

Fairfield City Centres Policy 2015



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1 POLICY STATEMENT

The purpose of this policy is to describe the retail/commercial role of each of the types of centres in Fairfield City and provide consistent criteria against which planning proposals or development applications for retail/commercial proposals will be assessed by Council.

2 PRINCIPLES

The underlying principles of this policy are:

- a) to implement a framework for consideration of retail and commercial proposals which have potential to affect the economic well-being of Fairfield City, having regard to the findings and recommendations of the *Fairfield City Centres Study 2015*,
- b) to provide guidance to stakeholders on desired directions for future development of various commercial centres across Fairfield City,
- c) to promote greater certainty in the planning proposal and development application process for retail and commercial proposals by identifying Council's assessment requirements, and
- d) to integrate the findings and recommendations of the *Fairfield City Centres Study 2015* with directions identified under Council town centre and master plan strategies.

3 OBJECTIVES

The objectives of this policy are:

- a) to identify the existing system of retail centres within Fairfield City;
- b) to describe the role and function of centres in Fairfield City and their place within a system of centres;
- c) to identify the criteria by which proposed changes in retail floor space in centres in Fairfield City will be evaluated in economic impact assessments or studies;
- d) to provide guidelines in relation to retailing in industrial areas in Fairfield City; and
- e) to provide guidelines in relation to the development of service stations and neighbourhood shops in Fairfield LGA.

4. POLICY CONTEXT

4.1 Background

This Policy was originally developed in 2006 as a result of the findings and recommendations of the *Fairfield Retail and Commercial Centres Study 2005* (prepared by Leyshon Consulting Pty Ltd). The policy was updated as a result of the implementation of the *Fairfield City Centres Study 2015* (prepared by Norling Consulting – Business and Property Economics Pty Ltd) as commissioned by Council in 2014.

Important aims of the 2015 study included a comprehensive review of the various retail/commercial centres of the City and to:

- identify a new strategy for centres, in particular, Fairfield City Centre and the Town Centres of Prairiewood, Bonnyrigg and Cabramatta;
- review the existing retail hierarchy and Council's retail/commercial centre's zoning/classification under the LEP and State/Regional planning policies;
- assist Council in building capacity to enable Council to confidently deal with current and future development/planning proposals; and
- provide strategies and recommendations for specific issues including neighbourhood shops and retail development proposals in industrial areas.

Copies of the *Fairfield City Centres Study 2015* can be purchased from Council's Customer Service Centre or are available on Council's website at www.fairfieldcity.nsw.gov.au and follow the tabs under *Build – Planning – Strategies and Studies*.

In 2023 this Policy was again updated to align zone names, objectives and land use permissibility with the NSW Employment Zone Reforms implemented by the NSW Government in April 2023.

4.2 Why a retail policy is required

In recent years, Fairfield City and many other localities in the Sydney Region have experienced significant activity in the retail/commercial sectors. This has been characterised by proposals for major retail expansion, which have capacity to generate significant impacts on the economic development, structure, form and appearance, of town centres and other places in the City.

Although these pressures will fluctuate from time to time, in the longer term Council will still need to have regard to the desired directions for retail/commercial development, as town centres and other localities of the City are re-planned or renewed.

Even in the more established residential areas, the retail system needs to retain some capacity for change and redevelopment and can be driven by such factors as:

- Where new retail uses are proposed which would assist in retaining escape expenditure flowing out of Fairfield.
- Where retail development will act as a catalyst for the renewal, redevelopment and/or refurbishment of an existing centre.
- Where new retail formats cannot be accommodated within existing floor space.
- Where new retail development is appropriate in terms of achieving desired urban design outcomes such as creating 'active street frontages'.

Implementation of this policy represents an important step in the decision making process, to assist both Council and various stakeholders in understanding desired retail/commercial and other planning directions for the City having regard to the criteria and guidelines of the policy.

4.3 Relationship to Citywide and place based strategies

The *Fairfield City Centres Study 2015* and the criteria and guidelines within this Policy will play an important role in informing the development of local planning strategies and the reviewing of Development Control Plans, Master Plans and Structure Plans.

As part of this process, Council will continue to work closely with residents and stakeholders in the development of town centre and place strategies (e.g. via LEP and DCP controls), which will provide an important context for decision making processes relating to retail/commercial development in the City and are acknowledged through this policy (see s.6.4 for further details).

4.4 Relationship with A metropolis of Three Cities, The Greater Sydney Region Plan and the Western City District Plan.

Any application for retail/commercial development including a planning proposal to rezone land or change development standards that apply under Fairfield LEP 2013, must be consistent with the objectives and Directions contained within the applicable State regional or sub-regional strategies. Council will need to have regard to strategic directions under *A Metropolis of Three Cities – The Greater Sydney Region Plan* and the specific priorities for the Western City District Plan which encompasses Fairfield City.

Whilst The Plan identifies a number of Regional Centres and Strategic Centres within the Western Sydney region, there are no centres within the City of Fairfield that are identified and discussed as being of either regional or strategic significance. The strategic directions and priorities contained within the document will however have an influence in shaping future development within and around the commercial centres of Fairfield City.

The classification system for centres within the City of Fairfield, as adopted under the *Fairfield City Centres Study 2015* does not conflict with the classification of centres under relevant State Government Strategies.

The system of centres and zoning structure identified under Fairfield LEP 2013 and the Fairfield City Centres Study 2015 is as follows:

Relevant Fairfield LEP 2013 zone(s)	Type of Centre under Fairfield City Centres Study 2015	Centre Name
E2 Commercial Centre, MU1 Mixed Use & E3 Productivity Support	Major Town Centre – Central Business District	Fairfield City Centre
MU1 Mixed Use	Sub-regional Centre,	Prairiewood Town Centre
MU1 Mixed Use, E3 Productivity Support and E1 Local Centre	Sub-regional Centre	Bonnyrigg Town Centre
MU1 Mixed Use & E3 Productivity Support	Specialist Centre	Cabramatta Town Centre
RU5 Village	Local Centre	The Horsley Park Village
E1 Local Centre	Local Centre	10 in total (Refer Appendix A)
E1 Local Centre	Neighbourhood Centre	Numerous (Refer Appendix A)

See **Appendix A** for a full list of centres in Fairfield.

4.5 Retail/commercial proposals affected by this policy.

This policy applies to the whole of Fairfield City and needs to be taken into consideration in the preparation and assessment of development applications and planning proposals for any of the following:

1. Large scale retail/commercial proposals, such as new supermarkets and/or shopping centres;
2. Development proposals for retail strips which are deemed to have significant inconsistencies or departures with the provisions of a local environmental plan or development control plan;
3. Development which proposes to rely upon existing use right provisions under the Environmental Planning and Assessment Act 1979 to establish or expand retail/commercial development on a site;
4. Planning proposals that provide for or relate to retail/commercial development regardless of the scale of the project; or
5. All retail/commercial development (including specialised retail premises/bulky goods salesrooms or showrooms) with a floor space area greater than 200m² located in any zone other than a traditional retail/commercial zone (E1 Local Centre, E2 Commercial Centre or MU1 Mixed Use).

In general, this policy does not apply to development applications for a change of use, refurbishment, or fit out of existing shops unless council considers that the policy should apply having regard to the specific circumstances, merits, scale and potential cumulative impacts of a proposal.

4.6 Assessment process

The following sections of this policy provide further background and set out the overall principles and assessment criteria applying to consideration of retail/commercial development in the City.

This policy establishes two levels of assessment applying to Council's consideration of retail/commercial development as follows:

1. Whether the proposal is consistent with the general strategies set out in section 5; and
2. Whether the proposal complies with the evaluation criteria contained within sections 6 and 7.

Development applications for retail/commercial development will need to ensure that information is provided to demonstrate, in particular, that the proposal will not result in 'unacceptable economic impacts', (as set out in section 6.3 of this Policy) and is consistent with any master plan or town centre strategy, LEP or DCP controls as referred to under section 6.4.

