approved for demolition other than in exceptional circumstances where it has been assessed as structurally irredeemable based on: a. Assessment by a qualified structural engineer with heritage experience and supported with a Heritage Impact Statement prepared by a heritage consultant. The City may also obtain its own independent heritage advice prior to making a determination.</i>	Refer to the Heritage Impact Statement at Appendix E .
<i>M8.1.4 Consideration of an application for demolition within a Non-Contributory Place will be based on one or more of the following: a. Assessment of the cultural significance of the building and its contribution to the cultural significance of the heritage area. b. The extent to which the place demonstrates stylistic characteristics of the five key periods of development of the Heritage Area. c. Inclusion of a proposal for a new building in its place which complies with the provisions of this policy and the local planning scheme; and</i>	

<p><i>d. Entering into a Heritage Agreement with the City to establish a finite timeframe for new development to be completed.</i></p>	
<p><i>M8.1.5 Relocation of Contributory built form will only be permitted when this is the sole and unavoidable means of ensuring its survival</i></p>	<p>N/A – none proposed.</p>
<p><i>M8.1.6 Secondary structures related to a Contributory Place may be relocated to elsewhere within the lot where it can be demonstrated through the provision of a Heritage Impact Statement that relocation has no impact on the significance of the Contributory Place or the surrounding area.</i></p>	
<p><i>M8.1.7 Elements of Contributory Places will only be considered for demolition where retention in the original location is not possible and the applicant demonstrates that the removal has no adverse impact on the cultural heritage significance of the Heritage Area based on:</i></p> <p><i>a. An assessment of the cultural heritage significance of the building and the contribution that the subject elements make to the significance of the Heritage Area and its Character Statement, supported by a Heritage Impact Statement prepared by a qualified heritage consultant. The City may also obtain its own independent heritage advice prior to making a determination.</i></p>	<p>Refer to the Heritage Impact Statement at Appendix E.</p>
<p>8.2 Conservation of Contributory Places</p>	
<p><i>M8.2.1 Ensure that works retain, conserve and restore the following:</i></p> <p><i>a. Elements, features and finishes of any identified contributory places in their original, or most significant state.</i></p> <p><i>b. Contributory elements such as ancillary buildings and secondary structures including fences, gates, wells and gardens.</i></p> <p><i>c. Facade elements including original openings, decorative elements and joinery to doors and windows.</i></p> <p><i>d. Contributory or early shopfronts, the proportions of those shop fronts and their materiality.</i></p>	<p>Minor upgrades to the existing heritage building are proposed to protect its condition and enhance its original features, which include:</p> <ul style="list-style-type: none"> • Roof upgrades including guttering and downpipes to mitigate issues such as rising damp. These will be designed and installed to be consistent with the original architectural style of the roof and building. • Existing rendered masonry on lower portion of heritage building will be removed and reconditioned. • Original openings on the northern elevation will be reinstated.
<p><i>M8.2.2 Ensure that conservation works:</i></p> <p><i>a. Retain the original materials or replace on a like for like basis if damaged beyond repair.</i></p> <p><i>b. Do not reproduce period detailing to shopfronts or facades unless it is restoring the building to a known original appearance based on evidence.</i></p> <p><i>c. Are based on historical documentation such as early drawings or photographs, physical evidence found on site or neighbouring buildings of a similar design and era.</i></p>	<p>Refer to the Heritage Impact Statement at Appendix E for further discussion on the positive impacts of these works.</p>
<p>8.3 Alterations and Additions</p>	
<p><i>M8.3.3 Additions to existing buildings of a Non-residential typology may be up to two storeys in height, to a maximum roof height of 9 metres, and must be in scale with the prevailing contributory existing buildings and character of the streetscape.</i></p>	<p>The proposed building (to adjoin the existing 1970s contemporary addition) is only one storey and lower than the existing two-storey heritage building.</p> <p>The top of the parapet wall on the south-western corner is 5.68 metres tall, consistent with the permissible heights.</p>
<p><i>M8.3.4 Additions visible from the public realm are to be built of traditional materials and visually compatible but easily distinguishable from the original building form.</i></p>	<p>The proposed building has a predominant red brick façade with varying brickwork patterns, and highlights of stronger feature materials including painted timber cladding and metal features. These finishes create visual interest and complement the Guildford architectural identity, whilst a maintaining a contemporary design and modern feel.</p> <p>Refer to the Development Plans provided at Appendix B</p>

