

CAMPBELLTOWN BULKY GOODS RETAIL STUDY

Prepared for
Campbelltown City Council

November 2006

SYDNEY CANBERRA

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ABBREVIATIONS

The following abbreviations may be found in this report:

ABS	Australian Bureaux of Statistics
ANZIC	Australia and New Zealand Industry Code
CBD	Central Business District
DDS	Discount Department Store
GLA	Gross Lettable Area
GST	Goods & Services Tax
HES	Household Expenditure Survey
LEP	Local Environmental Plan
LGA	Local Government Area
PTA	Primary Trade Area
SD	Statistical Division
STA	Secondary Trade Area

GLOSSARY OF TERMS

Letable Area

Refers to the area of a shop or commercial premise that is let to the tenant (whether it is let or not). In indoor centres it usually excludes common area, loading docks, toilets, etc but includes each store's back-of-house area.

Non-shop front Commercial Space

Refers to commercial users that are not found in shop front premises and includes above shop space and (that are often occupied by accountants, tax agents, medical practices, professional photographers, etc). It may also refer to commercial businesses in existing cottages or in purpose designed commercial buildings on the fringe of a commercial centre (eg Council administration building).

Retail Floor Space

For the purpose of this report is defined under ANZIC and refers to shop front premises that are used predominantly to sell goods. It includes restaurants and other selected personal services (tailor, hair and beauty, photo processing, dry cleaning and optical dispensing). It does not include commercial services such as banks and real estate agents.

Shop front Commercial Space

Is defined as premises that have been designed and constructed for retail purposes but being used for non-retail commercial purposes. Typically these uses tend to be banks and other financial institutions, travel agents, real estate agents and the like.

1. EXECUTIVE SUMMARY

Introduction (Section 2)

Hill PDA was commissioned by Campbelltown City Council ('Council') to undertake a Bulky Goods Retail Study for the Campbelltown Local Government Area ('LGA'). This study is to provide Council with a tool for the appropriate management of the changing patterns of bulky goods development.

It is recognised that this study will inform the Local Planning Strategy, which will facilitate a review of the Campbelltown Local Environmental Plan 2002 ('LEP 2002'). Therefore this study has considered the initiatives and proposals that are part of the planning reforms of the Department of Planning (DoP), which involves the production of an LEP Planning Template which aims to standardise land use zones across NSW, including commercial and industrial zones.

Planning & Policy Review (Section 3)

The NSW Planning Reform includes a standard Local Environmental Plan planning template (LEP Template), which is still in draft form, for each council to adopt when preparing their new Local Environmental Plans (LEPs). In the development of a new Local Planning Strategy and a new LEP for the Campbelltown LGA, consideration must be given to the Draft LEP Template - Standard Instrument (Local Environmental Plans) Order 2005, prepared by DoP.

The employment zones as identified in the LEP Template should be considered in the formulation of a new LEP for the LGA. This report makes recommendations of the most appropriate zoning to accommodate bulky goods retailing, under the LEP Template (see Section 8.4).

The Campbelltown Local Environmental Plan 2002 provides the existing statutory planning framework for the LGA. The zones that permit bulky goods are summarised as follows.

- 10(a) Regional Comprehensive Centre Zone
- 10(b) District Comprehensive Centre Zone
- 10(c) Local Comprehensive Centre Zone
- 4(c) Industry C Zone
- 4(b) Industry B Zone

Bulky Goods Retailing Trends (Section 4)

Bulky goods retailing first appeared as showrooms attached to distribution and warehousing industries. Over time bulky goods strip retailing and centres have attracted a number of furniture, appliance retailers and hardware stores such as Harvey Norman, Domyne, Bing Lee, BabyCo, bedding shops, lighting shops, BBC Hardware Houses, etc. This is despite the fact that these shops:

- Do not necessarily use the same site for their head office, distribution or warehousing;
- Sell many items that are not bulky; and

- Sell the same or comparable items to stores in traditional regional and district shopping centres.

This trend has occurred because these stores require or desire:

- More floor space with cheaper rent;
- Convenient and ample car parking; and
- Convenient loading and unloading areas.

Many of these stores have become destination centres and therefore do not require central location in traditional shopping centres. They have become attractive destinations for shoppers that are searching for lower prices and convenience of parking and loading.

More recently the bulky goods retail sector has been evolving from former industrial premises to purpose built bulky goods retail parks that allow brand awareness, enhanced economies of scale and consumers the benefit of comparison shopping. Some recent examples include the development of:

- Large hardware houses;
- Supacentas; and
- Homemaker centres.

Bulky Goods Trade Areas (Section 5)

Based on our analysis and discussions with industry representatives we have identified the primary trade area ('PTA') as encompassing the LGA's of Camden, Wollondilly and Campbelltown with the exception of those suburbs north of Minto, primarily being Ingleburn, Macquarie Fields, and Glenfield.

It has been anticipated, that a large majority of those residents based in north Campbelltown will chose to travel to Cross Roads, Warwick Farm and Orange Grove for bulky goods shopping. As such, we estimate the majority of bulky goods expenditure from these areas will escape the LGA, and for this reason we have excluded them from our floor space survey and expenditure modelling.

Warragamba and Silverdale have also been excluded from the PTA as they are located closer to the Penrith bulky goods precinct.

Wingecarribee LGA falls into a secondary trade area ('STA').

Existing Bulky Goods Floor Space (Section 6)

Blaxland Road in Campbelltown and Campbelltown Road in Leumeah have the largest concentration of bulky goods retailers in the Macarthur Region. As such, there is some 92.5ha of 4(b) industrial zoned land (allowing bulky goods) along this corridor. Of that land zoned 4(b) in Campbelltown and Leumeah; it was observed that there were differences in the quality of sites for bulky goods retailing. As such, analysis of the sites along the Campbelltown/Leumeah corridor resulted in a separation of that 4(b) zoned land as either primary or secondary depending on their level of appropriateness for bulky goods retailing.

Prime bulky goods land consists of those lots fronting either Blaxland Road or Campbelltown Road along the corridor, with direct access and significant visibility, accounting for 51ha of 4(b) zoned land. Secondary bulky goods land consists of all other 4(b) zoned lots along the corridor with no street frontage to either Blaxland Road or Campbelltown Road, accounting for 41.5ha of land.

The total amount of floor space within the primary trade area of this study is outlined below:

Total Floor Space in Campbelltown Bulky Goods PTA by Retail Store Type 2006 (sqm)

	Campbelltown LGA	Camden LGA	Wollondilly LGA	Totals
Furniture Retailing	39,660	3,136	340	43,136
Floor Covering Retailing	3,491	1,517	-	5,008
Domestic Hardware	14,687	5,756	2,200	22,643
Domestic Appliance Retailing	11,405	763	145	12,313
Fabrics & Curtains	1,316	1,398	100	2,814
Sport & Camping	1,650	-	-	1,650
Other Bulky Goods	13,198	6,269	506	19,973
Dept Sore BG Component*	3,061	-	-	3,061
Discount Dept Sore BG Component*	8,376	-	-	8,376
Bulky Goods Occupied Space	96,844	18,839	3,291	118,974
Vacant	31,593	27,651	700	59,944
Total Bulky Goods Space (PTA)	128,437	46,490	3,991	178,918

* Includes 25% of department store and discount department store ('DDS') floor space.

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown & Camden LGAs (Sept. 2006), and Wollondilly LGA (Jan. 2006)

The above table indicates an approximate total of 156,445sqm of bulky goods floor space existing within the primary trade area. Of this, 36% is vacant floor space which could be used for bulky goods.

The table below indicates total floor space within the PTA and within Campbelltown LGA boundaries.

Total Bulky Goods Floor Space in Campbelltown by Retail Store Type 2006 (GFA sqm)

	Campbelltown	Leumeah	Minto	Campbelltown LGA
Furniture Retailing	33,161	6,499	-	39,660
Floor Covering Retailing	3,273	218	-	3,491
Domestic Hardware	10,302	1,313	3,072	14,687
Domestic Appliance Retailing	9,640	1,765	-	11,405
Fabrics & Curtains	913	403	-	1,316
Sport & Camping	384	1,266	-	1,650
Other Bulky Goods	10,525	2,673	-	13,198
Dept Store (BG Component)*	3,061	-	-	3,061
Discount Dept Sore BG Component*	6,727	-	1,649	8,376
Bulky Goods Occupied Space	77,986	14,137	4,721	96,844
Vacant	27,978	1,606	2,009	31,593
Total Bulky Goods Space	105,964	15,743	6,730	128,437

* Includes 25% of department store and discount department store ('DDS') floor space

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown LGA (Sept. 2006).