Generally, the information required under this policy must be prepared by a qualified consultant and provided with the statement of environmental effects (SEE) in respect of a development application or in the form of an economic impact assessment, study or report in respect of a planning proposal.

In this regard, Council will have regard to the Application Assessment Guidelines outlined in Appendix D of this Policy (as developed in and recommended by the Fairfield City Centres Study 2015) and may require an independent Peer Review of a submitted economic impact assessment for certain proposals. This cost of any such review will be at the applicants expense.

In the case of larger scale developments (such as a supermarket, shopping centre complexes), it is also important to liaise with Council officers at an early stage to gain further direction in relation to the requirements of the Policy and the content of any Economic Impact Assessment.

5. POLICY STRATEGY

5.1 System of Centres

An important theme emerging out of Council's vision for Fairfield City is the evolution of the City into a number of distinct and well-established centres and places offering unique experiences and qualities.

This feature is reflected in the *Fairfield City Centres Study 2015*, which identifies four main commercial centres across the City being:

- Fairfield City Centre;
- Cabramatta Town Centre;
- Prairiewood Town Centre; and
- Bonnyrigg Town Centre

Of these four main centres there are three distinct centre functions identified being:

- Major Town Centre (Fairfield City Centre);
- Specialist Centre (Cabramatta Town Centre).
- Subregional Centres (Prairiewood and Bonnyrigg Town Centres)

The main commercial centre within the City is Fairfield City Centre. This Centre has the largest concentration of commercial office and retail floor space and currently promotes the widest range of uses. This Centre is however stifled from redevelopment by fragmented land ownership and smaller strata title premises. The Fairfield City Centre is well supported by public transport including rail and bus services. For this reason it is promoted as the main central business district within the City.

The Cabramatta Town Centre provides the second largest concentration of commercial office and retail floor space in the City and is designated as a Specialist Centre due to its unique ethnic theme and character. The centre is a thriving and vibrant hub of activity and attracts customers from a wide catchment and variety of ethnic backgrounds. The centre is dissected by a railway line/station and has a high degree of fragmentation of land ownership.

Both the Prairiewood and Bonnyrigg Town Centres differ from the other two major centres in that ownership is dominated by a major land owner within each centre and these centres provide a traditional retail focus including specialty retail shops and discount department stores. Commercial office space within each of these centres is limited.

The 2015 Centres Study identifies a total of 11 Local Centres across the City of Fairfield. All these Centres are zoned E1 Local Centre under Fairfield LEP 2013 with the exception of the Horsley Park Village which is zoned RU5 Village:

- | | |
|---------------------------------|--------------------------------|
| - Fairfield Heights | - Edensor Park |
| - Canley Heights | - Wetherill Park (Market Town) |
| - Fairfield West (Market Plaza) | - Canley Vale |
| - Smithfield | - Wakeley |
| - Horsley Park Village | - Villawood |
| - Greenfield Park | |

There are in excess of 35 smaller neighbourhood centres identified under the Fairfield Centres Study 2015 and these are scattered throughout the LGA. Each of these centres whilst also being zoned E1 Local Centre is affected by Additional local provisions under clause 6.3 – *Maximum gross floor area for certain development in Zone E1* of Fairfield LEP 2013. The aim of these provisions is to ensure that future development is compatible with the prevailing character and amenity of surrounding land and that the scale and function of a centre are appropriate to its location. Refer to Appendix A for a complete list of all centres and their structure/hierarchy.

Further information about the attributes and role of these centres is provided under the next section of this policy.

5.2 Role of Centres

This section describes the role of each centre type as a basis for evaluating retail development proposals with the system of centres and is based on the nature of existing centres in Fairfield.

Important Note re: Floor space ranges

It is important to note that the following descriptions do not confer development or planning rights on existing centres which in some cases, may have a lesser amount of floorspace than the maximum floorspace referred to below.

For example, a local centre of 7,000 sq.m. does not have a “right” to expand up to 10,000 sq.m. even though there are instances of existing neighbourhood centres of this size.

Expansion proposals for existing centres are evaluated against a number of criteria that are highlighted under section 6 and Appendix D of this policy. These criteria will form the basis for consideration of any development application or planning proposal.

5.2.1 Major Centre (Fairfield City Centre)

Fairfield City Centre is characterised by:

- The provision of the widest range of retail, commercial and community services to the regional population of LGA;

- The presence of the highest order of retail facilities including the potential presence of a Department Store and multiple Discount Department Stores (DDSs), multiple full-line supermarkets and the widest range of specialty shops;
- Its location on the City's major public transport interchange;
- Containing in excess of 100,000m² of retail floor space together with the widest range of non-retail services including cinemas, office space, community services, health facilities, education services and state and local government agencies;
- Providing for higher order and comparison good shopping as well as the provision of specialist, professional and personal services serving the regional population;
- Containing the largest concentration of white collar workers; and
- A revitalised City Centre through continued investment by the private and public sectors.

5.2.2 Sub-Regional (Town) Centres

(Prairiewood and Bonnyrigg Town Centres)

Sub-Regional centres are characterised by:

- The provision of a wide range of retail and commercial services to a sub-region within Fairfield LGA (usually about 100,000 persons);
- The presence of multiple Discount Department Stores (DDSs), multiple full-line supermarkets and a wide range of specialty shops;
- Their location on major public transport networks;
- Generally containing between 40,000-60,000m² of retail floor space (excluding showrooms and bulky goods premises) together with a wide range of non-retail services including office space, community services, health facilities and education services;
- Providing for comparison and grocery shopping trips serving sub-regional populations; and
- Improved connectivity to the public transport network.

5.2.3 Specialist Centre

(Cabramatta Town Centre)

Specialist centres are characterised by:

- The provision of a wide range of retail and commercial services to a large ethnic community;
- The presence of the widest range of specialty shops targeting the needs of the ethnic community;
- Its location on a major public transport network;

- Generally containing in the order of 60,000m² of retail floor space together with a wide range of non-retail services including office space, community services, health facilities and education services targeting the ethnic community;
- Providing for specialist shopping needs of the ethnic community; and
- Its ability to attract large numbers of day-trippers from outside LGA seeking a special shopping and cultural experience.

5.2.4 Local Centres

Local Centres are characterised by:

- The provision of retail and commercial services to one or more suburbs within Fairfield LGA (usually about 20,000 persons);
- Generally containing between 5,000 – 10,000m² of retail floor space and providing retail services to one or more suburbs;
- The presence of a medium scale to full-line supermarket (1,000 to 4,000m²);
- Providing for the major weekly food shopping and convenience retail needs of the population of more than one suburb providing a range of non-retail professional and personal services; and
- Possibly including ancillary services such as a tavern, professional and health services, community facilities, post office and service station.

Centres in Fairfield within this category are; Canley Heights, Canley Vale, Edensor Park, Fairfield Heights, Greenfield Park, Smithfield, Villawood, Wetherill Park (Market Town), Wakeley, Horsley Park Village and Fairfield West (Market Town).

5.2.5 Neighbourhood Centres

(See **Appendix A** for full list)

Neighbourhood Centres are characterised by:

- The provision of retail and commercial services to the surrounding neighbourhood or suburb within Fairfield LGA (usually up to 10,000 persons);
- Generally containing <2,000m² of retail floor space;
- Providing convenience retail services to the residents of the neighbourhood or suburb in which it is located and may contain a small grocery/supermarket store- usually of <500m² ; and
- Providing a limited range of non-retail services such as a medical practice or post office.

5.2.6 Specialised Retail Premises/Centres in zone E4 General Industrial

Specialised retail premises is the term applying to those premises that accommodate bulky goods showrooms for goods that require a large area for handling, display or storage, for example:

- Facilities concentrated along the Hume Highway; and
- Greenway SupaCentre

Specific areas of the E4 General Industrial zone located along major arterial road corridors have additional permitted use provisions under Schedule 1 of Fairfield LEP 2013. These areas are identified as site No. “30” on the Key Sites Map of Fairfield LEP 2013. In addition to the land uses permitted under the E4 General Industrial Land Use table the following land uses are also permitted with development consent:

- specialised retail premises;
- medical centres;
- health consulting rooms; and
- information and education facilities.