8.4 New Built Form	
8.4.1 Siting	
<i>M8.4.1.1 Buildings, front doors and pedestrian access shall be orientated to face the primary street.</i>	The proposed development is orientated towards Swan Street (primary street) and the main pedestrian access point to the building is located on the corner.
<i>M8.4.1.3 Development in a non-residential typology area will have a nil street setback to the primary street frontage and to side boundaries. Where development is located on a corner it must address both street frontages to be consistent with other Contributory Places in the streetscape.</i>	<p>The proposal has a nil setback and active frontage to Swan Street (primary street).</p> <p>The subject site is located on the corner of Swan Street and Meadow Street. The frontage to Meadow Street is treated differently. The proposed additions are set back from the street so as not to disguise or diminish the importance of the 1850s heritage building. Notwithstanding, the additions maintain an active relationship with Meadow Street through clear glazing to the arcade and IGA store together with a pocket park and community courtyard.</p> <p>The car park to the rear is an existing feature which will be improved through provision of landscaping along the Meadow Street boundary.</p>
<i>M8.4.1.4 Transportable buildings, shipping containers or other non-traditional buildings are not to be located within the Guildford Heritage Area.</i>	N/A - none proposed within the development.
8.4.2 Scale and Form	
<i>M8.4.2.5 Buildings shall be up to two storeys in height at the primary street frontage, to a maximum roof height of 9 metres, with the development to be in scale with its neighbouring context, unless the development is sited amongst single-storey residential typology built form in which case the upper storey must be concealed or setback behind the building footprint of the residential typology built form. Where additional height is proposed it shall be set back from the street frontage by a minimum of 5 metres, be visually recessive and not result in overlooking of adjacent single storey residential buildings.</i>	Refer to response provided in M8.3.3 above.
<i>M8.4.2.6 Development on large lots is to be broken down to reflect the width of Contributory Place facades in the streetscape in which the subject place is located. (Refer to figure 16).</i>	<p>The community courtyard located on the southern side of the heritage building, with the proposed building setback creates a strong visual link to the heritage building as you arrive at the Meadow and Swan Street intersection. This ensures views of the heritage building's facade are protected and the significance of the heritage building is celebrated.</p> <p>For illustration of this, refer to the Development Plans provided at Appendix B.</p>
<i>M8.4.2.7 Detailing and external features are to be consistent with the contemporary style of a building's period of construction and not seek to copy a historical style.</i>	<p>The material palette, detailing and external features of the proposed building is reminiscent of similar textures, patterns and form seen on other historical buildings within the Guildford town centre, whilst incorporating contemporary elements to be sympathetic with the historical buildings of the area.</p> <p>Refer to the Development Plans provided at Appendix B and the Design Statement in Appendix C for further detail.</p>
8.4.3 Materials and Colours	
<i>M8.4.3.1 Materials are to be selected with reference to the prevailing contributory character of the relevant Character Statement. Acceptable materials for new buildings in Guildford Heritage Area include the following:</i> <ul style="list-style-type: none"> <i>a. Terracotta 'Marseilles' tiles, slate, Zinalume or galvanised iron roof cladding. Pre-finished steel (e.g. Colorbond) is also acceptable with muted, traditional colours (e.g. manor red).</i> <i>b. Non-uniformly fired red clay brick walls with a traditional brickwork bond and cream toned mortar.</i> <i>c. Smooth render detailing.</i> 	<p>The materiality and colour palette of the proposed development aligns with the 'acceptable materials' for new buildings and references the 'North Precinct – Swan Street' Character Statement. Refer to the Development Plans provided at Appendix B.</p>

<p>d. Timber framing and weatherboards.</p> <p>e. Where contemporary materials are proposed they shall maintain the proportions, textures and details of the surrounding Contributory Places and be sympathetic to their surrounding character context.</p>	
<p>M8.4.3.2 Any external painting works shall be:</p> <p>a. Muted in colour, and applied predominantly to external timber elements.</p> <p>b. In keeping with the surrounding Contributory Places and the character of their relevant Character Statement.</p> <p>c. Utilise colour schemes typical of the Contributory Place period.</p>	<p>The predominate façade material of the building is brick with varying patterns.</p> <p>The southern and western façades have some minor timber cladding below the windows which are painted in a muted dark olive green colour, similar to the awnings.</p>
<p>M8.4.3.3 The following works will not be supported:</p> <p>a. Bright or modern colour schemes which detract from the character of the Guildford Heritage Area.</p> <p>b. Painting of buildings in corporate colours, designs or patterns.</p> <p>c. Limestone, tilt up concrete, glass walling, polished concrete in landscaping and large expanses of metal cladding.</p>	<p>None of the works mentioned in M8.4.3.3 are proposed.</p>
<p>8.5 Gardens and Landscape</p>	
<p>M8.5.1 Mature trees in the public and private realm are to be retained and integrated into the design of new development, alterations and additions.</p>	<p>All mature trees on the Swan Street verge (public realm) will be retained.</p> <p>The development only proposes removal of one grass tree in the south-western corner. The subject site contains no other trees or vegetation.</p>
<p>M8.5.2 Removal of mature trees requires development approval and applications must be supported by a qualified arborist report explaining that the tree is at the end of its lifespan and is either dead, diseased or dangerous.</p>	
<p>M8.5.3 Private gardens within Contributory Places are to be retained where they contribute to the streetscape and shall be restored in accordance with the Design Guidance.</p>	<p>N/A – no private gardens or backyards that are existing or proposed.</p>
<p>M8.5.4 Green canopies in backyards are to be retained with a presumption against the removal of large mature trees.</p>	
<p>M8.5.5 Where significant trees in the public realm have died or been removed, they are to be replaced with equivalent or appropriate advanced stock of the same species.</p>	<p>All mature trees on the Swan Street verge (public realm) will be retained.</p>
<p>M8.5.6 Earthworks are to be minimised so as to protect the traditional landscape and setting of Guildford Heritage Area.</p>	<p>Noted. Minimal earthworks would be required as the subject site is already developed and has a relatively flat topography.</p>
<p>M8.5.7 Structural development and landfill within the floodplain will generally not be supported and will be subject to support from the Swan River Trust, the Department of Water and Environmental Regulation (DWER) and the Department of Biodiversity, Conservation and Attractions (DBCA) as applicable.</p>	<p>N/A - the subject site is already developed and cleared, and no deep structural development or landfill is proposed.</p>
<p>8.6 Public Realm</p>	
<p>M8.6.1 Stirling Square is to remain accessible to all pedestrians.</p>	<p>N/A</p>
<p>M8.6.2 Riverine floodplain land shall be undeveloped with access to the rivers maintained on crown land.</p>	<p>N/A</p>
<p>M8.6.3 Street widths, verges, crossovers and footpaths are to remain consistent with their traditional proportions.</p>	<p>The existing widths and proportions of the external footpaths in the verge will not modified.</p> <p>The proposed development includes removing one crossover to Meadow Street and slightly adjusting the other two</p>