Demand for Bulky Goods Floor Space (Section 7)

Expenditure modelling helps to estimate the spending levels of households on different retail commodity types now and into the future. The model translates forecast household retail expenditure into corresponding future demand for retail floor space. As such, the growth in

households within a trade area needs to be estimated. Household numbers are also dependent on population growth over time.

A summary of the forecast demand for bulky goods floor space and appropriately zoned land is tabled below. The table makes the following assumptions:

- FSR of 0.4:1;
- 40% of non bulky good store types will take up land in 4(b);
- Bulky goods expenditure base on ABS Household Expenditure Survey 1998-99, ABS Retail Industry Survey 1998-99 and Marketinfo 2004;
- A target turnover rate of \$3,300/sqm;
- Campbelltown and Leumeah corridor capturing 77% of bulky goods floor space from the LGA;
- The primary bulky goods area consists of those lots fronting either Blaxland Road or Campbelltown Road along the corridor; and
- The secondary bulky goods area consisting of all other bulky goods lots along the corridor.

Forecast Bulky Goods Floor Space & Expenditure Demanded 2006-2021 (\$m)

	2006	2011	2016	2021
PTA Expenditure	\$311.9	\$354.7	\$409.9	\$473.6
STA Expenditure	\$32.1	\$35.2	\$38.4	\$41.8
Total Expenditure	\$344.0	\$389.9	\$448.3	\$515.4
Demand for Floor Space (sqm)	104,233	118,167	135,837	156,192
Demand in Campbelltown (sqm)	80,709	91,498	105,180	120,941
Growth in Demand (ha)		1.79	1.37	1.58
Demand for Site Area (ha)	33.6	38.1	43.8	50.4
4B Zoned Area (ha)	92.5	92.5	92.5	92.5
Primary BG Area (ha)	51	51	51	51
Secondary BG Area (ha)	41.5	41.5	41.5	41.5

* In constant 2005 dollars.

Total bulky goods expenditure generated by the Campbelltown PTA and a portion of the STA, will increase by approximately \$10.77m every year (in constant 2005 dollars) to 2021.

The table above shows there is currently (as at 2006) an abundance of prime 4(b) zoned land capable of accommodating bulky goods retailers (92.5ha). That is, there is currently enough appropriately zoned land to accommodate demand (33.6ha) for bulky goods floor space.

However, the table also indicates that demand for prime 4(b) zoned land along the Campbelltown and Leumeah corridor (51ha) will be exhausted by 2021.

Conclusions (Section 8)

It is recommended that Council's definition of bulky goods be similar to that defined in the LEP Template which states that:

Bulky goods premises means a building or place used primarily for the sale by retail, wholesale or auction of (or for the hire or display of) goods that are of such size or weight as to require:

- 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 and unloading the items into 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 of bulky goods.

It is acknowledged that the DoP's definition of bulky goods in the LEP Template does not specify minimum or maximum floor space restrictions. However it is recommended that Campbelltown's definition of bulky goods in the revised LEP should identify the type of merchandise and minimum floor areas. Minimum floor areas ensure that only retailers requiring large floor plates will locate there.

Bulky goods retailing should primarily be located within existing commercial centres, which helps ensure centre vitality, viability and a sustainable form of development. At present bulky goods retailing is not permitted in any of Campbelltown's commercial zones. It is recommended that in Council's review of the existing LEP, consideration be made to permit bulky goods within all business/commercial zones.

There may be special circumstances where the location of bulky goods may be considered outside commercial centres such as an existing bulky goods cluster with good highway/main road frontage. These clusters should be identified as an **enterprise corridor zone – Zone B6 under the LEP Template**, whereby their boundary is restricted so as not to encroach further into the surrounding light industrial area/uses. Expansion of bulky goods retailing should only be permitted within this new designated boundary.

As such, it is recommended that Council consider rezoning the existing 4(b) Industry B Zoned lands to Zone B6 – Enterprise Corridor Zone under the LEP Template, on the condition that under this enterprise zone Council **does not** allow residential or commercial uses and restricts both commercial and retail development by: allowing only non-food and non-clothing retail (i.e.: permit bulky goods retailing); and permitting commercial uses that are ancillary to any of the permissible uses in the zone.

It is suggested that Council engage in discussions with the DoP to discuss the above recommendations concerning the enterprise corridor zone. It is understood that the DoP are already considering deleting multi dwelling housing as a mandatory use in this zone. This zone also permits light industrial uses. These controls will protect the economic viability of the existing commercial centres in the LGA.

2. INTRODUCTION

2.1 Brief

Hill PDA was commissioned by Campbelltown City Council ('Council') to undertake a Bulky Goods Retail Study for the Campbelltown Local Government Area ('LGA'). This study is to provide the Council with a tool for the appropriate management of the changing patterns of bulky goods development.

It is recognised that this study is imperative to enable Council to have an informed understanding of the growth and trends currently being experienced within this sector and to ensure a complete management of bulky goods development across the Campbelltown LGA into the future.

It is recognised that this study will inform the Local Planning Strategy, which will facilitate a review of the Campbelltown Local Environmental Plan 2002 ('LEP 2002'). Therefore this study has considered the initiatives and proposals that are part of the planning reforms of the Department of Planning (DoP), which involves the production of an LEP Planning Template which aims to standardise land use zones across NSW, including commercial and industrial zones.

2.2 Methodology

To meet the requirements of the project brief, we undertook an approach broadly structured on the basis of the brief provided by Council, the key tasks of which included:

- Examining relevant documentation including the local planning controls, Councils social studies and residential strategies, relevant regional planning strategies, and state government controls and strategies;
- Reviewing zoning maps, GIS mapping, and aerial photographs as provided by Council;
- Undertaking a land use survey and describing the location and extent of bulky goods retailing;
- Considering planning and specific development proposals for bulky goods developments;
- Investigating and describing the current and projected demand for bulky goods retailing;
- Projecting demand using expenditure models developed by Hill PDA. Household projections were sourced from Council, the Metropolitan Strategy and Department of Planning forecasts;
- Measuring forecast demand with supply and estimate the area of land required to meet future demand;
- Making recommendations on the most suitable sites/areas for bulky goods retailing to accommodate future growth (if required) taking into consideration the likelihood of other sites being developed or expanded;
- Investigating existing access to the established bulky goods retailing precincts and suggesting improvements to facilitate improved access; and,
- Identifying appropriate zoning for future bulky goods retailing, consistent with the Standard LEP Template Order 2006.

2.3 Background Material

Hill PDA was provided with the following documents as background:

- Campbelltown City Business Centre Strategy (2005)
- South Western Sydney Employment Lands Study (2004)
- Campbelltown 2025
- Campbelltown Business Centre Strategy (2005)
- Campbelltown Residential Strategy
- Campbelltown Safe Towns Plan
- Campbelltown Social Plan 2005-2007
- Menangle Park LES
- North Campbelltown Structure Plan
- Plans of Management
- Traffic Forecasting Report

Hill PDA was also provided with all relevant Development Control Plans (DCPs) and Local Environmental Plans (LEPs) including:

- | | |
|--|-----------------------------------|
| • Campbelltown (Sustainable City) DCP | • Sex Industry DCP |
| • DCP 27 – Queen St Heritage Precinct | • Heritage Items |
| • DCP 52 – Car Parking | • Integrated Transport Study |
| • DCP 64 – Wedderburn | • LEP 2002 |
| • DCP 83 – Heritage | • LEP no.1 |
| • DCP 85 – Business & Comprehensive Zone | • LEP D8 |
| • DCP 112 – Erosion & Seed Control | • LEP no.32 |
| • DCP 49 – Rural Subdivision | • LEP no. 209 |
| • DCP 114 – Trees | • Interim Development Order no.13 |
| • DCP 120 – Truck Parking | • Interim Development Order no.15 |
| | • Interim Development Order no.28 |

Campbelltown City Business Centre Strategy (2005)

Hill PDA undertook a Business Centres Strategy for Campbelltown in 2005. The study recognised that Campbelltown peripheral retailing has historically been a focus of light industrial activity. Although much of the area has now been developed, there is now widespread evidence of a change in its land use character.

This can be seen in the redevelopment of substantial tracts of land for peripheral bulky goods retailing, with the overall result that the precinct is now the most significant concentration of bulky goods in the Macarthur Region.

3. PLANNING & POLICY REVIEW

This section provides an overview of the planning context in which centre activity in the Campbelltown LGA is managed. It includes regional and local statutory provisions (including State Environmental Policies, Regional Environmental Plans, Ministerial Directions, Development Control Plans and Local Environmental Plans), applicable to commercial/retail centre land use and development.