The FLEP 2013 defines specialised retail premises as a type of retail premises with the following definition:

specialised retail premises means a building or place the principal purpose of which is the sale, hire or display of goods that are of a size, weight or quantity, that requires—

- a large area for handling, display or storage, or
- direct vehicular access to the site of the building or place by members of the public for the purpose of loading or unloading such goods into or from their vehicles after purchase or hire,

but does not include a building or place used for the sale of foodstuffs or clothing unless their sale is ancillary to the sale, hire or display of other goods referred to in this definition.

Note - Examples of goods that may be sold at specialised retail premises include automotive parts and accessories, household appliances and fittings, furniture, homewares, office equipment, outdoor and recreation equipment, pet supplies and party supplies.

On occasions, Council receives proposals for specialised retail premises which cannot be supported as they fail to fit within the definition of “*specialised retail premises*” contained within Fairfield Local Environmental Plan 2013, above.

6. EVALUATION CRITERIA

The following evaluation criteria are to be considered (where relevant) in assessing applications for retail or commercial development or planning proposals within a particular centre.

6.1 General criteria

6.1.1 Major Town Centre (Fairfield City Centre)

Evaluation criteria applying to development proposals within the Major Centre:

- Whether the proposal is consistent with the Role and Function of the Major Centre;

- Whether the development proposal would introduce types of retail services likely to reduce escape spending from the LGA;
- Whether the proposal involves the redevelopment of older premises;
- Whether the development proposal delivers a net community benefit; and
- Whether the proposal would broaden the range of services offered by the Major Centre.

6.1.2 Sub-Regional (Town) Centres (Bonnyrigg, and Prairiewood Town Centres)

Evaluation criteria applying to proposals in sub-regional centres:

- that the development proposal will not result in an unacceptable level of impact on the range of services provided in other existing sub-regional centres or the Major Town Centre;
- that the development proposal will not result in a reduction in the range of services provided in nearby neighbourhood centres;
- whether the development proposal will introduce types of retail services likely to reduce escape spending from Fairfield;
- whether the proposal will improve the viability of the sub-regional centre by strengthening key retail functions—for example, the provision of or upgrading of discount department stores and supermarkets; and
- whether the development proposal demonstrates that a net community benefit will flow from the proposed expansion of retail floor space.

6.1.3 Specialist Centre (Cabramatta)

Evaluation criteria applying to development proposals in the Specialised Centre:

- Whether the proposal is consistent with the Role and Function of the Specialised Centre;
- Whether the proposal strengthens the specialised role of the Centre in satisfying a wide range of needs of the ethnic community;
- Whether the development proposal would result in an unacceptable level of impact on the range of services provided in the Major Centre and Sub-Regional Centres in the LGA;
- Whether the development proposal would result in a reduction in the range of services provided in nearby Local Centres;
- Whether the proposal involves the redevelopment of older premises; and
- Whether the development proposal demonstrates that a net community benefit will flow from the proposed expansion of retail floor space.

6.1.4 Local Centres

(See **Appendix A** for full list)

Evaluation criteria applying to local centres:

- that any expansion proposal not alter the role of the local centre within Fairfield City's retail system;
- that any expansion proposal not unacceptably affect the range of services available in nearby sub-regional centres or neighbourhood centres;
- that any proposed development does not rely on an expansion of the existing trade area of a neighbourhood centre for its viability;
- that a development proposal will result in an outcome consistent with the current role of the centre; and
- that a development proposal will strengthen the viability of a centre, particularly its core function of providing supermarket services.

6.1.5 Neighbourhood Centres

(See **Appendix A** for full list)

Evaluation criteria applying to neighbourhood centres:

- if a supermarket having floor space of >500 sq.m. is proposed it must not unacceptably affect the range of goods and services available in adjacent local centres or sub-regional centres;
- that the proposal will result in an outcome consistent with the role of a neighbourhood centre in providing convenience retail services to its immediate surrounding neighbourhood. In this regard the proposal will need to meet the objectives and controls outlined in *Clause 6.3 - Maximum gross floor area for certain development in zone E1*, of Fairfield LEP 2013; and
- that the economic viability of the proposed expansion does not rely upon an expansion in the existing trade area of a neighbourhood centre.

6.1.6 Specialised Retail Premises/Centres.

Evaluation criteria applying to specialised retail premises:

- The development must comply with the definition contained within the Fairfield LEP and be a permitted use in the zone relevant to a site;
- The co-location of multiple specialised retail premises within a single planned centre should be encouraged;
- The development must require and provide for direct vehicular access to the site and include loading dock areas for transfer of goods and loading of items;

- Whether the development is for the purpose of selling retail goods in the following categories (being goods which are considered to constitute specialised retail):
 - Furniture
 - Large electrical goods
 - Whitegoods
 - Outdoor products (e.g. barbeques, seating)
 - Hardware
 - Floor coverings
 - Automotive parts/accessories
 - Lighting
 - Antiques/second hand goods
 - Kitchen/bathroom showrooms
 - Tile (floor, ceiling, walls)
 - Plant nurseries
- Whether the proposal is consistent with the Role of the Specialised Retail Centre;
- Whether the development proposal would result in an unacceptable level of impact on the range of services provided in other existing specialised retail premises/centres in the LGA;
- Whether there is a demonstrated need for the proposed development;
- Whether the proposal can be accommodated within existing designated centres;
- Whether the development proposal would introduce types of retail services likely to reduce escape spending from the LGA; and
- Whether the development proposal would unreasonably undermine Major or Sub-Regional Centres.

6.2 Criteria for Determining Trade Areas

'Trade area' defines the catchment or area (e.g. suburb or street blocks) within the City from which a centre is likely to draw its custom from or rely on for business. The trade area for a centre will vary based on the status, scale and range of uses positioned within a particular centre.

The notion of establishing and understanding trade area for a centre is a critical element under the evaluation criteria of this policy. The following sections provide clarification and criteria for determining the trade areas for the various centres described under this policy.

6.2.1 Trade Area – Four Main Town Centres

The broad, individual trade areas for the four main centres of the City have been identified under the *Fairfield City Centres Study 2015* and are shown in Appendix B of this Policy.

The Trade Areas for each of the four main centres have been defined having regard to:

- a. The location of each centre in relation to the other centres within Fairfield City;
- b. The existing and intended future role and function of each centre;
- c. The role and function of higher order centres located beyond Fairfield City such as Parramatta and Liverpool;
- d. Discussions with centre managers in relation to the residential origins of their customers;
- e. The existing road network and connectivity between centres;
- f. The accessibility and visibility of each centre for residents within the Fairfield City Local Government Area;
- g. Natural and engineered boundaries such as the Hume Highway and Western Sydney Parklands, which may hinder residents' perceptions of convenience and accessibility; and
- h. The Australian Statistical Geography Standard (ASGS) boundaries of Statistical Area – Level 1, which are the smallest units for which census data is available.

Due to the scale and nature of uses located in each of the centres of Fairfield, there is an inevitable degree of interaction between the trade areas. It is also acknowledged that these centres may also draw trade from beyond the Fairfield City area.

6.2.2 Trade Area - Local Centres

(See **Appendix A** for full list of local centres in the Fairfield LGA)

The trade areas for local centres will be determined having regard to a number of factors including retail/commercial attractors in these centres, convenience of access via the road network and public transport, statistical information, up-to-date surveys and studies carried out in the City by a suitably qualified consultant.

Council will consider information about the potential extent of trade area boundaries subject to provision of appropriate economic data which substantiates the boundaries of a trade area. Council may require this information to be reviewed by its economic consultant with the cost of the review to be met by the applicant.

6.2.3 Trade Area - Neighbourhood Centres

(See **Appendix A** for full list of neighbourhood centres in the Fairfield LGA)

There will be some variation in the trade area of neighbourhood centres as a consequence of their location, size, and range of facilities. In general, the following criteria will be applied to determining trade areas for neighbourhood centres.