	<p>crossovers. The proposed 6.4 metre crossover to Meadow Street will be full movement, and the 4.5 metre crossover to Swan Street will be egress only. Vehicle access points have been minimised to create a more pedestrian friendly outcome and the car parking areas are clearly separated from the community courtyards and seating areas, walkways and building entrance/exit points.</p>
<p><i>M8.6.4 External lighting is to be in keeping with the existing hierarchy of street lighting in the Guildford Heritage Area.</i></p>	<p>Noted. External lighting will be confirmed at detailed design.</p>
<p><i>M8.6.5 External lighting shall provide the required level of public amenity whilst being respectful of the Guildford Heritage Area.</i></p>	
<p><i>M8.6.6 Street furniture (including public art) is to be located where it does not detract from or obscure the appreciation of significant views and vistas (refer to map 4), of contributory heritage places or their associated streetscape.</i></p>	<p>The proposal has built-in concrete seating/furniture on the southern elevation of the building, combining functionality within the façade design and to engage the building with the street without overpowering any views. The community courtyard on the western elevation creates a strong visual link to the heritage building and the main entrance for the Market Fresh IGA, and actually enhances the views to the heritage place.</p>
<p>8.7 Fences and Boundaries</p>	
<p><i>M8.7.1 Traditional fences are to be retained and where missing or damaged be restored based on archival evidence and the predominant boundary treatment pattern of the character area.</i></p>	<p>The existing aged brick wall fencing on the north-western corner lot boundary will be retained, as shown in Figure 3 above.</p> <p>A portion of the existing masonry pier and steel picket fencing in the north-western corner will be retained, located at the Meadow Street crossover entrance.</p>
<p><i>M8.7.2 Fence heights are to be in keeping with the predominant pattern along the streetscape. In residential typology areas they shall not exceed 1200mm in height to the primary street and 1800 mm to other streets. Refer to figure 28 for detail of how this is to be applied.</i></p>	
<p><i>M8.7.3 Finishes, materiality and construction of fences shall be visually permeable within the streetscape and protect vehicular and cyclist sightlines.</i></p>	
<p><i>M8.7.4 Fence design shall be in keeping with the prevailing contributory onsite built form and streetscape context.</i></p>	
<p>8.9 Parking and Vehicle Access</p>	
<p><i>M8.9.8 Car parking shall not be visible from the street and is to be located to the rear or concealed within the built form.</i></p>	<p>Car parking is located to the rear, away from the Swan Street primary frontage.</p> <p>The general lot arrangements and locations of car parking are also in line with what has been outlined in the North Precincts description of Swan Street, with a preference for car parking and vehicular access to be located to the rear and sides of the envelope.</p>
<p><i>M8.9.9 Varying standard car parking requirements is acceptable where it can be demonstrated that additional car parking will impact on the significance of the Guildford Heritage Area or an individual Contributory Place.</i></p>	<p>A variation in car parking is proposed and it is further discussed in section 6.1 below that an increased in car parking on the site would result in adverse design outcomes for the proposed development and existing heritage building on the site.</p>
<p>8.10 Views and Vistas</p>	
<p><i>M8.10.1 Development at the periphery of the town shall maintain views to the floodplains and riverine environment.</i></p>	<p>Important views and vistas of key landmarks such as the riverine floodplain, Stirling Square and St Matthew’s Church will not be impacted by the proposed works, aligning with the Views and Vistas measures.</p>
<p><i>M8.10.2 Development shall reflect the generally low rise nature of structures within the Guildford Heritage Area and the visual connection between sites and across lots.</i></p>	

<i>M8.10.3 Development shall not protrude above the contributory built form present within the streetscape, i.e. single storey contributory built form shall not be eclipsed by a new second storey unless that second storey is setback behind the contributory built form footprint.</i>	The proposed building is single storey and is lower in height than the existing heritage building on the subject site.
<i>M8.10.4 The height of proposed buildings or structures shall not protrude above the tree canopy or obstruct views of significance, connections or streetscapes when viewed from any significant public viewing point.</i>	
8.11 Other	
8.11.1 Building Services	
<i>M8.11.1 Solar panels and additions seeking to improve the sustainability of a place shall not be visible from the streetscape or impact upon significant views and vistas.</i>	No solar panels or sustainability additions are visible from the streetscape.
<i>M8.11.2 Servicing elements shall be situated behind the front setback area and the primary frontage. This includes, but is not limited to switchboards, water heaters and pipework.</i>	No servicing elements are located in the front setback area or primary frontage.
<i>M8.11.3 Redundant later servicing additions are to be removed from primary frontages and finishes made good.</i>	N/A.
<i>M8.11.4 Fixtures shall be designed to complement Contributory Places and their surroundings as identified in the relevant Character Statement</i>	Any fixtures or screening of servicing elements will be part of the building's carefully selected and complementary robust material and colour palette, and will be integrated into the building.
8.11.2 Signage	
<i>M8.11.2.1 Signage content should reflect the name, address and services or product relating to the premises, but shall not contain any commercial brand product or third party advertising.</i>	The proposed signage only relates to the Market Fresh IGA and liquor store operators on the subject site. No commercial brand product or third party advertising is proposed.
<i>M8.11.2.2 Signage does not obscure views into and out of contributory places</i>	The signage proposed does not obscure any views to or from the heritage building on the subject site. Refer to the Development Plans at Appendix B .
<i>M8.11.2.3 Signage is to be located within a traditional advertising area.</i>	Signage on the building is only located above awnings.
<i>M8.11.2.4 In non-residential typologies, signage shall not exceed three signs facing the street per facade of a building and shall not exceed 20% of the area of the facade</i>	All signage does not exceed 20% in area on each facade.
<i>M8.11.2.5 In addition to M.11.2.4, signage shall not exceed two advertising signs hung below a verandah or awning.</i>	No signage is proposed below any awning or verandah as part of this application.
<i>M8.11.2.6 Pylon, digital, neon or internally illuminated signage shall not be supported unless it can be demonstrated that there is a precedent based on the subject place's contributory era of development. Other non-traditional signage is also considered inappropriate and is unlikely to be supported.</i>	No digital, neon or illuminated signage is proposed. The existing and approved pylon sign on the Meadow Street frontage for the established liquor store tenant will be retained.
<i>M8.11.2.7 Traditional signs are to be externally illuminated at night and on non-residential typology buildings only.</i>	The proposal is a non-residential typology building. No illuminated signage is proposed.

5.3.2 Local Planning Policy POL-TP-125 – Building and Development Standards – Commercial Zones

The City’s POL-TP-125 aims to ensure development within the ‘General Commercial’ and ‘Highway Service’ zones is consistent with the principles of proper and orderly planning and furthers the objectives of the relevant zone. The Guildford-Mandoon Heritage policy will however prevail over the Commercial zones policy to the extent of the inconsistency.

An assessment of the proposed development against the applicable key provisions of the policy is provided in **Table 5** below.