3.1 Metropolitan Strategic Land Use Policy

In the context of government policy, there is a long history of Campbelltown LGA being recognised as a discrete entity of Sydney's Greater Metropolitan Region. Amongst the many documents, which have been produced since Sydney's first plan ("The 1951 County of Cumberland Plan"), those particularly relevant in a strategic context are listed below:

- Sydney Region Outline Plan 1986;
- Sydney into Its Third Century 1988;
- Cities for the 21st Century 1995;
- Shaping our Cities 1998; and
- Metropolitan Strategy.

Metropolitan Strategy

The NSW Department of Planning ('DoP') has recently released the Sydney Metropolitan Strategy which is a broad framework to facilitate and manage growth and development over the next 25 years. The plan identifies how local government will work with State Government to translate the aims and actions into local plans. It also aims to improve the city's sustainability in terms of transport, energy demand, affordability and infrastructure provisioning.

Part of achieving these aims is a centres policy which seeks to improve land use and transport integration. The centres policy is a cornerstone of the Metropolitan Strategy. It aims to control land use development to ensure the sustainability objectives are achieved.

The Strategy focuses on enhancing the quality of the city's centres by getting the best mix of homes, jobs, services – including retail, recreation and other activities in centres. This will increase the use of public transport, maximise the use of existing infrastructure and help generate local jobs. The Centres policy identifies the following key objectives:

- Provide places and locations for all types of economic activity and employment across the Sydney Region;
- Increase densities in centres whilst improving liveability;
- Cluster business and knowledge-based activities in strategic centres; and,
- Concentrate activities near public transport.

The Centres policy establishes a typology/hierarchy of centres (as defined in the table below), whereby for example Campbelltown is defined as a major centre.

Table 1 - Types of Strategic Centres

Centre Typology	Characteristics	Examples
Global Sydney	Main focus for national and international business, professional services, specialised health and education precincts, specialised shops and tourism, it is also a recreation and entertainment destination for the Sydney region and has national and international significance.	Sydney City, North Sydney
Regional Cities	With a full range of business, Government, retail, cultural, entertainment and recreational activities. They are a focal point for regional transport and jobs.	Parramatta, Liverpool, Penrith
Specialised Centres	Areas containing major airports, ports, hospitals, universities, research and business activities that perform vital economic and employment roles across the metropolitan area. The way they interact with the rest of the city is complex and growth and change in and around them must be planned very carefully.	Macquarie Park, St Leonards, Olympic Park/Rhodes, Port Botany, Sydney Airport, Randwick Education and Health, Westmead, Bankstown Airport/Milperra, Norwest
Major Centres	The major shopping and business centre for the surrounding area with a full scale shopping mall, council offices, taller office and residential buildings, central community facilities and a minimum of 8,000 jobs.	Bankstown, Blacktown, Bondi Junction, Brookvale/Dee Why, Burwood, Campbelltown , Castle Hill, Chatswood, Hornsby, Hurstville, Kogarah
Town Centres	A large group of shops and services which include 1-2 supermarkets, sometimes a small shopping mall, some community facilities eg: local library, medical centre and a variety of specialists shops.	Bondi, Auburn, Top Ryde, Cabramatta, Randwick, Camden,
Villages	Area containing a small supermarket, a strip of shops for daily shopping eg. Butcher, hairdressers, café, restaurants and some take away food. Some of the services that may exist include health, bank, library and a post office. Also more than 10 retail spaces.	Granville, Earlwood, Lane Cove, Wentworthville, Kensington, Kingsford.
Small Villages	A small strip of shops for daily shopping eg. Butcher, hairdressers, café, restaurants and take away food. Contains 5-30 retail spaces.	
Neighbourhood Centres	Small group of 2-5 shops supplying daily needs eg milk bar and newsagent. A public transport point and child care centres, schools and other compatible activities in the immediate vicinity. The centre includes some medium density housing, townhouses and villas.	Any street with a couple of corner shops on a public transport route.

The DoP is intending to form partnerships with groups of councils to perform subregional planning with the aim to define the structure and future distribution of zones to accommodate housing and employment growth. The Metropolitan Strategy identifies ten subregions, whereby Campbelltown is included as part of the South West subregion, which also comprises the LGA's of Wollondilly, Camden and Liverpool.

3.2 State Controls

In New South Wales the legal framework for the regulation of land use is broadly defined under the Environmental Planning and Assessment Act 1979 (EPA Act). Under the EPA Act, to gain a complete picture of the possibilities and constraints of a particular site, it is necessary to consult a wide range of sources. These include:

- Local Environmental Plans;
- Deemed environmental planning instruments;

- Development control plans;
- Council codes/policies;
- Regional environmental plans,
- State Environmental Planning Policies,
- Directions under sections 117 (2) and 71 of the EPA Act,
- Departmental circulars,
- Model provisions; and
- Management plans.

For the present study a brief outline is presented below of the key planning policies which are relevant to the planning and development of activity in the Campbelltown LGA. These policies should be considered in the development of a Local Planning Strategy for the LGA, which will guide the preparation of a new LEP.

State Environmental Planning Policy No.11 – Traffic Generating Development

SEPP 1 - 1985 (as amended) provides for consultation with the RTA during the development assessment stage in relation to traffic-generating developments. The trigger for the requirement is based on the type and scale of development proposed. The RTA is provided with the opportunity to make representations regarding a development application before a council decision is made on the proposal.

State Environmental Planning Policy No.22 – Shops and Commercial Premises

SEPP 22 - 1987 (as amended) provides controls to permit changes of use from one kind of shop to another or to a commercial premise or one kind of commercial premise to another or to a shop within a business zone. This change of use is still considered to be permissible if the proposed use is prohibited under an environmental planning instrument. Although this can occur, it is still necessary to obtain development consent should the consent authority be satisfied that the change of use will not have an adverse impact.

Draft State Environmental Planning Policy No. 66 – Integration of Land Use and Transport

The 2001 Integrated Land Use and Transport Policy Package (ILUT), provides a framework for State government agencies, councils and developers to integrate land use and transport planning at the regional and local levels. The package contains the following key policies:

- The Right Place for Business and Services Planning Policy;
- Improving Transport Choice – practice guidelines on how to implement the policy;
- Draft State Environmental Planning Policy No. 66 (SEPP 66) 'Integration of Land Use and Transport'

Draft SEPP 66 - (2001) has been released for consultation with councils, the public, the development industry and transport agencies and providers. Its purpose is to better integrate land use and transport planning at the local level.

This policy identifies a number of planning objectives that are essential to ensuring that urban structure, building forms, land use locations, development designs, subdivision and street layouts will be achieved. Objectives include improving accessibility to housing, employment and services by walking, cycling and public transport; improving transport choices and reducing car dependence; moderating growth in the demand for travel and the distances travelled, especially by car; and supporting the efficient and viable operation of public transport services.

The recently released Metropolitan Strategy incorporates the principles of this Right Place for Business and Services policy. They will be reflected in the new Standard Local Environmental Plan template and will form the basis of relevant provisions in directions to be provided for local government planning.

It should be recognised that at present the ILUT package remains Government policy, however as defined in the objectives and actions of the Sydney Metropolitan Strategy (B4.1), Draft SEPP 66 will cease to operate as a draft statutory instrument upon the issuing of new section 117 Ministerial Directions to councils. These will provide advice and guidance regarding where zones for all types of retail and commercial activity are appropriate. It is understood that the issuing of new section 117 Ministerial Directions will not occur in the immediate future, as the preparation of sub-regional studies and the review of existing LEPs is required to be completed first. As such Draft SEPP 66 is still a policy which should be considered.

The following Ministerial Directions should be considered by Council in relation to amendments to the existing LEP.

Ministerial Direction No. 3 – Business Zones

This direction should be taken into consideration by Council when preparing their new LEP.

The direction states that:

- *‘LEPs shall not substantially alter the location of existing zonings or substantially reduce zonings of land for business development, or create, remove or alter provisions applying to land zoned for business that will cause a reduction of potential floor space area’.*

Ministerial Directions No. 16 – Industrial Zones

This direction should be taken into consideration by Council when preparing their new LEP.

The direction states that:

- *‘LEPs shall not substantially alter the location of existing zonings, or alter the area of existing zonings, or create, remove or alter provisions affecting land zoned for industrial purposes that will reduce existing floor space ratio or height controls’.*

Ministerial Directions No. 17 – Integrating Land Use and Transport

This direction should be taken into consideration by Council when preparing their new LEP.