- All other things being equal, the trade area of a given neighbourhood centre is usually half way between it and the next neighbourhood centre (in any direction) assuming they have similar facilities.
- If, however, one neighbourhood centre is substantially larger than the surrounding centres it may already have an overlapping trade area with those centres.
- Account should also be taken of the potential for extended neighbourhood centre trade areas for those centres located on sub-arterial or even major collector roads. In such cases trade areas can be relatively extensive even for local centres particularly if they are able to capture substantial passing traffic.
- Where major expansion of retail activities at a neighbourhood centre is proposed, survey evidence will be required to define the area from which customers of the centre are currently attracted together with an analysis of whether shoppers will be attracted from a substantially wider area as a result of the proposed redevelopment of the centre

Note on neighbourhood centre catchments

As a broad principle, catchments of neighbourhood centres rarely exceed around 5,000 persons. Hence, if the justification put forward for a proposal in a local centre involves catchments substantially exceeding 5,000 persons, a detailed analysis of the proposal would be required to substantiate this position

Council will consider information about the potential extent of trade area boundaries subject to provision of appropriate economic data which substantiates the boundaries of a trade area. Council may require this information to be reviewed by its economic consultant with the cost of the review to be met by the applicant.

6.3 Unacceptable Economic Impacts.

The objects of the Environmental Planning and Assessment Act 1979 include:

- I. the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,
- II. the promotion and co-ordination of the orderly and economic use and development of land.

Also, pursuant to section 4.15 of the Environmental Planning and Assessment Act 1979, Council is required to consider where relevant “*the economic impacts in the locality*” when determining a development application.

In that context Council recognises that economic competition between individual trade competitors is not a relevant consideration (except to the extent that any impact upon individual competitors, or competition generally, demonstrates economic impact in the locality as an environmental or planning matter).

It is however proper for Council to consider whether the retail facilities and services presently enjoyed by the community within a retail centre or planned for it in the future are likely to be put in jeopardy by a proposed development or planning proposal and whether the resultant community detriment will not be made good by the proposal itself.

It follows that if the approval and carrying out of a development or planning proposal is likely to jeopardise the level of service and range of retail facilities available to the public at an existing established retail centre it will generally be considered to have an unacceptable economic impact in the locality unless the detriment to the community caused by the proposal is made good by the proposal itself.

To enable Council to determine whether a development or planning proposal is considered to have an unacceptable economic impact in the locality, the requirements and guidelines set out in the following section 6.3.1 apply.

6.3.1 Indicators of Unacceptable Economic Impacts.

There are certain potential indicators of types of retail development that may give rise to a significant economic effect on other centres.

Prima facie the development of a new full-line supermarket—particularly in an existing neighbourhood centre (or in a freestanding location)—is an example.

Full-line supermarkets are those, which contain more than 2,500 sq.m. gross leasable area. Supermarkets of this scale can provide shoppers with a full range of grocery and fresh food products and their development can have relatively substantial competitive effects on other shopping centres.

This is particularly so where those other centres contain small supermarkets— usually in the range of 800 sq.m. to 1,800 sq.m. As a rule, these smaller supermarkets are usually ill equipped to counter competition from a nearby full-line supermarket.

The addition of Discount Department Stores (DDS) to the retail network can also have significant competitive effects. In broad terms, a DDS in an urban area requires a catchment population of around 40,000 to 50,000 people to be viable.

Policy Requirements: Assessing whether there is an Unacceptable Economic Impact

Developments that need to demonstrate there are no unacceptable economic impacts include:

- specialist centres
- new full-line supermarkets
- discount department stores
- any retail/commercial development with a floor space > 2,500m²
- development applications proposing to utilise existing use right provisions under the Environmental Planning and Assessment Act 1979

Detailed economic justification (e.g. in the form of an economic impact statement) prepared by a qualified consultant is required to be provided.

This assessment may also be required for other forms of development, e.g. retail shopping strips or uses where a number of similar uses are already established in a centre and there is potential to generate unacceptable economic impacts.

Information that must be submitted includes, but is not limited to:

1. Information clarifying the primary and secondary trade areas for the proposal, including:
 - a. existing population
 - b. population growth estimates
 - c. customer and telephone surveys (including sample sizes).
2. Comprehensive analysis demonstrating that there is sufficient demand in the trade area to support the proposed development.
3. Household expenditure estimates on the various produces provided in the primary trade area, having regard to NSW averages.
4. Justification for the proposal based on:
 - a. the performance of existing uses in the primary trade area
 - b. whether there is an under/oversupply of the various produces in the primary trade area
 - c. turnover estimates for retail centres in the primary trade area.
5. Assessment of any cumulative impacts of any other current proposals within the trade area.
6. Whether the development 'makes good' loss of similar retail/commercial uses in the primary trade area.
7. Explanation and clarification of any economic modelling used in the above analysis.

6.4 Town Centre Strategies, LEP and DCP Controls

Fairfield City Council is committed toward promoting sustainable development of its town centre areas and other retail localities in the City, with Council's place management portfolio's playing a vital role in facilitating this outcome.

Council has or is in the process of preparing town centre or master plan strategies, LEP and DCP controls to implement desired outcomes for the various places in the City including the four main Town Centres of Fairfield, Cabramatta, Prairiewood and Bonnyrigg Town Centres.

Additional information about the status of these strategies can be obtained by visiting Council's web site or by calling Council on 9725 0222 and ask to speak to the Duty Town Planner.

In respect of planning proposals or proposals for retail/commercial development, consideration will need to be given to the relevant town centre/master plan strategy, LEP and DCP controls that have or are currently being prepared for a centre or locality within the City.

Some of the issues that will need to be considered are listed below:

Criteria relating to consideration of town centre/master plan strategies, LEP or DCP controls:

In considering a rezoning or development application affected by the provisions of this policy, Council will also have regard to whether the proposal:

1. Is permissible under the zoning affecting the site;
2. Is consistent with the objectives of the LEP or DCP and any urban design criteria and town centre structure plans contained in a master plan for the area;
3. Helps to promote the overall vision for the town centre area or locality set out in a master plan strategy, LEP or DCP document;
4. Meets requirements or objectives in relation to traffic circulation;
5. Promotes accessibility to other facilities or services in the town centre or locality; and
6. Complies with height, FSR, site coverage, car parking, setback or building line controls.

Similarly, in preparing future master plan strategies, LEP or DCP controls, Council will have regard to the criteria contained in this policy as well as the findings and recommendations of the *Fairfield City Centres Study 2015*.

7. Other Retail Uses and Activities

7.1 Neighbourhood Shops

Under Fairfield LEP 2013, a neighbourhood shop is defined as follows:

“premises used for the purposes of selling general merchandise such as foodstuffs, personal care products, newspapers and the like to provide for the day-to-day needs of people who live or work in the local area, but does not include neighbourhood supermarkets or restricted premises.”

The maximum retail area for a neighbourhood shop is restricted to 80m² (FLEP 2013 Clause 5.4(7)) and neighbourhood shops are permissible with consent in the following zones:

- R1 General Residential;
- R3 Medium Density Residential;
- R4 High Density Residential;
- E1 Local Centre;
- E2 Commercial Centre;
- MU1 Mixed Use;
- E3 Productivity Support; and
- E4 General Industrial.

To ensure that this form of development does not have an adverse impact on the viability of local and neighbourhood shopping centres in the City, neighbourhood shops are:

1. To be restricted to a maximum number of one neighbourhood shop per allotment. A development site that is strata subdivided or proposed to be strata subdivided will not be permitted to develop a neighbourhood shop per strata as the development site as a whole will only be permitted one neighbourhood shop;
2. Not to be located within 1km of another neighbourhood shop or other shops on the same side of the road. Council may consider an exception to this if the proposal involves adding a convenience store function to a service station, which lies within 1km of an existing shop and is designed to ensure the long-term viability of the service station; and
3. Not to co-locate with other retail and quasi retail outlets (such as fast food, video hire, automotive services and the like).