Table 5 – POL-TP-125 Key Provisions Assessment.

Policy Provision	Applicant Response	Compliance
<p>Table 1 – Site Requirements (Shop use)</p> <ul style="list-style-type: none"> • <i>Minimum Frontage: 20m</i> • <i>Minimum Front Setback: 9m</i> • <i>Minimum Side Setback: 3m from side streets</i> • <i>Minimum Rear Setback: 6m (to provide for rear service access).</i> 	<p>The <i>Guildford-Mandoon Heritage Area Policy</i> prevails over these requirements.</p>	<p>Refer assessment in section 5.3.1 above.</p>
<p>2.8 Use of Setbacks</p> <p><i>No person shall use the area of land between a building setback line and a street alignment for any purpose other than one or more of the following:</i></p> <ul style="list-style-type: none"> a) <i>A means of access;</i> b) <i>The loading and unloading of vehicles;</i> c) <i>Landscaping;</i> d) <i>Trade display, but in no case shall more than 10% of the area be used for trade display purposes, and any such trade display shall not be situated within 3 metres of any street alignment; and / or,</i> e) <i>The daily parking of vehicles used by employees and customers or clients, subject to the requirements of any duly adopted policy as to off-street parking.</i> 	<p>The setback areas in the development are only used for access, car parking and landscaping, with exception to the proposed building’s nil setback to Swan Street.</p>	<p style="text-align: center;">✓</p>
<p>2.9 Landscaping Requirements</p> <p><i>Any landscaping required shall be provided in accordance with the provisions set out hereunder:</i></p> <ul style="list-style-type: none"> a) <i>The required landscaping shall cover a minimum of 10% of the total site area in a form approved by the Council. [...]</i> b) <i>Any landscaped area shall be separated from an adjacent vehicular area by a wall or kerb at least 150mm higher than the adjacent vehicular area or in some other manner be protected from vehicular damage;</i> c) <i>Landscaped areas shall not average in width less than 1.5 metres, and shall not be continuous for more than 10 metres without a properly designed pedestrian crossing point, except where such landscaped area is adjacent to a permanent fence, or a wall of a building;</i> d) <i>The part of the area of the site required to be provided as landscaping shall not include areas which would normally be set aside for pedestrian movement;</i> e) <i>Landscaped areas required by this policy shall be planted in accordance with an approved landscape plan, and within 30 days of practical completion of the development, or any relevant part thereof, as determined by the</i> 	<ul style="list-style-type: none"> a) The landscaping provided equals to 9.8% of the total site area. Refer to the Development Plans at Appendix B. b) To be incorporated into detailed landscaping plans. c) Landscaped areas in the proposal that are more than 10 metres in length and/or less than 1.5 metres in width, are only located adjacent to a building or permanent fence. d) Complies. e) Noted. 	<p style="text-align: center;">Minor variation proposed.</p> <p>Landscaping is 5m² below the compliant figure but remains high quality and contributing to the streetscape.</p> <p>On site landscaping is complemented by generous verge landscaping.</p>

<p><i>Council or at such later time as may be agreed in writing by the Council.</i></p>		
<p>2.10 Service Areas <i>Any service access provided shall be in accordance with the following requirements:</i></p> <p>a) <i>The access way shall be so constructed that vehicles using it may return to a public thoroughfare in forward gear;</i></p> <p>b) <i>If there exists a right-of-way to the rear or side of the subject lot or lots, an area shall be paved on the lot or lots so that vehicles when loading or unloading do not need to remain in the right-of-way. Such paved area shall be of such a size that if no alternative route exists, vehicles may turn so as to return to the public thoroughfare in forward gear;</i></p> <p>c) <i>Except as hereinafter mentioned in this paragraph, the access way shall be not less than 6 metres in width, but if the size of the subject lot or lots makes the provision of a 6 metre wide access way impracticable or unreasonable, the Council may permit an access way of a lesser width, but in no case less than 3 metres;</i></p> <p>d) <i>The access way shall be designed so as to segregate service vehicles, both moving and stationary from parking areas and access ways provided for customer parking;</i></p> <p>e) <i>Where alternative access is provided and such access is considered acceptable by the Council, the Council may waive the requirements set out in this policy.</i></p>	<p>a) All service vehicles will enter the site via Meadow Street and exit the site in forward gear to Swan Street.</p> <p>b) Service vehicles have a separate designated loading bay located on the eastern side of the building, which will be paved and is of adequate size for service vehicles to return to Swan Street in forward gear, as confirmed by swept paths in the TIS at Appendix G.</p> <p>c) The crossover and accessway in the car park to the north is 6.4 metres wide, and the accessway on the eastern side is 5.11 metres wide. Noting the accessway on the eastern side is exit only movement and the size and configuration of the subject lot, is it impractical to increase the size of this accessway without constraining or impacting other components of the development. Therefore, the accessway can be permitted by Council and further, the minimum 3 metre requirement is met.</p> <p>d) Service vehicles have a designated loading bay located on the eastern side of the building, which is separated from the main customer parking area on the northern side of the building.</p> <p>e) Noted – N/A.</p>	<p>✓</p>
<p>2.11 Refuse and Storage Areas <i>A refuse or storage area shall be:</i></p> <p>a) <i>screened from view from any public street and from within the site, and enclosed by a wall of masonry or other approved building material of not less than 1.8 metres in height;</i></p> <p>b) <i>located not less than 15 metres from any residential building on an adjoining lot having a common property boundary unless it is fully enclosed;</i></p> <p>c) <i>accessible to service vehicles; and</i></p> <p>d) <i>not less than 9 square metres of floor area.</i></p>	<p>f) The bin store area is located inside the building and is accessed via an external roller door. It is not visible from the street and car park.</p> <p>g) The bin store area is completely enclosed and is 12 metres away from the rear residence(s) of Kappy's Italian Restaurant to the east.</p> <p>h) The bin store area is accessible to service vehicles. Refer to the swept paths provided in the TIS at Appendix G.</p> <p>i) The bin store is designed to house the bins only, and is accessed by roller doors both externally and internally to the store's internal breezeway. There is more than 9m² of floor area and adequate space is provided to access the bins.</p>	<p>✓</p>

5.3.3 Local Planning Policy POL-TP-129 Vehicle Parking Standards

The City's POL-TP-129 prescribes the minimum car parking requirements to individual land uses under LPS17, as per 'Table 1 – Land Use Parking Requirements' in the policy.