The direction states that:

‘Urban structures, building forms, land use locations, development designs, sub-division and street layouts must achieve the following planning objectives:

- *Improving access to housing, jobs and services by walking, cycling and public transport;*
- *Increasing the choice of available transport and reducing dependence on cars;*
- *Reducing travel demand including the number of trips generated by development and the distances travelled, especially by car;*
- *Supporting the efficient and viable operation of public transport services; and,*
- *Providing for the efficient movement of freight’.*

3.3 NSW Planning Reform - Department of Planning Local Environmental Plan Template

The NSW Planning Reform includes a standard LEP planning template (LEP Template), which is still in draft form, for each council to adopt when preparing their new Local Environmental Plans (LEPs). The planning template seeks to standardise land use terminology, definitions for uses, provide a standard for permitted uses by zone and a standard nomenclature for town centres including out of centre specialised centres and enterprise corridors. The DoP’s aim in developing this LEP Template is to simplify the State’s planning system and to modernise local planning controls and make the planning system simpler to understand and use. The recommendations in this report have considered the concepts of the LEP Template and nomenclature of the employment lands.

In the development of a new Local Planning Strategy and a new LEP for the Campbelltown LGA, consideration must be given to the Draft LEP Template - Standard Instrument (Local Environmental Plans) Order 2005, prepared by the Department of Planning (DoP).

Land Use Zones

The land use zones identified under this draft LEP Template are as follows:

Table 2 - Land Use Zones and Zoning Categories – Standard Instrument (Local Environmental Plans) Order 2006 (Draft LEP Template)

Residential Zones	Rural Zones	Business Zones	Industrial Zones	Special Purpose Zones	Recreation Zones	Environ. Protection Zones	Waterway Zones
R1: General Residential	RU1: Primary Production	B1: Neighbourhood Centre	IN1: General Industrial	SP1: Special Activities	RE1: Public Recreation	E1: National Parks & Nature Reserves	W1: Natural Waterways
R2: Low Density Residential	RU2: Rural Landscape	B2: Local Centre	IN2: Light Industrial	SP2: Infrastructure	RE2: Private Recreation	E2: Environmental Conservation	W2: Recreational Waterways
R3: Medium Density Residential	RU3: Forestry	B3: Commercial Core	IN3: Heavy Industrial	SP3: Tourist		E3: Environmental Management	W3: Working Waterways
R4: High Density Residential	RU4: Rural Small Holdings	B4: Mixed Use	IN4: Working Waterfront				

Residential Zones	Rural Zones	Business Zones	Industrial Zones	Special Purpose Zones	Recreation Zones	Environ. Protection Zones	Waterway Zones
R5: Large Lot Residential	RU5: Village	B5: Business Development					
	RU6: Transition	B6: Enterprise Corridor					
		B7: Business Park					

Source: Standard Instrument (Local Environmental Plans) Order 2006 (Draft LEP Template)

Collectively there are a total of 8 proposed Land Use Zones identified in the LEP Planning Template: a residential zone that consists of 5 separate zoning categories, a rural zone that also consists of 6 separate zoning categories, a business zone that consists of 7 zoning categories, an industrial zone with 4 zoning categories, a special purpose zone with 3 zoning categories, a recreation zone containing 2 zoning categories, an environmental protection zone with 4 zoning categories and a Waterway Zone that comprises 3 zoning categories.

The employment zones identified in the LEP Template and their key permitted uses are as follows:

Table 3 - Employment Zones – Standard Instrument (Local Environmental Plans) Order 2006 – LEP Template

Employment Zones	Permitted Uses*
IN1 – General Industrial	Depots; Freight Transport facilities; light industries; neighbourhood shops; standard industries; warehouse or distribution centres.
IN2 – Light Industrial Zone	Depots; light industries; neighbourhood shops; warehouse or distribution centres.
IN3 – Heavy Industrial Zone	Depots; freight transport facilities; hazardous industries; hazardous storage establishments; heavy industries; offensive industries; offensive storage establishments; warehouse or distribution centres.
IN4 – Working Waterfront	Boat launching ramps; boat repair facilities; jetties; light industries.
RU1 – Primary Production	Extensive Agriculture; dwelling houses; Extractive activities; Mining
B1 – Neighbourhood Centre	Child Care Centres; Community facilities; Neighbourhood shops; Shop top housing.
B2 – Local Centre	Child Care Centres, Community Facilities, Educational establishments; Entertainment Facilities, Function centres; Information and education facilities, Office premises; Passenger transport facilities, Recreation facilities (indoor); Registered clubs; Retail premises; Service stations; Shop top housing; Tourist and visitor accommodation.
B3 – Commercial Core	Child Care Centres, Community Facilities, Educational establishments; Entertainment Facilities, Function centres; Hotel accommodation; Information and education facilities, Office premises; Passenger transport facilities, Recreation facilities (indoor); Registered clubs; Retail premises

Employment Zones	Permitted Uses*
B4 – Mixed Use	Boarding houses; Child care centres; Community facilities; Educational establishments, Entertainment facilities, Function centres, Hotel accommodation; Information and education facilities; Multi dwelling housing. Office premises, Passenger Transport facilities, Recreation facilities (indoor); Registered clubs, Residential flat buildings; Retail premises; Senior housing.
B5 – Business Development	Child care centres; Office premises, Passenger transport facilities; Retail premises; Warehouse or distribution centres
B6 – Enterprise Corridor**	Community facilities; Hardware and building supplies; Hotel accommodation; Landscape and garden supplies; Light Industries, Multi dwelling housing; Office premises; Passenger transport facilities; Retail premises; Warehouse or distribution centres.
B7 – Business Park	Child care centres; Light Industries, Neighbourhood shops; Office Premises; Passenger transport facilities; Warehouse or distribution centres
SP1 – Special Activities	The purpose shown on the Land Zoning Map, including any development that is ordinary incidental or ancillary to development for that purpose.
SP3 - Tourist	Food and drink premises; Tourist and visitor accommodation

* Must be included as either permitted without consent or permitted with consent for this zone

** It is understood that DoP are considering deleting 'multi-dwelling housing' as a mandatory use from this zone.

Source: Standard Instrument (Local Environmental Plans) Order 2006

The abovementioned employment zones should be considered in the formulation of a new LEP for the LGA. This report makes recommendations of the most appropriate zoning to accommodate bulky goods retailing, under the LEP Template (see Section 8.4).

3.4 Local Environmental Planning – Campbelltown Local Environmental Plan 2002

The Campbelltown Local Environmental Plan 2002 (LEP 2002) provides the statutory planning framework for the Local Government Area. The zones that *permit* bulky goods are summarised as follows and note that the 4(a) General Industry Zone does not permit bulky goods retailing.

10(a) Regional Comprehensive Centre Zone

This zone covers the Greater Central Business District ('CBD') area from Campbelltown Road where it crosses the railway, through the retail core of the CBD and including Marketfair, Macarthur Square and the University campus. The objectives of this zone are:

- (a) *to provide land for the City of Campbelltown and the Macarthur region's largest centre of commerce;*
- (b) *to encourage employment and economic growth;*
- (c) *to accommodate tertiary education and hospital facilities for the City of Campbelltown and the Macarthur region;*
- (d) *to accommodate a wide range of cultural, entertainment and like facilities;*

- (e) *to permit limited industrial uses that are compatible with the proper operation of a major regional centre; and*
- (f) *to encourage a variety of forms of higher density housing, including accommodation for older people and people with disabilities in locations which are accessible to public transport, employment, retail, commercial and service facilities.*

The list of permissible uses are generous (including bulky goods), prohibiting the following uses only: caravan parks; heliports; junk yards; motor vehicle body repair workshops; plant hire; storage establishments; towing services; warehouses.

An immediate observation made is that the zone is extensive covering a large area stretching almost 6km from Campbelltown Road where it crosses the railway line to the south-western corner of the University. This raises issues about the ability to control potential dispersion and fragmentation of the retail and commercial spaces within the broad zone.

10(b) District Comprehensive Centre Zone

This zone covers the retail centres of Glenquarie, Minto Mall, Eagle Vale and Rosemeadow. There are various schools, sporting facilities and other land uses adjoining the retail centres that reside in the zone. The objectives of this zone are:

- (a) *to provide space for a wide range of retail, commercial and like needs to serve the districts within the City of Campbelltown, and*
- (b) *to encourage employment and business activities in order to promote the economic well-being of the community, and*
- (c) *to accommodate a range of cultural, entertainment and like facilities for the benefit of the community, and*
- (d) *to permit limited industrial uses that are compatible with the proper operation of a commercial centre serving a district, and*
- (e) *to encourage a variety of forms of higher density housing, including accommodation for older people and people with disabilities, in locations which are accessible to public transport, employment, retail, commercial and service facilities.*

The list of permissible uses are broad (including bulky goods), whereby prohibited uses include: bus depots; caravan parks; helipads; heliports; hotels; industrial machinery showrooms; junk yards; motor vehicle body repair workshops; storage establishments; towing services; warehouses.