7.2 Entertainment Facilities and Function Centres

Under Fairfield LEP 2013 the above distinct uses are defined respectively as;

entertainment facility means a theatre, cinema, music hall, concert hall, dance hall and the like, but does not include a pub or registered club.

function centre means a building or place used for the holding of events, functions, conferences and the like, and includes convention centres, exhibition centres and reception centres, but does not include an entertainment facility.

The Fairfield Centres Study 2015 indicates it is desirable to focus and consolidate commercial growth within existing centres and to encourage rejuvenation and urban renewal within its main town centres.

The scale and nature of activities associated with the above land uses means that ideally they should be located in the main town centre areas of the City in proximity to other services (including public transport) and facilities that either support or compliment the nature of activities associated with entertainment facilities and function centres.

Entertainment facilities and function centres also have the capacity not only to boost the vitality and diversity of town centre areas but are also an important source of economic activity and employment generation within the main town centres.

Based on the above issues Fairfield City Council encourages the establishment of new entertainment facilities and function centres within the main town centres and local centres of the City. Proposals for development of these land uses within smaller neighbourhood centres will be affected by the objectives and development controls contained with Clause 6.3 of Fairfield LEP 2013 which restricts the maximum gross floor area of certain developments to no more than 10% of the total gross floor area of the ground floor of the building. Development proposals for new entertainment facilities or function centres on land where these uses are not currently permitted will not be supported by Council.

7.3 Commercial & Retail Development in Industrial Areas

In recent years Council has received proposals for the establishment of commercial/retail development in the industrial areas of the City, particularly in Wetherill Park.

In February 2008, Council adopted the Fairfield Employment Lands Strategy which informed decisions on industrial land for the preparation of Fairfield LEP 2013. The Strategy also recommended that retailing in industrial areas should only be allowed where it is ancillary to industrial uses.

Neighbourhood shops whilst permissible with consent in the E4 General Industrial zone are required to only serve the local convenience needs of workers and as such will not be allowed to proliferate into quasi neighbourhood shopping centres.

In this regard, proposals for neighbourhood shops will be assessed under the recommendations of section 7.1 above.

As recommended in Council's Centres Study 2015, it is considered that all existing industrial areas are adequately serviced by existing retail uses in existing developments including Greenway Plaza and Victoria Street Business Centre. No further existing industrial zoned land is required to be utilised for retail purposes to service the day to day shopping needs of the existing industrial workforce.

8 RELEVANT LEGISLATION

Proponents will also need to refer to the provisions of the Environmental Planning and Assessment Act 1979 and the regulations made there under where a development or rezoning application is proposed.

Fairfield City Council Local Environmental Plan 2013 establishes the zoning and permissible uses of land and must be addressed for all applications.

9 RELATED POLICIES

This policy needs to be read in conjunction with relevant Town Centre Strategies and Development Control Plans. Further information on current documents or information can be obtained from Council's web site www.fairfieldcity.nsw.gov.au or by contacting Council's Customer Service Centre on 9725 0222.

10 REVIEW DATE

Council will review this policy every three years or as required, to ensure that the policy is not inconsistent with State and Federal standards and addresses current retail and commercial issues affecting the City.

11 AUTHORISATION

This policy was adopted by Council on 9 February 2016 and came into force on that day.

12 FURTHER INFORMATION

For further information regarding this policy, contact Council's City Development Group on (02) 9725 0222.

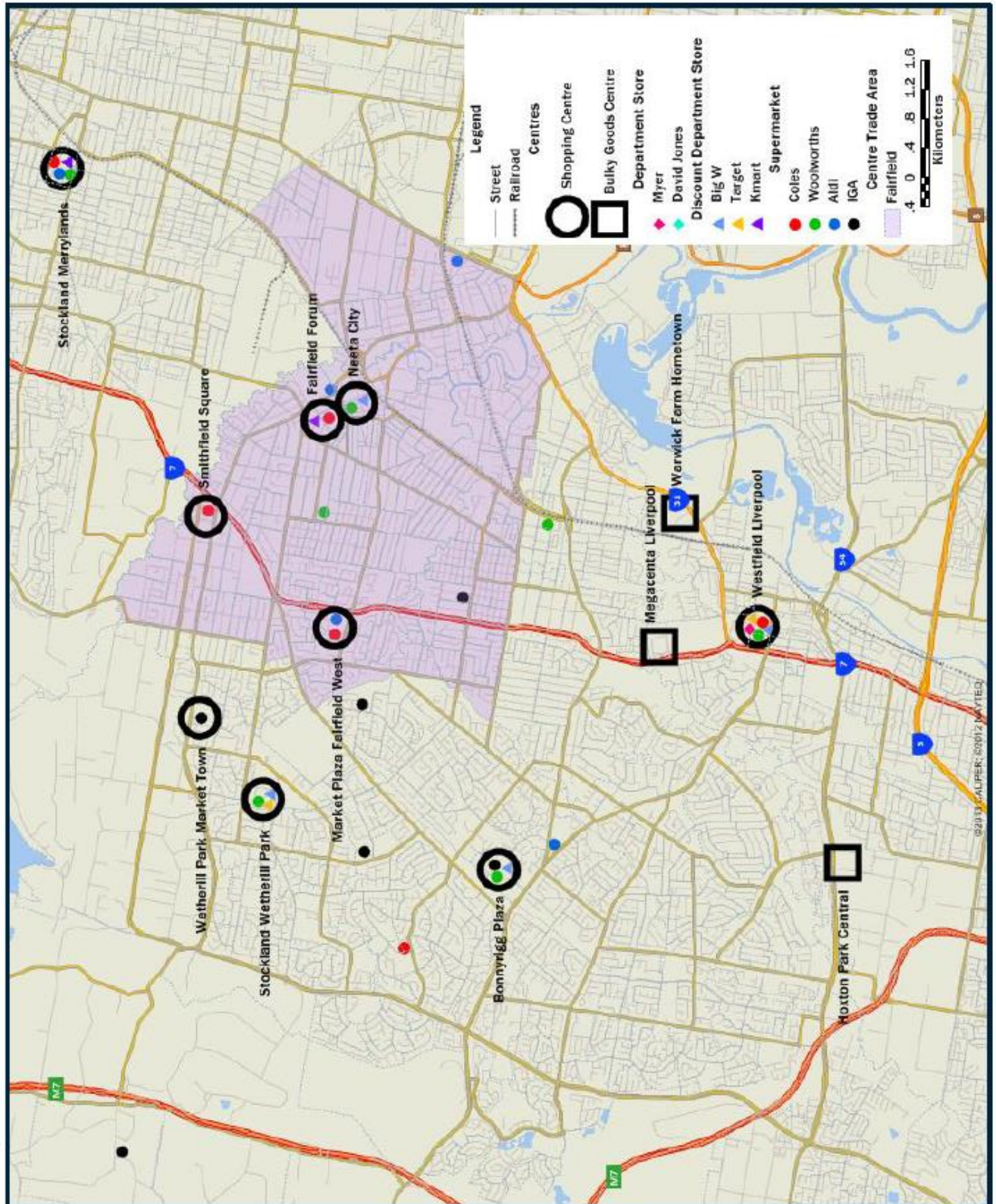
APPENDIX A – CENTRES STRUCTURE

Centre Name	Centre Location	Suburb
Major Town Centre		
Fairfield City Centre	Land zoned E2, MU1 and E3	Fairfield
Specialist Centre		
Cabramatta Town Centre	Land zoned MU1 and E3	Cabramatta
Subregional Centres (District Centres)		
Prairiewood Town Centre	Land zoned MU1	Prairiewood
Bonnyrigg Town Centre	Land zoned MU1, E3 and E1	Bonnyrigg
Local Centres		
Edensor Park Local Centre	Cnr Edensor Rd and Allambie Rd	Edensor Park
Greenfield Park Local Centre	Cnr Greenfield and Mimosa Rd	Greenfield Park
Wetherill Park Market Town	Cnr The Horsley Dr and Rosetti St	Wetherill Park
Wakeley Local Centre	Cnr Buffs Rd and Lomond St	Wakeley
Canley Heights	Canley Vale Rd and Cumberland Highway	Canley Heights
Canley Vale	Canley Vale Rd and Railway Parade	Canley Vale
Fairfield Heights	The Boulevard, Polding St and Stanbrook St	Fairfield Heights
Smithfield Town Centre	Intersection of The Horsley Dr and Cumberland Highway	Smithfield
Villawood Town Centre	Villawood Rd, Villawood Place and Woodville Rd	Villawood
Horsley Park Village	Cnr Horsley Rd and The Horsley Dr	Horsley Park
Fairfield West (Market Plaza)	Cnr Tasman Parade and Hamilton Rd	Fairfield West
Neighbourhood Centres		
Abbotsbury	60 – 68 Stockdale Crescent	Abbotsbury
Edensor Road	134-136 Edensor Road	Bonnyrigg
Neighbourhood Centres		
Cabramatta Road West (Aldi)	Cnr Cabramatta Rd West & Elizabeth Dr	Bonnyrigg