The proposed development provides 28 car parking bays, three motor cycle bays and sixteen bicycle bays.

An assessment of the proposal against the car parking standards under POL-TP-129 is provided in **Table 6** below.

Table 6 – POL-TP-129 Car Parking Requirements.

Land Use	Parking Rate	Parking Required	Parking Proposed
Shop	8 spaces for every 100 square metres of GLA	IGA and liquor store Combined Total Building GLA: 633m ²	28 car bays
Total Parking Required		51 bays	
Total Shortfall/Surplus		23 bay shortfall	


Refer to **section 6.1** below for detailed justification for the proposed car parking shortfall.

5.3.4 Local Planning Policy POL-C-070: Advertising Signs within Commercial & Industrial Zones

The City's POL-C-070 aims to establish the effective control of advertising signs located on private land and within thoroughfares in Commercial and Industrial Zones. An assessment of the proposal against the policy's provisions is provided in **Table 7** below.

Table 7 – Assessment of POL-C-070 provisions.

Provision	Applicant Response	Compliance
3.1 Advertising signs shall not be approved on land other than on the land where the business being advertised operates from.	All signage will only relate to the Market Fresh IGA and liquor store on the subject site.	✓
3.2 An unnecessary proliferation of signs shall be avoided. Where a number of signs may exist or are proposed, the applicant or landowner should be encouraged to rationalise the number and type of signs. <i>In determining whether a proliferation of signs would exist if a sign were displayed on land, due regard shall be given to the number of pylon, free standing and fence signs that already exist on the land as well as the size of the area of the land or landholding relating to the sign and the length of frontage along a main road.</i>	The proposed development does not contain an extensive amount of signage. Refer to the Development Plans and perspectives in Appendix B and C . The pylon sign on the Meadow Street frontage for the established liquor store tenant will simply retain their existing and approved pylon sign on the site.	✓
3.3 Permanent advertising signs shall: • not be approved for display within any thoroughfare - neither along a particular road or at an intersection; and • shall be located entirely within the land where approved.	All signage proposed in this application will be located entirely within the lot boundaries and will not be located in the road reserves.	✓
3.4 Fence signs may be permitted only where other locations for advertising signs are not available.	No fence signage is proposed as part of this application.	N/A
3.5 No sign shall be approved that would be displayed either upon the roof cladding or above the roof.	On the western elevation, a 'Copper & Oak' sign is proposed above the roofline. The signage allows the existing liquor store tenant to have visibility to the entrance behind the community courtyard and trees to be provided. The south-western corner of the building has a roofline that is taller in height, being 5.68 metres. The adjoining heritage building is two-storeys and is much higher than this particular sign. Further, this particular signage is the same material and colour as the other signage on this elevation. It is part of the building's built form and provides consistency to its cohesive design. Refer to the image provided below for demonstration of the above.	Minor variation proposed

	 <p>Image A: Extract of perspective showing the above roof sign for 'Copper & Oak'.</p> <p>Noting the above, the proposed variation is considered very minor in the overall context and is deemed more than acceptable.</p>	
<p>3.6 No sign shall be approved that protrudes from a wall beyond one metre</p>	<p>No signage proposed protruded above any wall by one metre.</p>	<p>✓</p>
<p>3.7 No sign shall be installed with an underside clearance that may be hazardous to or an unnecessary obstruction to any pedestrian.</p>	<p>No signage proposed has an underside clearance that is less than a substantial height above pedestrian level.</p>	<p>✓</p>
<p>3.8 Any sign visible from a road shall be designed and installed in such a manner so as not to confuse or distract motorists or obstruct sight lines.</p>	<p>The locations proposed will not obstruct sightlines to vehicles at the crossovers or Swan Street and Meadow Street intersection.</p> <p>Refer to 3.2 above for commentary on the liquor store pylon sign.</p>	<p>✓</p>
<p>3.9 Moving advertising devices or advertising devices incorporating flashing or pulsating light shall not be approved</p>	<p>None proposed.</p>	<p>✓</p>
<p>3.10 Portable signs may only be licensed for display within a thoroughfare where there are:</p> <ul style="list-style-type: none"> • no safety or obstruction problems; • no pylon or free standing signs on the land; and there are • significant obstacles preventing effective display of the portable sign on the land. 	<p>Noted – for future consideration by occupant only.</p>	<p>N/A</p>
<p>3.11 Temporary soft material signs may be displayed to promote new businesses, special events, or promotions for a reasonable period. This may include decorative flags, banners and the like but shall not include bunting. Soft signs should not be placed within thoroughfares so as to cause a nuisance or be an obstruction.</p>	<p>Noted – for future consideration by occupant.</p>	<p>N/A</p>
<p>3.12 Signs may contain the following features:</p> <ul style="list-style-type: none"> • business logo • street number; • owners name and contact details; • main services provided; and be clear and well maintained. 	<p>The proposed signage only contains the mentioned features.</p>	<p>✓</p>
<p>3.13 Ongoing inspections and enforcement shall be undertaken to ensure that advertising signage does not occur to the detriment of maintaining an attractive commercial and industrial area.</p>	<p>Noted.</p>	<p>N/A</p>

As demonstrate in the table above, the proposed development is consistent with the intent of POL-C-070 and warrants support in this respect accordingly.

5.4 State Planning Policies

5.4.1 State Planning Policy 2.10 – Swan-Canning River System

State Planning Policy 2.10 – Swan-Canning River System (SPP2.10) aims to ensure that activities, land use and development maintain and enhance the health, amenity and landscape values of the river, including its recreational and scenic values.