Again in keeping with the 10(a) zone, some of these zones are quite extensive in size incorporating many non-commercial land uses such as schools and open spaces. This raises questions about the ability to control potential dispersion and fragmentation of the retail spaces in the zone.

10(c) Local Comprehensive Centre Zone

This zone covers the retail centres of Airds, Ambarvale, Bradbury, Bradbury South, Claymore, Kearns, Raby and St Andrews. There are various schools, sporting facilities and other land uses adjoining the retail centres that reside in the zone. The objectives of this zone are:

- (a) to provide conveniently located land for a range of shops, commercial premises and professional services that are of a domestic scale and compatible with residential development in order to serve the needs of local neighbourhoods;*
- (b) to provide opportunities for local employment;*
- (c) to accommodate a range of activities required in the locality, but which are not appropriate on land in Zone 2 (b); and*
- (d) to encourage a variety of forms of higher density housing, including accommodation for older people and people with disabilities, in locations which are accessible to public transport, employment, retail, commercial and service facilities.*

A broader range of land uses are prohibited under this zone including amongst other things industrial, storage, automotive and recreational uses. Bulky goods are however permitted.

4(b) Industry B Zone

The Industry B zone is outside the commercial centres but affects retailing in that bulky goods are a permissible use. This zone affects the large bulky goods precinct in Leumeah and Campbelltown along Blaxland Road and there are a couple of further small pockets in Minto and Ingleburn.

The objectives of the zone are:

- (a) to encourage activity that will contribute to economic and employment growth in the City of Campbelltown;*
- (b) to encourage a high quality standard of development which is aesthetically pleasing, functional and relates sympathetically to nearby and adjoining development;*
- (c) to protect the viability of the commercial centres in the City of Campbelltown by limiting commercial activities to those associated with permitted industrial, storage and allied development or primarily intended to provide a professional facility to serve people employed or occupied in land uses permitted in the industrial zones;*
- (d) to permit the display and sale by retail of bulky goods only if such activities cannot appropriately be located in, or would not adversely affect the viability of development in, the business or comprehensive centre zones; and*
- (e) to ensure development will not be carried out if the processes to be carried on, the transportation to be involved or the plant, machinery or materials to be used interfere unreasonably with the amenity of the area.*

A large range of land uses are prohibited in the zone including residential, heavy and hazardous industries, commercial (unless ancillary with a permissible use) and shops (unless it is bulky goods

or is intended to serve people employed or occupied in land uses permitted in the industrial zones.

Notwithstanding zone objective (d) this area has developed quite extensively with bulky goods over the past decade or two.

4(c) Industry C Zone

The Industry C zone is outside the commercial centres but affects retailing in that bulky goods are a permissible use. This zone however is not present within this study's trade area, as it is located within Ingleburn, adjacent to the railway.

The objectives of this zone are:

- (a) to encourage activity that will contribute to economic and employment growth in the City of Campbelltown;*
- (b) to encourage a high quality standard of development which is aesthetically pleasing, functional, and relates sympathetically to nearby and adjoining development;*
- (c) to protect the viability of the commercial centres in the City of Campbelltown by limiting commercial activities to those associated with permitted industrial, storage and allied development;*
- (d) to permit the display and sale by retail of bulky goods only if such activities cannot appropriately be located in, or would not adversely affect the viability of development in, the comprehensive centre zones;*
- (e) to ensure development shall not be carried out if the processes to be carried on, the transportation to be involved or the plant, machinery or materials to be used interfere unreasonably with the amenity of the area; and*
- (f) to ensure that development does not unreasonably affect the amenity of existing dwellings on land in the zone.*

Except as otherwise provided by this plan, consent must not be granted for development on land within this zone unless the consent authority is of the opinion that carrying out the proposed development would be consistent with one or more of the objectives of this zone.

A large range of land uses are prohibited in the zone including boarding-houses; caravan parks; commercial premises (other than those associated with and ancillary to any other development not included in this subclause and located on the same site as that development); dwellings (other than conjoint dwellings); exhibition homes; extractive industries; hazardous industries; hazardous

storage establishments; hospitals; institutions; junk yards; liquor stores; motor vehicle body repair workshops; offensive industries; offensive storage establishments; places of assembly; religious establishments (other than those in existing industrial buildings); roadside stalls; shops (other than those primarily intended to serve people employed or occupied in land uses permitted in the industrial zones); towing services.

4. BULKY GOODS RETAILING TRENDS

There are difficulties with defining and quantifying the scale of homemakers and bulky goods retailers for several reasons:

- Firstly a large component of turnover from these stores is to tradespeople and contractors. Estimates for hardware houses are around 30%. Hence any adverse impact is spread amongst wholesalers as well as retailers.
- Secondly classifying these stores under the ANZIC code is difficult because of extensions in product range. Category killers such as BabyCo for example sell furniture, clothing and toys.
- Thirdly bulky goods stores are considerably larger than traditional retail stores because they serve a dual role of retail and warehousing and have areas for loading and unloading goods.
- Lastly floor area is often measured by roof area. However there are also outdoor display/storage/retail spaces. This has always been the difficulty with measuring the scale of nurseries, garden/outdoor supplies, timber yards and the like. The recent ABS retail survey 1999 does not quantify floor areas for hardware stores.

4.1 Defining Bulky Goods

There is no one accepted definition of bulky goods. For the purpose of this report we have defined bulky goods stores as:

Table 4 - ANZIC Code for Bulky Goods

ANZIC Code	Description
5210	Department Stores (25% of)
5223	Fabric and Soft Goods
5231	Furniture Retailing
5232	Floor Covering Retailing
5233	Domestic Hardware and Houseware Retailing
5234	Domestic Appliance Retailing
5241	Sport and Camping Equipment

25% of department stores floor area is included based on the proportion of turnover achieved through sales of furniture, appliances, hardware, homeware and sporting/camping goods. Note that this excludes some stores that may be attracted to bulky goods outlets such as video hire shops, some types of 'category killers', factory outlets and variety stores. Note also that the above categories do not cover all bulky goods retailing due to the nature of the ANZIC coding. An example is office furniture because these stores generally wholesale to businesses rather than retail (i.e. household expenditure related).

4.2 The Trend in Bulky Goods Retailing

Traditionally retailing has followed a hierarchy from regional through district to small neighbourhood centres. In the 1980s, Australian retail floor space totalled approximately 1.8 sqm per person (excluding commercial and automotive retailing), which was roughly divided into

equal components of regional, district and neighbourhood/local centres. More recently that hierarchy has been challenged by the following social and economic trends:

- Increase in the proportion of working women;
- Increase in the proportion of part-time and casual employment and reduction in full-time employment;
- Reduction in the proportion of households that match the 'traditional family' model and an increase in the number of single persons and single parent households;
- Increase disparity of household income, ranging from high double income households to households that rely on welfare;
- Ageing of the population; and
- Increasing working hours for those in full-time employment.

The industry's response to these changes has led to the growth and introduction of:

- The 'super-regional centre' (such as Westfield's) which incorporate a large diversity of shops complemented by leisure activities and other facilities with an extensive trade area;
- 'convenience community centres' usually dominated by a supermarket to meet daily and weekly shopping needs;
- 'stand alone supermarkets' offering a just-in-time 'one stop shop' (petrol, video, pharmacy, groceries, fast food, etc);
- 'power centres' (eg Toys-R-Us) and 'category killers' (eg BabyCo) offering an extensive range of goods in low cost buildings; and
- Bulky goods retailing in traditional industrial areas integrating warehousing with retail space.

These trends are polarising the retail hierarchy with the larger regional centres positioning themselves for a more dominant role in the provision of entertainment and customer services matched with increased retail floor space. The more successful smaller centres have moved towards the concept of convenience centres with greater emphasis on food retailing, just-in-time shopping, fast foods, local services and petrol. Examples include the Woolworths Market Place concept.

A prominent trend to emerge over the past two decades has been the development of "out-of-town" centres. These are most often characterised by activities which have a primary orientation to bulky goods retailing, activities which require larger floor areas and lower rent structures than those found in traditional centres. Although furnishings, lighting and other home related merchandise have and continue to remain the primary focus of retailing, the range of activities has become more diversified.

Bulky goods retailing is often described as low cost / high bulk retail goods and ancillary products. Retailers of these goods and products have identified financial benefits in lower occupancy costs and economies of scale outside of established high-rent and high-cost retail centres.

Bulky goods retailing first appeared as showrooms attached to distribution and warehousing industries. Over time bulky goods strip retailing and centres have attracted a number of furniture, appliance retailers and hardware stores such as Harvey Norman, Domayne, Bing Lee,

BabyCo, bedding shops, lighting shops, BBC Hardware Houses, etc. This is despite the fact that these shops:

- Do not necessarily use the same site for their head office, distribution or warehousing;
- Sell many items that are not bulky; and
- Sell the same or comparable items to stores in traditional regional and district shopping centres.