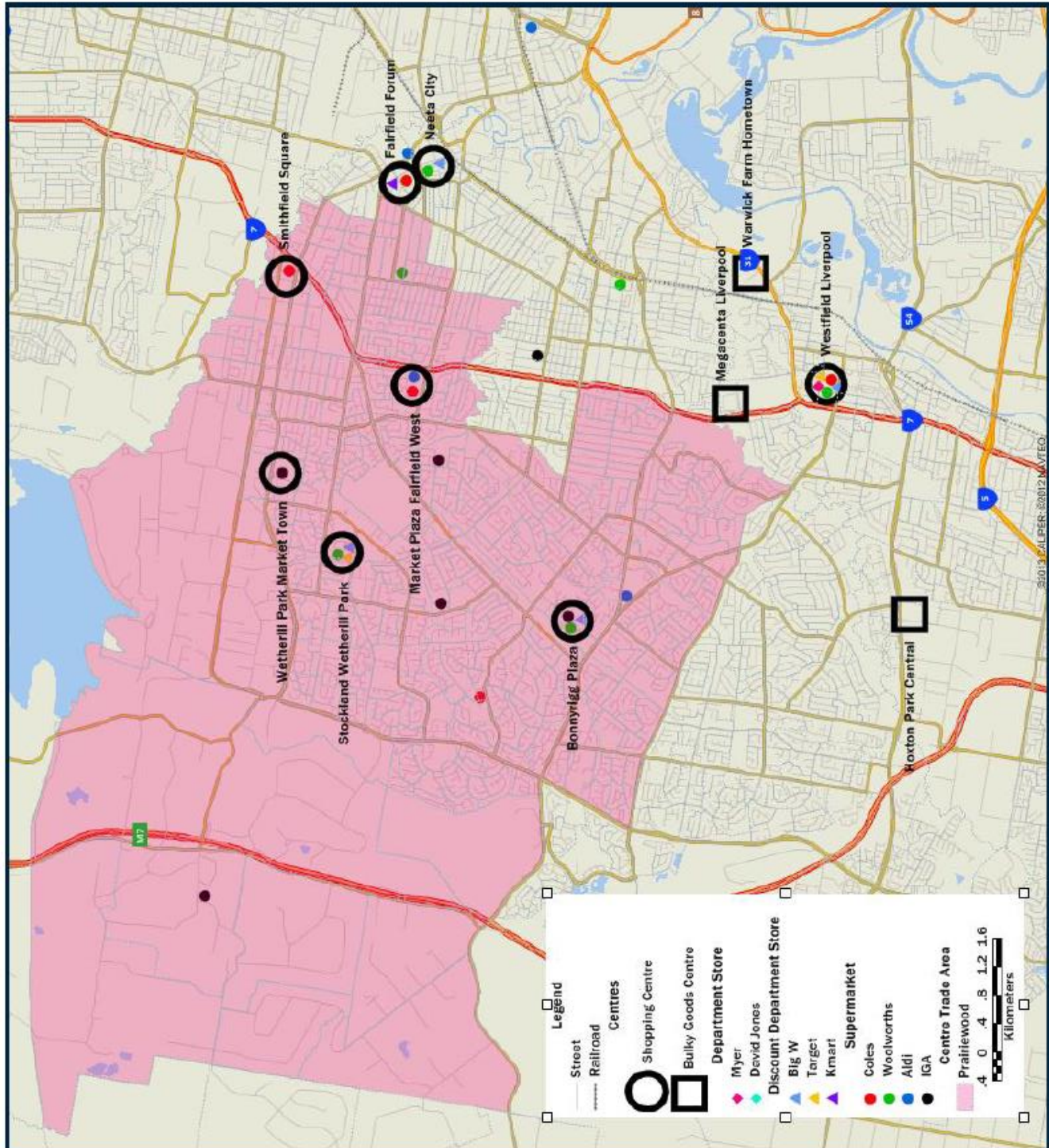
Centre Name	Centre Location	Suburb
Brown Road	Corner Brown Road & Montgomery Road	Bonnyrigg
Mimosa Road	Intersection of Mimosa Road & Quarry Rd	Bossley Park
Bolivia Street	20-36 Bolivia Street	Cabramatta
Coventry Street	21-25 Coventry Road	Cabramatta
Cooks Hill (Lord Street)	465-485 Cabramatta Road West (Corner Lord Street and Boyd Street)	Cabramatta West
John Street	64-66 Satara Street and 259-283 John Street	Cabramatta West
Avoca Road	44-50 Harden Street (Corner Avoca Road)	Canley Heights
St Johns Road	191-207 St Johns Road	Canley Heights
Denison Street (The Horsley Drive)	28-68 The Horsley Drive	Carramar
Carramar	130-154 Wattle Avenue (Opposite Carramar Railway Station)	Carramar
Sackville Street	181 Sackville Street (Corner Malabar Street)	Fairfield
Loscoe Street	449-459 The Horsley Drive (Corner Loscoe Street)	Fairfield
Tangerine Street	105A Tangerine Street (Corner Hercules Street)	Fairfield East
The Horsley Drive (Fairfield East)	244-251 Fairfield Street (Corner The Horsley Drive)	Fairfield East and Yennora
Fairfield Street	137-143 & 150-160 Fairfield Street (Intersection of Crown Street and Ellis Parade)	Fairfield East
Corner Hamilton Road and The Boulevarde	189A-207 & 222-234 Hamilton Road (Corner of The Boulevarde)	Fairfield & Fairfield Heights
Hamilton Road	336-338 Hamilton Road (Corner Nangar Street)	Fairfield West
Neighbourhood Centres		
Rawson Street	97 Rawson Street (Corner Ainslie Street)	Fairfield West
Thorney Road	72-80A Thorney Road	Fairfield West

Centre Name	Centre Location	Suburb
Lansvale (Lansvale Centre)	206-216 The Hume Highway (Corner Cutler St)	Lansvale
Ferry Road	139-141 Hollywood Drive (Corner Ferry Road)	Lansvale
Elizabeth Drive	Intersection of Elizabeth Drive and Meadows Road	Mount Pritchard
Town View Road	170-178 Town View Road (Corner Parkside Place)	Mount Pritchard
Oliphant Street	1A-3 Drysdale Road (Corner Oliphant Street)	Mount Pritchard
Hamel Road	33 Hamel Road (Corner Horton Street)	Mount Pritchard
Meadows Road	35 & 42-56 Meadows Road and 600-602 Cabramatta Road West	Mount Pritchard and Cabramatta West
Broughton Street	71-81 Broughton Street (Corner Whitaker Street)	Old Guildford
Dublin Street	48-66 Dublin Street (Between Jane Street and Brenan Street)	Smithfield
Brenan Street	63A-67B Brenan Street and 50A-50 Marlborough Street	Smithfield
The Horsley Drive	107 Granville Street (Corner The Horsley Drive)	Smithfield
Hassall Street	2A-12 Hassall Street (Between The Horsley drive and Sharland Place)	Smithfield
Canberra Road	56-70 Canberra Street	St Johns Park
Daniel Street	12-16 Daniel Street and 1179-1181 The Horsley Dr	Wetherill Park
Orchardleigh Street	80 Railway Street Yennora (Corner Orchardleigh Stt)	Yennora