Clause 8.8.2 from SPP2.10 describes that planning decisions in this area (including the subject site) should:

- *establish adequate protection measures for riparian vegetation on foreshores;*
- *improve pedestrian and cycle access along the river;*
- *ensure that development complements the valley landform and makes a positive contribution to its cultural landscape;*
- *protect views to and from the river and its rural landscape setting;*
- *maintain or enhance significant views, particularly views of Woodbridge House and vineyards opposite;*
- *ensure that development complements the historic landscape qualities of the river at Guildford;*
- *protect places of cultural significance, in particular places on the State heritage register and the Department of Indigenous Affairs register of significant places;*
- *promote sustainable tourism and commercial development;*
- *ensure that subdivisions incorporate adequate foreshore reserves and building setbacks; and*
- *maintain foreshore protection and streamline habitat.*

The proposed development is located on a site that is already cleared and has been developed since the mid 1800's. The proposal is not taller in height than the existing heritage building on-site and is appropriately setback from all boundaries. The proposal does not impact the views, values and landscape qualities of the nearby Swan River and foreshore. The proposal has been designed to respect and protect its applicable places of heritage significance as discussed in **sections 4.1** and **3.2.4** of this report.

It is also noted that SPP2.10 is being replaced by draft *State Planning Policy 2.9 - Planning for Water*.

5.4.2 State Planning Policy 5.1 – Land use planning in the vicinity of Perth Airport

State Planning Policy 5.1 – Land use planning in the vicinity of Perth Airport (SPP5.1) aims to minimise the impact of aircraft noise on existing and future communities from the operations of Perth Airport, whilst to also protect Perth Airport from unreasonable encroachment by incompatible (noise-sensitive) land uses and development.

The subject site is located within an Australian Noise Exposure Forecast (**ANEF**) area and has a designated 20 to 25 ANEF noise contour level.

Appendix 1 in SPP5.1 includes a classification of acceptability of sites for particular building types within various ANEF zones. Building types are classified as 'Acceptable', 'Conditionally Acceptable' or 'Unacceptable' depending on the sensitivity of associated land use/occupation of the building and the noise exposure forecast level for the site.

The proposal is a 'commercial building' type and as the site is in the 20 to 25 ANEF noise contour, the applicable building site acceptability for the proposal is 'Acceptable'.

5.4.3 State Planning Policy 5.4 – Road and Rail Noise

The purpose of *State Planning Policy 5.4 – Road and Rail Noise (SPP5.4)* is to minimise the adverse impact of road and rail noise on noise sensitive land use and/or development within the specified trigger distance of strategic freight and major traffic routes and other significant freight and traffic routes.

The subject site is within close proximity to James Street, East Street and Great Eastern Highway, which is identified as an 'Strategic significant freight/traffic route' under SPP5.4 and is subject to the policy's provisions.

The proposal does not include a sensitive land use (i.e. residential, aged care, child care) and there is no need for the proposal to mitigate the potential traffic noise generated from the surrounding road network, and SPP5.4 requirements do not require further consideration.

5.4.4 State Planning Policy 7.0 – Design of the Built Environment

State Planning Policy 7.0 – Design of the Built Environment (SPP7.0) provides the overarching framework for a range of supporting SPP's to provide design quality guidance for specific types of planning and development proposals.

In accordance with the requirements SPP7.0, the Design Statement in **Appendix C** demonstrates how the proposed development has sensitively addressed the 10 Principles of Good Design.

5.5 State Heritage Register

The Guildford Historic Town and Barker's Store and Warehouse are included on the State Register of Heritage Places and are protected by the *Heritage Act 2018 (WA)*.

Guildford Historic Town was adopted into the State Register of Heritage Places in 2019 (Place No. 2915) and Barker's Store and Warehouse was adopted into the State Register in 2010 (Place No. 2483).

An Heritage Impact Statement (**HIS**) has been prepared to assess the proposal against the heritage values identified in the Statement of Significance for both places to consider the impact that these works will have on the existing site and its heritage values. The HIS confirms that the heritage values identified in the Statement of Significance for both places will remain largely unimpaired by the proposed works and they will have little to no negative impact on the presentation of the other nearby buildings in the immediate surroundings.

The HIS also provides the historic background and heritage context for both places from the State Register entry assessment documentation.

Refer to the Heritage Impact Statement at **Appendix E** prepared by Griffiths Architects.



Figure 13 – Existing heritage building, looking north (Source: TBB, 2023).

6.0 Key Considerations

6.1 Car Parking

The below section contains a summary of the key considerations for the car parking variation proposed. The proposed development generates a parking requirement of 54 bays under the City's *Local Planning Policy POL-TP-129 Vehicle Parking Standards*.

The proposal includes 28 bays in order to accommodate recommendations and the application seeks a technical shortfall in the order of 26 bays.

Clause 77D(2)(b)(i) of the Deemed Provisions states the local government is to be satisfied of the following when considering variations to the relevant parking standards:

"in the case of a variation — the lower number of car parking spaces would be adequate for the demands of the development, having regard to the likely use of the car parking spaces, the availability of off-site parking facilities and the likely use of alternative means of transport"

It should be noted the Deemed Provisions make a distinction between a variation and a waiver of parking requirements, with the latter needing to demonstrate adequate off-site parking or alternative means of transport.

The parking spaces on site is anticipated to satisfy the demand of the development, also taking into consideration the availability of off-site parking and alternatives means of transport.

6.1.1 Item 1 – Parking Supply Exceeds Anticipated Demand

In consultation with the operators of both the Market Fresh IGA and liquor store, the maximum number of staff on-site at any one time would be **eight**. Even if it assumed all staff drive and park on site, which is unlikely to be the case, there remains 20 bays available for customers.

The proponent operates several other IGA stores, giving the project team access to a range of data recorded to inform the likely number of customers on site and their length of stay.

It is important to recognise this Market Fresh IGA store does not lend itself to people staying on site for extended periods of time. This is confirmed through transaction data from the comparable Mount Hawthorn and Kalamunda IGA stores where customers purchase an average of 4 to 5 items per transaction. As most customers are generally spending very limited time within the store to purchase their items, it is likely customers will only spend less than 5-10 minutes in the store. This is different to a restaurant or hospitality use where patrons can spend several hours on the premises.