This trend has occurred because these stores require or desire:

- More floor space with cheaper rent;
- Convenient and ample car parking; and
- Convenient loading and unloading areas.

Many of these stores have become destination centres and therefore do not require central location in traditional shopping centres. They have become attractive destinations for shoppers that are searching for lower prices and convenience of parking and loading.

More recently the bulky goods retail sector has been evolving from former industrial premises to purpose built bulky goods retail parks that allow brand awareness, enhanced economies of scale and consumers the benefit of comparison shopping. Some recent examples include the development of:

- Large hardware houses;
- Supacentas; and
- Homemaker centres.

The hardware houses (BBC and Bunnings) sell an extensive range of hardware, building supplies outdoor furniture and garden supplies and some domestic appliances in one large building (4,000 to 10,000sqm).

A Supacenta is a single building comprising multiple tenants that trade predominantly in bulky goods. Examples include the Moore Park, Caringbah and Auburn Supacentas. Homemaker centres are similar except that there is a stronger emphasis on hardware and building materials in addition to furniture and appliances. Furthermore they have a significant proportion of trade to contractors (i.e. wholesaling).

Fundamental location requirements for bulky goods centres include:

- A position on a major arterial road with high visual exposure;
- Being in the centre of a trade area or near the major entry point for commuters;
- Having a large trade area with an expanding market with development, redevelopment and growth in population; and
- Having a large trade area with above average household income levels.

The most prominent concentration of bulky goods retailing in the Macarthur Region has been in the Industrial 4(b) zoned area in Leumeah fronting Campbelltown Road, Rose Payten Drive and Airds Road and stretching through Campbelltown along Blaxland Road to Blair Athol. This is the major bulky goods shopping destination for the residents of Campbelltown, Camden and Wollondilly LGAs.

The area is dominated by bulky goods retailers including, but not limited to:

- Department stores such as Harvey Norman and Domayne;
- Furniture shops such as Frisco Furniture, Fantastic Furniture and Country Style Furniture;
- Category killers such as Toys R Us and Babies Galore;
- Bedding shops such as Sleeping Giant, Forty Winks and Sleep Doctor;
- Electrical stores such as The Good Guys, Retravisson and Bing Lee;
- Homemakers stores including tiling stores, curtains, carpets, paint, etc; and
- Automotive retailing including Bearings and Supacheap Auto.

Many of these stores are in stand alone buildings or attached in the one building with direct frontage to the street. Car parking is often provided on site in front of the building for clear visibility.

5. BULKY GOODS TRADE AREAS

5.1 Definition of the Trade Area

The primary factors that influence a centres trade area are:

- The quality and range of the retail offering proposed;
- The location and quality of competing retail centres;
- Ease of access, including travel times to the centre; and
- Location of natural or artificial barriers, such as topography and suburb boundaries.

Road networks, given the high level of vehicle use by customers, also determine trade areas.

Based on these factors and discussions with industry representatives we have identified the primary trade area ('PTA') as encompassing the local government areas of Camden, Wollondilly and Campbelltown with the exception of those suburbs north of Minto, primarily being Ingleburn, Macquarie Fields, and Glenfield.

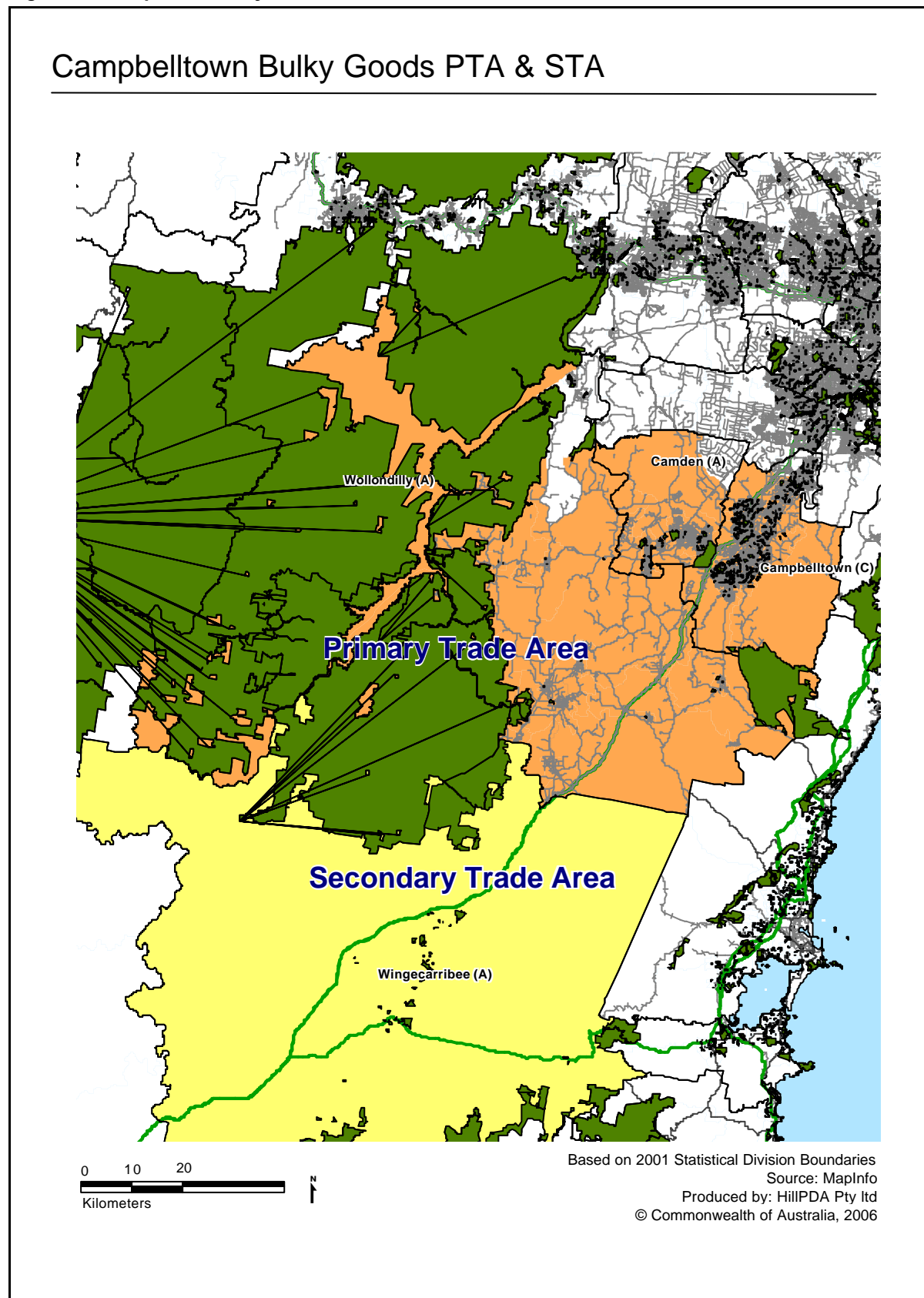
It has been anticipated, that a large majority of those residents based in north Campbelltown chose to travel to Cross Roads, Warwick Farm, and Orange Grove for bulky goods shopping. As such, we estimate the majority of bulky goods expenditure from these areas will escape the LGA and for this reason we have excluded them from our floor space survey and expenditure modelling.

Warragamba and Silverdale have also been excluded from the PTA as they are located closer to the Penrith bulky goods precinct.

Wingecarribee LGA falls into a secondary trade area ('STA').

Notwithstanding the definition of the trade area boundaries we recognise that bulky goods outlets enjoy some revenue that is derived from households beyond the trade areas. Likewise there is always some escape expenditure to retail outlets outside the trade area.

Figure 1 - Map of Primary Trade Areas



5.2 Socio-demographic Characteristics

Demand for bulky goods floor space is dependent not only upon the number of households in the trade area but also the socio-demographic characteristics of those households. Most notably retail expenditure is dependent upon income levels. As evident by the ABS Household Expenditure Survey 1998-99 higher income households have higher expenditure levels on bulky goods items.

This section provides a profile on population, household and employment statistics from ABS Census data in Campbelltown Primary Trade Area ('PTA'). Campbelltown Secondary Trade Area ('STA') consists of Wingecarribee LGA. This analysis is undertaken in order to gain an appreciation of the context, and bulky goods related demand for land in Campbelltown town centre and the peripheral areas of the LGA.

For the purpose of comparison, the demographics of the PTA and STA have been compared to Sydney Statistical Division ('SD').