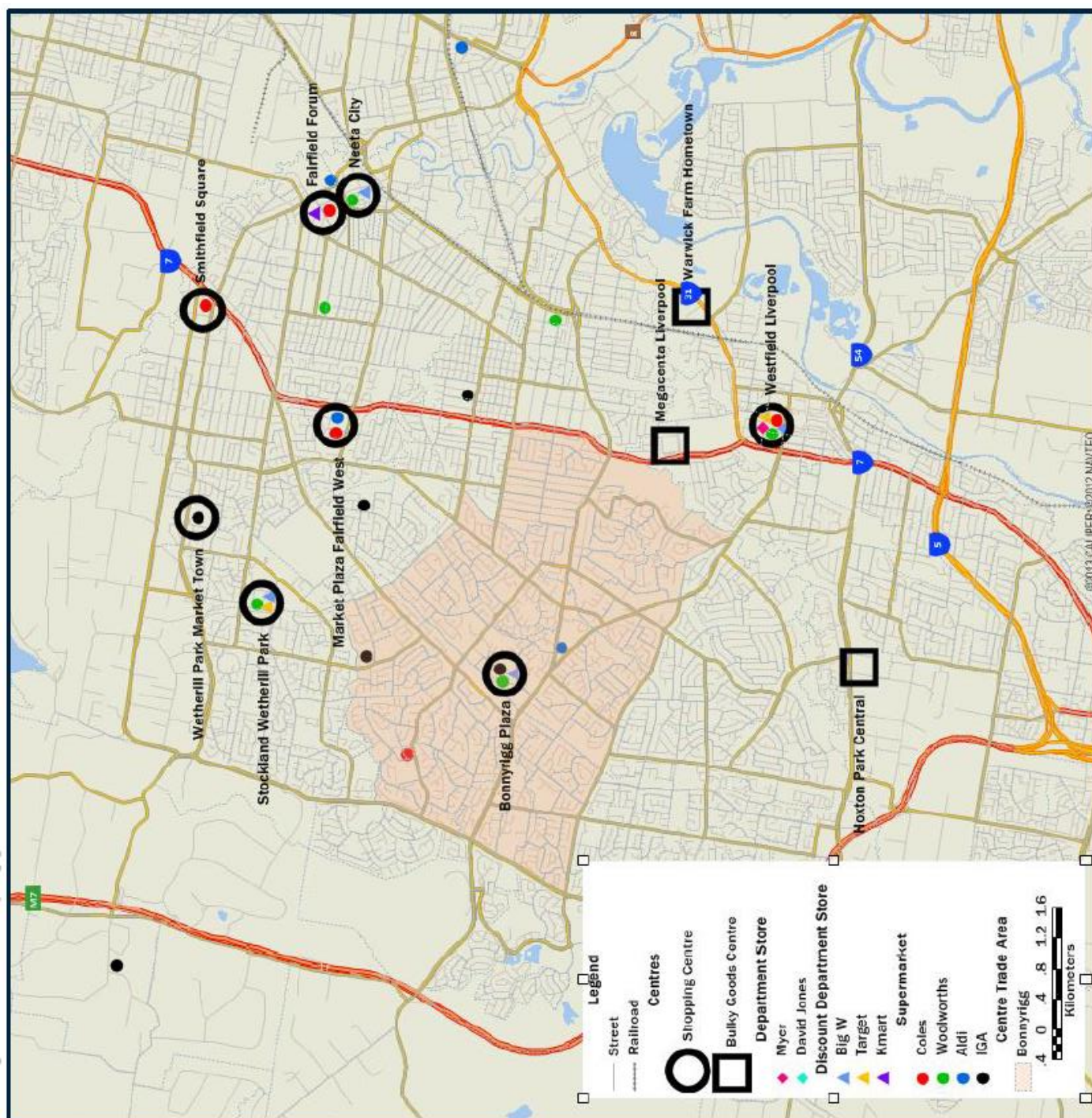
Appendix B - Fairfield City Centre Trade Area



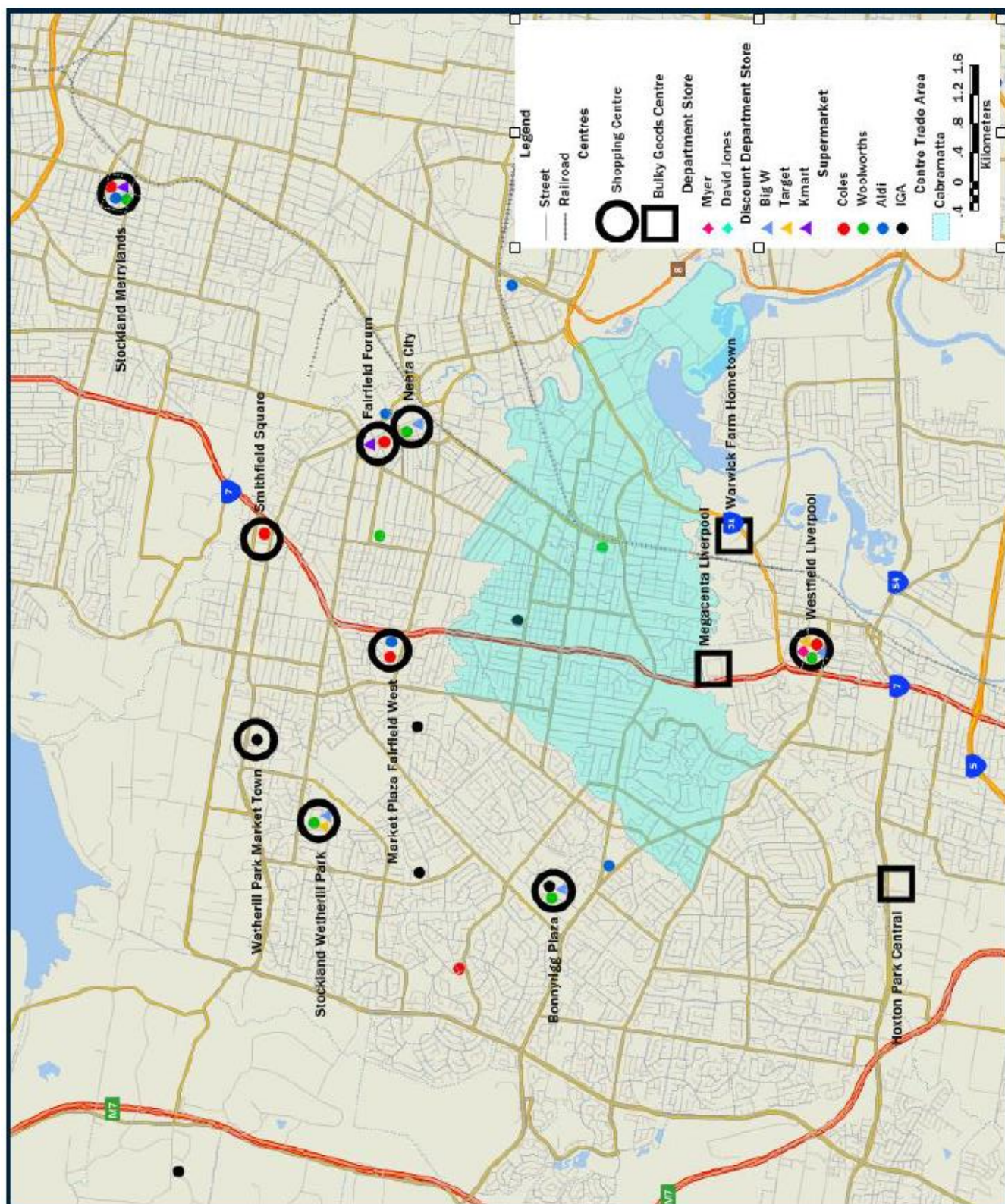
Appendix B – Prairiewood Town Centre Trade Area