The demand for customers has been analysed through a mix of transaction data, parking surveys and comparisons with other similar operations. As explained in detail below, it has been demonstrated through technical analysis (by WSP transport engineers) that **the peak demand of the facility is less than 28 bays at a given time**. Please refer to the Transport Impact Assessment (**Appendix G**) which assesses this in further detail.

6.1.2 Item 2 – Reference to Other Parking Standards

DPLH Interim Guidance

DPLH has published a draft Interim Guidance document titled *'Car parking requirements for non-residential land uses in Perth in Peel'*. This provides the following minimum and maximum rates for 'Shop'.

Table 8 – DPLH Interim Guidance ‘Shop’ Parking Rates.

Land Use	Minimum Parking Rate	Maximum Parking Rate
Shop – For Precincts, Lower Order Precincts and Activity Centres	1 space per 50m ² FA	1 space per 20m ² FA

As shown above, the proposal would comfortably meet with the minimum requirement of 1 bay per 50m² (which would equate to 14 bays).

The maximum parking requirement of 1 bay per 20m² exceeds the City’s minimum parking standards and it would not be possible to meet both standards.

Other Local Government Car Parking Rates

The City of Swan has one of the highest parking requirements for a shop land use in Perth. TBB has undertaken a brief comparison with abutting Local Government Authorities. The following parking requirements are suitable and applicable in comparison:

Table 9 – Other LGA Car Parking Rates.

Local Government Authority	‘Shop’ Parking Rates
Bayswater	7 bays per 100m ² GLA 25% reduction for town centres (5.25 bays per 100m ² GLA).
Kalamunda	5 bays per 100m ² NLA
Mundaring	1 bay per 12.5m ² GLA
Bassendean	1 bay 20m ² NLA
Wanneroo	7 bays per 100m ² NLA

All of the above car parking rates from surrounding and/or comparable Local Government authorities are lower than provided for in the City’s Local Planning Policy (POL-TP-129), with exception for the Shire of Mundaring, which does not have a train line or high frequency public transport.

The above references demonstrate the City of Swan’s requirement is unduly high and is clearly not representative of demand for all shops.

6.1.3 Item 3 – Alternative Means of Transport

The subject site is highly accessible from the Guildford Train Station (located 570 metres south-west of the subject site). This is a comfortable walking distance and a pleasant walking environment across Stirling Square.

Given the shop will service local needs, a proportion of customers are expected to shop on their way home from work. This aligns with peak patronage times 4.30pm – 6.30pm.

More broadly, the site is within walking distance of most residential areas of Guildford, which is the primary customer base for the store noting it will sell produce to service day-to-day needs.

Bicycle parking is also included in the design, which will offer a further alternative means of transport to the site, particularly conducive for people living in the local area.

6.1.4 Item 4 – Off-Site Parking

On-street car parking is available at the following locations within approximately 200 metres of the subject site:

- Along both sides of Swan Street to the east of the subject site;
- 8 bays along Meadow Street to the north-west of the subject site;
- 13 bays located one side of Meadow Street to the south of the subject site;
- Along both sides of Terrace Road to the east of the subject site, 180 metres east of the subject site;

- Further bays located on Stirling Street (via Meadow Street), 190 metres south of the subject site; and
- Further bays located on Hugh Street (via Swan Street), 190 metres east of the subject site.

The above on-street parking summary indicates that there is a good supply of on-street car parking available in close proximity to the subject site. The Transport Impact Assessment includes an assessment of on-street parking utilisation and confirms that although parking is well utilised, there are several parking bays available during periods of peak demand.

However, given the supply on site exceeds estimated peak demand at most times, it is considered unlikely the facility would need to rely on off-site parking.

6.1.5 Item 5 – Design Outcomes

If compliant with the parking requirement of 8 bays per 100m² GFA, any single storey design outcome would need to allocate approximately 64% of the site to parking.

Whilst it may be argued that parking could be provided above or below ground, this would be unviable for the development.

Allocating 64% of a site for parking would result in a poor design outcome. It would create large expanses of paving or bitumen and would likely diminish the heritage value of the site.

Table 10 – City’s Parking Rate and Design Outcome.

Land Use	Minimum Parking Rate	Comments
Shop	8 spaces for every 100 square metres of GLA	Site Area: 2,018m ² IGA Building GFA: 665m ² Allow 22.5m ² per car bay (including aisle) = 180m ² of car park area for every 100m ² of building GFA. = 64% of the site area would need to be car parking to comply.

Additionally, Clause M8.9.9 of the Guildford-Mandon Heritage Area Policy states the following:

“Varying standard car parking requirements is acceptable where it can be demonstrated that additional car parking will impact on the significance of the Guildford Heritage Area or an individual Contributory Place.”

Providing 64% of the site as hardscape will likely create an adverse impact on the both the streetscape and the individual heritage value of the subject site.

This is corroborated in the Design Review Panel Report which states:

- > *The Panel notes that the parking shortfall may well be a planning issue. However, the Panel’s view is that more parking on the site will diminish the unique qualities of the place, render the development unviable, or both. In the members’ experience, the patronage of small local supermarkets is very different from large supermarkets with shorter visits, which are more likely to be pedestrian trips. In this respect, small local supermarkets are a key element to overcoming car dependence, and enabling a local supermarket with limited parking is a far better outcome for the place than the site remaining as it is.*
- > **Built Form & Scale (Strength):** *The amount of parking is not so much that it detracts from the heritage qualities of the place.*

The DRP has clearly outlined that an increase of parking provision for the subject site will result in a poor design outcome, and it will adversely impact the heritage value and unique characteristics of the site.

6.2 Community Need

No grocery or convenience store offerings are currently located and operating within the Guildford town centre, with the nearest grocery stores located approximately two kilometres away in Bassendean and South Guildford, as shown in **Figure 14** below.