Population & Dwellings

Over the past decade the population of NSW has grown faster than previously forecasted, leading to increased housing construction and demand for infrastructure. Most of this growth has been in the Sydney Region, but also in coastal towns and regional cities.

The table below outlines population and dwelling numbers for Campbelltown PTA, STA and Sydney SD:

Table 5 - Population & Dwelling Size of the PTA, STA and Sydney SD 2001

Characteristics	PTA	STA	Sydney SD
Total Population	196,184	40,636	3,948,015
Total Dwellings	66,580	17,382	1,546,691
Occupied Private Dwellings	63,566	15,121	1,438,394
Occupied Private Dwellings (%)	95.5%	87.0%	93.0%
Average Household Size	3.1	2.7	2.7

Source: Australian Bureau of Statistics Census 2001

The total PTA has a higher average household size than the STA and Sydney SD due primarily to the number of new land releases and family households choosing to locate there.

Age Profile

Consistent with Sydney SD, the PTA has an evenly spread population. With a slighter lower portion of people in the 60-74 and 75+ age bracket, again due to the large proportion of young families moving into the Macarthur Region.

Table 6 - Age Profile of the PTA, STA and Sydney SD 2001

Age Bracket	PTA	STA	Sydney SD
0-14	26.3%	23.3%	20.2%
15-29	22.8%	15.9%	21.9%
30-44	23.2%	20.8%	23.8%
45-59	18.3%	19.5%	18.4%
60-74	6.7%	13.8%	10.1%
75+	2.8%	6.8%	5.6%
Total	100.0%	100.0%	100.0%
<i>Median Age</i>	30.6	38.4	34.9

* Excludes Overseas Visitors

Source: Australian Bureau of Statistics Census 2001

Ethnicity

With only 23.3% of the PTA population born outside Australia and Oceania, ethnic diversity is considerably lower than Sydney SD.

Table 7 - Ethnicity of Population of the PTA, STA and Sydney SD 2001

World Region	PTA	STA	Sydney SD
Oceania & Australia	76.7%	81.6%	65.3%
Europe	9.9%	10.4%	11.8%
North Africa & Mid-East	1.2%	0.2%	3.1%
Asia	4.2%	1.4%	10.6%
Americas	1.3%	0.7%	1.5%
Sub-Saharan Africa	0.9%	0.4%	1.0%
Other/ Not Stated	5.8%	5.3%	6.7%
Total	100.0%	100.0%	100.0%

* Excludes Overseas Visitors

Source: Australian Bureau of Statistics Census Data 2001

Dwelling Structure

Detached housing is the housing structure that predominates in the PTA. In 2001, the PTA had 85.3% of dwelling structures being separate houses as compared to 90.8% in the STA and 63.1% in Sydney SD.

Table 8 - Dwelling Structure of the PTA, STA and Sydney SD 2001

	PTA	STA	Sydney SD
Separate house	85.3%	90.8%	63.1%
Semi-detached, row, terrace, townhouse	11.5%	4.8%	11.3%
Flat, unit, apartment	2.2%	2.5%	23.9%
Other dwelling	0.4%	1.3%	0.8%
Not stated	0.6%	0.5%	0.9%
Total	100.0%	100.0%	100.0%

Source: Australian Bureau of Statistics Census Data 2001

Housing Tenure

The PTA and the STA have a lower level of rental accommodation than Sydney SD as shown in the table below.

Table 9 - Tenure Type of the PTA, STA and Sydney SD 2001

	PTA	STA	Sydney SD
Owned or Being Purchased	69.3%	73.1%	62.7%
Rented	24.4%	19.6%	29.0%
Other type/ Not stated	6.3%	7.3%	8.4%
Total	100.0%	100.0%	100.0%

Source: Australian Bureau of Statistics Census Data 2001

Household Type

Household structure percentages in the PTA differ to the STA and Sydney SD. As depicted in the table below, the majority of households within the PTA are family households (83.4%) compared to the STA (74.8%) and Sydney SD (73.3%),

Table 10 - Household Type of the PTA, STA and Sydney SD 2001

Household Type	PTA	STA	Sydney SD
Family households	83.4%	74.8%	73.3%
Lone person households	14.6%	23.1%	22.4%
Group households	2.0%	2.1%	4.3%
Total	100.0%	100.0%	100.0%

Source: Australian Bureau of Statistics Census Data 2001

Household structure has changed over time with the PTA, STA, and Sydney SD all showing a decline in traditional or 'nuclear' families as a proportion of total households.

During the 1950s and 1960s the fertility rate in Australia exceeded 2. This rate has progressively declined to a point where today it is 1.6 to 1.7 and still falling. There has been growth in couples without children and considerable growth in lone person households. Couples are deciding to have children later in life, have fewer children and have no children at all. There has also been some growth in marriage breakdowns or separation. All of these trends are resulting in declining occupancy rates and an ageing of the population.

Household Income

Household income levels in the PTA are higher than the STA, however they are slightly below Sydney SD. The PTA trade area had a median household weekly income of \$978 in 2001. This is lower than Sydney SD median (\$989) and significantly higher than the STA (\$765).

Table 11 - Weekly Household Income of the PTA, STA and Sydney SD 2001

Income Bracket	PTA	STA	Sydney SD
\$0-\$299	8.2%	11.4%	10.2%
\$300-\$599	17.1%	22.5%	16.8%
\$600-\$999	19.8%	21.6%	17.6%
\$1,000-\$1,499	20.3%	16.2%	16.7%
\$1,500-\$1,999	13.0%	9.6%	13.3%
\$2,000+	9.7%	7.1%	13.8%
Partial income Stated	8.7%	8.3%	8.4%
All incomes not stated	3.1%	3.4%	3.3%
Total	100.0%	100.0%	100.0%
Median Income	\$978	\$765	\$989

Source: Australian Bureau of Statistics Census Data 2001

6. EXISTING BULKY GOODS FLOOR SPACE

Peripheral retailing refers to “out-of-centre” retailing which is usually “bulky goods” or homemakers in character. Currently the only real concentration is in the Industrial 4(b) zoned land in Leumeah and Campbelltown on the northern side of the railway. There are a few peripheral retailers along Campbelltown Road in Minto and Ingleburn. The only other concentration of bulky goods retailers in the Macarthur Region is outside Campbelltown LGA in Narellan, while only a minimal amount of bulky goods floor space is found in Wollondilly LGA.

Total land area zoned industrial within the Campbelltown LGA is as follows:

Table 12 - Industrial Zoned Land in Campbelltown LGA (ha)

Zone	Land (ha)
Industrial 4(a)	600.24
Industrial 4(b)	123.64
Industrial 4(c)	13.75
Total	737.63

Source: Campbelltown Council

The area zoned 4 (b) which permits bulky goods retailing by derived suburb in the LGA is provided in the following table.

Table 13 - 4(b) Zoned Industrial Land in Campbelltown LGA by Suburb (ha)

Suburb	Land (ha)
Ingleburn	4.4
Glenfield	2.0
Minto	21.4
Leumeah	19.1
Campbelltown	76.1

Source: Hill PDA estimates from CDATEA

Blaxland Road in Campbelltown and Campbelltown Road in Leumeah have the largest concentration of bulky goods retailers in the Macarthur Region. As such, there is some 92.5ha of 4(b) zoned land along this corridor.

Of that land zoned 4(b) in Campbelltown and Leumeah; it was observed that there were differences in quality of sites for bulky goods retailing. As such, analysis of the sites along the Campbelltown/Leumeah corridor resulted in a separation of that 4(b) zoned land as either primary or secondary depending on their level of appropriateness for bulky goods retailing.

Prime bulky goods land consists of those lots fronting either Blaxland Road or Campbelltown Road along the corridor, with direct access and significant visibility. Prime bulky goods land accounts for 51ha of 4(b) zoned land along the corridor.

Secondary bulky goods land consists of all other 4(b) zoned lots along the corridor with no street frontage to either Blaxland Road or Campbelltown Road, accounting for 41.5ha of land.

6.2 Supply of Retail Floor Space

Supply of bulky goods floor space is measured by a combination of the number of stores and floor space (square metres). Floor space is measured by lettable area (the area leased or potentially leased to a store operator and includes back of house storage and office) and excludes common areas, plant rooms and loading docks. In the case of indoor centres such as any bulky goods space in Macarthur Square, it includes the area leased to the shop owners but excludes common areas, car parking, toilets, plant rooms, fire egress, etc.

Three main sources were used to identify competing bulky goods stores and their respective floor areas:

- Physical land use survey carried out by Hill PDA, September 2006; and,
- Australian Property Council Shopping Directory 2005.