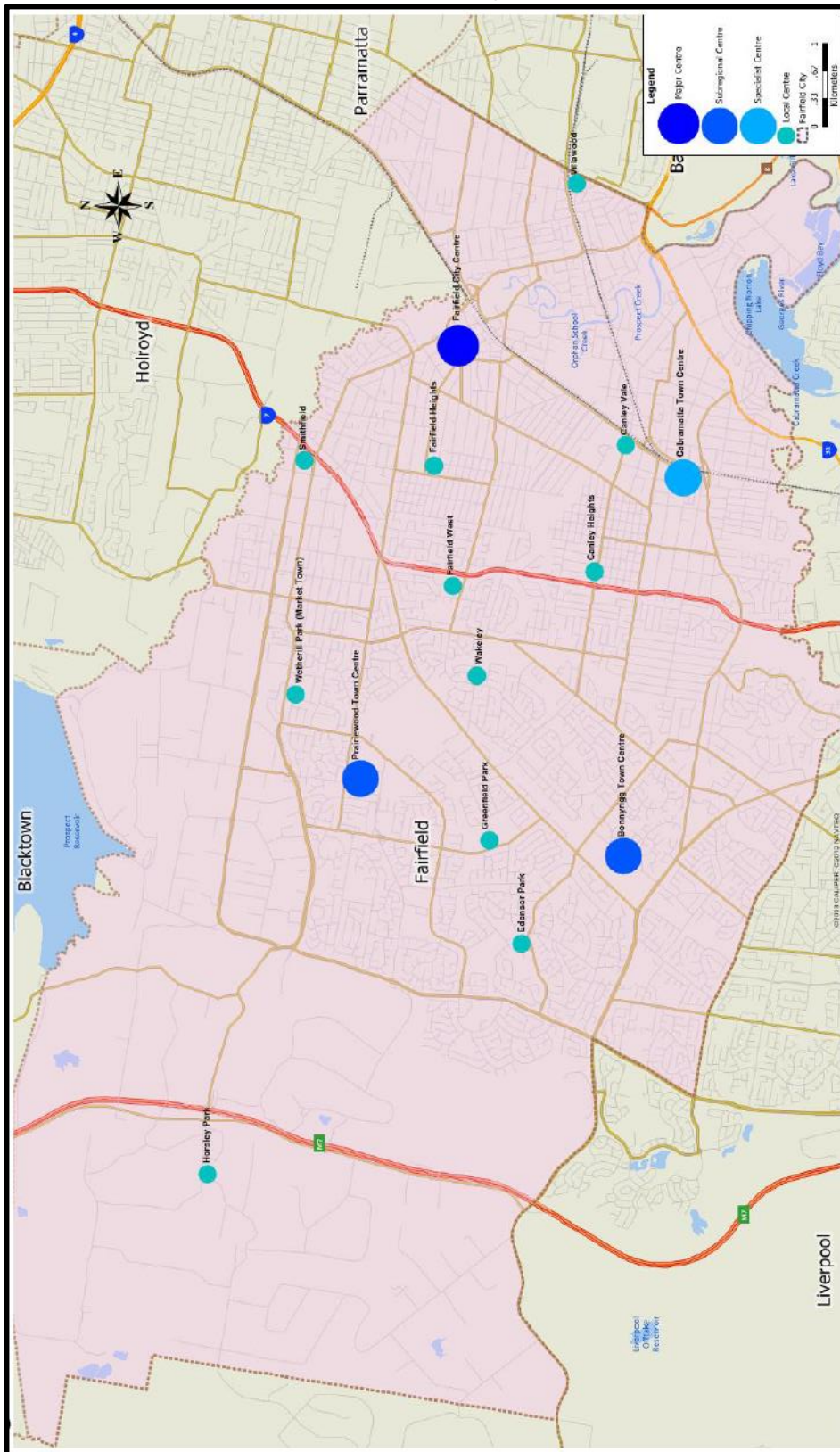
Appendix B – Bonnyrigg Town Centre Trade Area



Appendix B – Cabramatta Town Centre Trade Area



Appendix C – Fairfield City Centres Structure



Appendix D – Application Assessment Guidelines

Development Assessment Team – Centre Applications

The following questions should be addressed by the Development Assessment Team in the assessment of an application for a new centre or to extend an existing centre, with negative answers indicating more scrutiny is required and positive answers indicating less scrutiny is required.

The Development Assessment Team is to undertake the initial review of the Economic Impact Assessment, with more than two negative answers requiring a review by the Senior Policy Advisor Economic Development and more than four negative answers likely to require an independent Peer Review, to be determined by the Senior Policy Advisor Economic Development.

1. If the Application involves the development of a new centre or an extension to an existing centre, then an Economic Impact Assessment should accompany the Application, addressing the relevant Evaluation Criteria identified in the Centres Policy.
2. If the Economic Impact Assessment does not fully address each relevant Evaluation Criteria, the Applicant should be asked to revise the Economic Impact Assessment such that it does fully address each relevant Evaluation Criteria.
3. Is the Economic Impact Assessment prepared by a person or entity recognised as being independent from the Applicant and recognised as having economic skills and experience?
4. Does the methodology employed by the Economic Impact Assessment appear reasonable, such as by defining a trade area, examining population growth, detailing the supply of competitive centres in the region, projecting future demand and turnover and calculating impacts upon the competitive centres?
5. Does the Economic Impact Assessment adopt assumptions sourced from recognised sources, such as the Australian Bureau of Statistics, LEP zoning maps and the NSW Department of Planning & Environment?
6. Does the Application involve uses that are consistent with the Objectives of the current zone and/or are Permitted (with or without consent) uses within that zone?

7. Does the Application involve a total floor space that is less than 20% of the total commercial floor space identified for the existing centre in which it is located?
8. Does the Application involve the demolition of existing commercial floor space such that the net additional floor space is less than 50% of the total floor space to be developed?
9. Does the proposed development integrate with adjoining existing commercial activities?

Strategic Planning Team – Centre Applications External to Fairfield City

The following questions should be addressed by the Strategic Planning Team in the assessment of an application for a new centre or to extend an existing centre located outside Fairfield City boundaries, with negative answers indicating more scrutiny is required and positive answers indicating less scrutiny is required.

The Strategic Planning Team is to undertake the initial review of the Economic Impact Assessment, with more than two negative answers requiring a review by the Senior Policy Advisor Economic Development and more than four negative answers likely to require an independent Peer Review, to be determined by the Senior Policy Advisor Economic Development.

- 1 Are centre activities proposed for a site outside a 1km radius of an existing Fairfield City Neighbourhood Centre?
- 2 Would the proposal result in a centre of greater than 3,000m² being located outside a 2km radius of an existing Fairfield City Local Centre?
- 3 Would the proposal result in a centre of greater than 20,000m² being located outside a 3km radius of an existing Fairfield Sub-Regional Centre?
- 4 Would the proposal result in a centre of greater than 40,000m² being located outside a 5km radius of the Fairfield City Centre Major Centre?
- 5 Would the proposal result in a specialised retail premises of greater than 20,000m² being located outside a 2km radius of an area identified as Key Site “30” within the E4 General Industrial zone within Fairfield City?
- 6 Is the Economic Impact Assessment prepared by a person or entity recognised as being independent from the Applicant and recognised as having economic skills and experience?
- 7 Does the methodology employed by the Economic Impact Assessment appear reasonable, such as by defining a trade area, examining population growth,

detailing the supply of competitive centres in the region, projecting future demand and turnover and calculating impacts upon the competitive centres?

- 8 Does the Economic Impact Assessment adopt assumptions sourced from recognised sources, such as the Australian Bureau of Statistics, LEP zoning maps and the NSW Department of Planning & Environment?