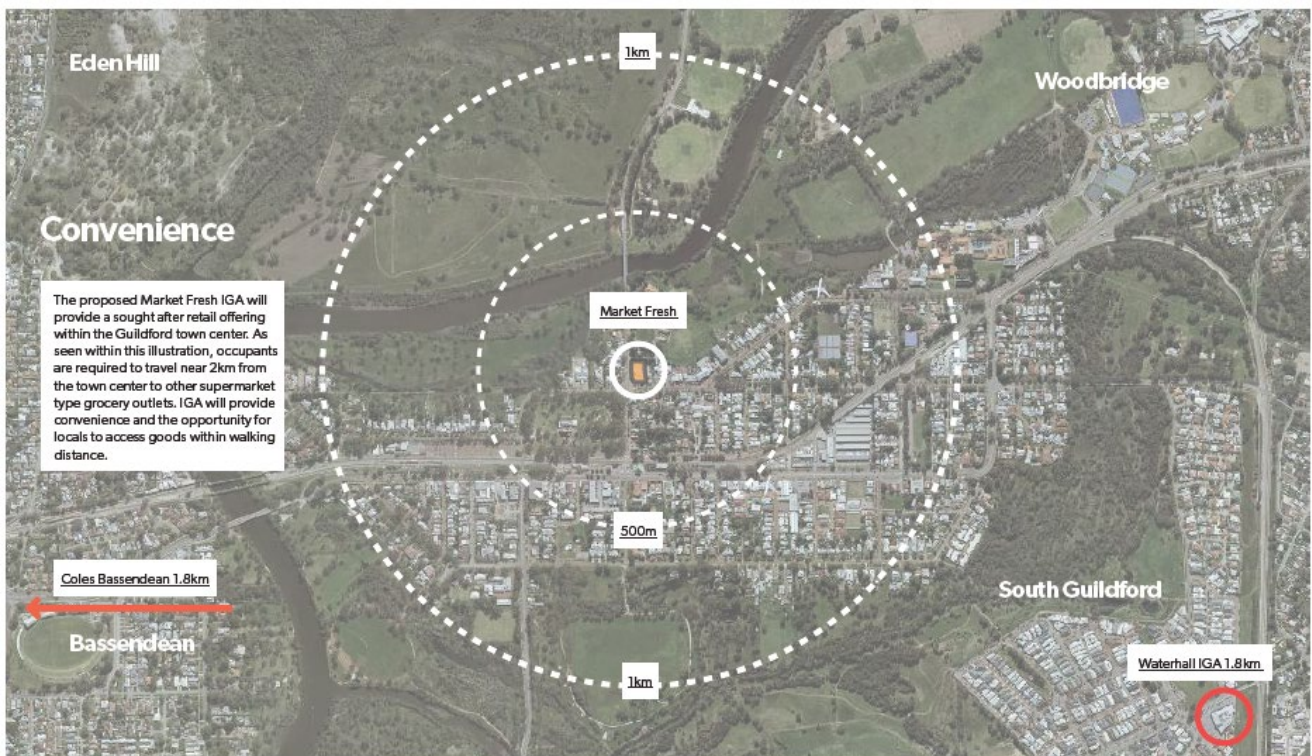


Figure 14 – Location map of subject site and other nearby grocery stores (Source: Zarq Studio, 2024).

Ensuring that essential goods and retail offerings are within a walkable catchment to the community is important for many reasons including: increased physical activity to community members; associated health benefits; fosters social interaction opportunities; increased passive surveillance; street activation; and has environmental benefits from reduced vehicle use. The facility will also assist residents in the area who do not have access to a private car.

The proposed use for a Market Fresh IGA is a much needed and sought after convenience and retail offering in Guildford and it will provide substantial benefit to the local community.

6.2.1 Local Commercial Strategy and Retail Needs Assessment

The above sentiment is consistent with directions set out in the City's strategic framework. Specifically, the City's Retail Needs Assessment states:

Although the centre is a well known and successful destination for tourist and leisure oriented retailing, the centre serves only a limited role in directly meeting the retailing needs of residents of the City of Swan. Many local residents use the nearby centres at Bassendean and Midland for their day-to-day retail requirements.

There are no grocery stores within a walkable catchment to provide these goods to the residents and workers in Guildford, as well as passing visitors to the area.

One of the directions noted in the strategy is:

Where appropriate, encourage additional retail development at the Guildford centre which meets the needs of local residents and visitors.

The proposed Market Fresh IGA will directly address the above need, but remains within the indicative retail floorspace for the centre (up to 11,000m²).

7.0 Conclusion

In summary, the proposal is considered appropriate for following reasons:

- The proposed development appropriately addresses the relevant development standards and requirements of the applicable planning framework, including the City's *Local Planning Scheme No. 17* and Local Planning Policy Framework and relevant State Planning Policies.
- The proposed use for Market Fresh IGA strongly reflects the original use and historical context of the subject site and the heritage building, being a retail and wholesale store during Guildford's convict and gold boom period. The design also creates a historical market and shop appearance. The proposal will help to maintain and celebrate the cultural and historical significance of the subject site and the heritage building.
- The proposal will ensure the heritage building can remain intact, well looked after and operating in use on the subject site for foreseeable future. Ultimately, the proposal is the most suitable adaptive reuse and development outcome the site has encountered in its recent history.
- The proposed Market Fresh IGA will provide much needed and sought after convenience and retail offering within the Guildford town centre, with no convenience or grocery stores within walking distance.
- The proposal is supported by the expert input of a transport consultant, where the TIA and traffic analysis completed confirms the level of traffic generated can be readily accommodated on Swan Street, Meadow Street and the surrounding road network, and no adverse impacts on external traffic are anticipated.
- The proposed development has a distinctive built form and unique design that respectfully references the historical context of the Guildford town centre and takes inspiration from Guildford's colonial history, whilst maintaining a contemporary design and modern feel.
- The subject site is currently dominated by car parking and hard-scaping, has three crossovers and substantial lack of deep soil area and soft-scaping, with no street interface and engagement to Swan Street. The proposed development will create a main street presence to Swan Street, result in a significantly improved development outcome for the site and surrounding area.
- The proposed development will provide activation of the subject site and adjoining streets, complementing the other retail, food and beverage and other commercial developments further down Swan Street and in the immediate surrounding area.

In light of the above, the proposal clearly demonstrates the suitability of the proposed use and development on the subject site. Based on the supportive information provided within this application and the accompanying technical reports, it is considered the proposed development warrants approval.