The total number amount of floor space within the primary trade area of this study is outlined below:

Table 14 - Total Floor Space in Campbelltown Bulky Goods PTA by Retail Store Type 2006 (sqm)

	Campbelltown LGA	Camden LGA	Wollondilly LGA	Totals
Furniture Retailing	39,660	3,136	340	43,136
Floor Covering Retailing	3,491	1,517	-	5,008
Domestic Hardware	14,687	5,756	2,200	22,643
Domestic Appliance Retailing	11,405	763	145	12,313
Fabrics & Curtains	1,316	1,398	100	2,814
Sport & Camping	1,650	-	-	1,650
Other Bulky Goods	13,198	6,269	506	19,973
Dept Store BG Component*	3,061	-	-	3,061
Discount Dept Store BG Component*	8,376	-	-	8,376
Bulky Goods Occupied Space	96,844	18,839	3,291	118,974
Vacant	31,593	27,651	700	59,944
Total Bulky Goods Space (PTA)	128,437	46,490	3,991	178,918

* Includes 25% of department store and discount department store ('DDS') floor space.

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown & Camden LGAs (Sept. 2006), and Wollondilly LGA (Jan. 2006)

The above table indicates a total of 158,200sqm approximately of bulky goods floor space existing within the primary trade area of the Macarthur region. Of this, 36% is vacant floor space which could be attributed to a bulky goods use.

The table below indicates the number of bulky goods businesses within the PTA and which are located within Campbelltown LGA boundaries.

Table 15 - Number of Bulky Goods Establishments within Campbelltown LGA PTA by Retail Store Type

	Campbelltown	Leumeah	Minto	Campbelltown LGA
Furniture Retailing	25	5	0	30
Floor Covering Retailing	5	1	0	6
Domestic Hardware	6	3	1	10
Domestic Appliance Retailing	5	4	0	9
Fabrics & Curtains	3	1	0	4
Sport & Camping	1	3	0	4
Other Bulky Goods	12	7	0	19
Dept Sore BG Component*	1	0	0	1
Discount Dept Sore BG Component*	2	0	1	3
Bulky Goods Occupied Space	60	24	2	86
Vacant	29	5	2	36
Total Bulky Goods Space	89	29	4	122

* Includes 25% of department store and discount department store ('DDS') floor space.

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown & Camden LGAs (Sept. 2006), and Wollondilly LGA (Jan. 2006)

Total floor space for this same area is estimated as follows:

Table 16 - Total Bulky Goods Floor Space within Campbelltown LGA PTA by Retail Store Type 2006 (GFA sqm)

	Campbelltown	Leumeah	Minto	Campbelltown LGA
Furniture Retailing	33,161	6,499	-	39,660
Floor Covering Retailing	3,273	218	-	3,491
Domestic Hardware	10,302	1,313	3,072	14,687
Domestic Appliance Retailing	9,640	1,765	-	11,405
Fabrics & Curtains	913	403	-	1,316
Sport & Camping	384	1,266	-	1,650
Other Bulky Goods	10,525	2,673	-	13,198
Dept Store (BG Component)*	3,061	-	-	3,061
Discount Dept Sore BG Component*	6,727	-	1,649	8,376
Bulky Goods Occupied Space	77,986	14,137	4,721	96,844
Vacant	27,978	1,606	2,009	31,593
Total Bulky Goods Space	105,964	15,743	6,730	128,437

* Includes 25% of department store and discount department store ('DDS') floor space

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown LGA (Sept. 2006).

6.3 Existing Centre Profiles

Campbelltown

Campbelltown is a vast area of land from Campbelltown Road where it crosses the railway line between Campbelltown and Leumeah stations to the University of Western Sydney, Campbelltown Campus.

East of Narellan Road the area is bounded by the Moore Oxley Bypass and the Railway. West of Narellan Road it is bounded by the South Western Motorway, the railway, Gilcrest Drive and Kellicar Road.

Campbelltown forms the administration and commercial centre of the LGA, however its periphery provides for most of the bulky goods retailing for the Macarthur Region.

Campbelltown has two zones in which bulky goods are allowed, being:

- 10(a) Regional Comprehensive Zone; and,
- 4(b) Industry B Zone.

Land zoned for 4(b) Industry B Zone is on the periphery of the CBD along Blaxland Road, Campbelltown Road, Mill Road, Badgally Road, Rennie Road, Rose Street and Watsford Road.

Campbelltown includes approximately 761,200sqm of land zoned 4(b) Industry B Zone, and therefore allowing bulky goods. Within this zoned land, 77,986sqm of floor space is currently being used by bulky goods retailers, accounting for some 60 businesses. The following table highlights the main locations, within the 4(b) zone in Campbelltown which are primarily being used for bulky goods retailing:

Table 17 - Bulky Goods Floor Space in Campbelltown

Location	Sqm
Queen Street	2,300
Kellicar Road	8,195
Mill Road	2,453
Blaxland Road	49,222
Campbelltown Road	2,086
Rose Street	1,984
Macarthur Square	7,837
Campbelltown Mall	3,909
Total	77,986

Source: Australian Property Council Shopping Directory and Hill PDA Floor Space Surveys of Campbelltown LGA (Sept. 2006).

Blaxland Road is the main bulky goods precinct in the Macarthur Region, as many bulky goods retailers chose this location over other areas in the LGA. Blaxland Road accounts for approximately 49,220sqm or 63% of bulky goods space in Campbelltown. This is mainly brought about by good access, good visibility, significant passing traffic, and the concept of clustering or agglomeration of like land users. Clustering allows similar businesses to be co-located close to each other in order to gain an economic advantage. This concept has fostered growth in bulky goods retailing along Blaxland Road and has established the area as a recognised centre for bulky goods.

This is further indicated through the amount of bulky goods retailers preferring estate developments as opposed to stand alone buildings. Estates allow them to be clustered with other bulky goods outlets. The Good Guys, previously located at 20 Blaxland Road, have chosen to relocate to the 'Homebase' estate, still located on Blaxland Road and within close proximity to their previous site. The Good Guys obviously see the benefit of being located with other bulky goods retailers sharing ample parking; advertising space; and, benefiting from a possibly larger and more diverse potential customer base.

Figure 2 - Blaxland Road, Campbelltown



Figure 3 - Blaxland Service Way Estate



However, there are a variety of industries located along Blaxland Road which are not bulky goods retailers. These include auto services, manufacturers, other retailers and restaurants. As land is increasingly absorbed along Blaxland Road for bulky goods users, it's likely that these other industries will be pushed out in favour of bulky goods development site sales.

The majority of bulky goods space within Campbelltown is focussed on Furniture (42.5%), followed by Domestic Hardware & Houseware (13.2%), and Domestic Appliances (12.4%). Bulky goods associated with discount department stores and department stores account for 12.6% of bulky goods floor space in Campbelltown.

Other prevalent uses existing within the 4(b) zoned land in Campbelltown that are not bulky goods retailers include automotive services and sales (50 businesses or 6,087sqm), wholesale outlets (9 businesses or 3,072sqm) and other retail outlets (2,356sqm). 8 restaurant pad sites also exist within this 4 (b) zone, including Sizzler, KFC, McDonalds, Chillis, and Krispy Kreme.

Figure 4 - Home Base Estate, Campbelltown



Figure 5 - Blaxland Road, Campbelltown



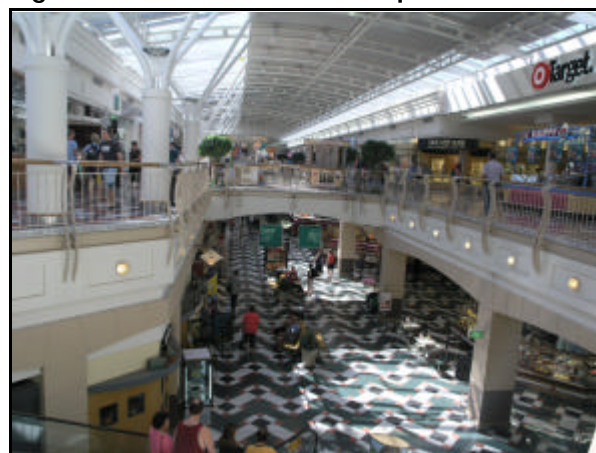
Whilst Campbelltown CBD is mostly zoned 10(a) Regional Comprehensive Zone, there are some bulky goods stores within enclosed shopping centres. This includes Macarthur Square (7,837sqm of bulky goods retailing) and Campbelltown Mall (3,909sqm).

That bulky good space within enclosed centres can be in the form of a proportion of department stores or discount department stores (assumed 25% of total retail floor space is bulky goods), or as individual stores (1,958sqm Dick Smith Powerhouse at Macarthur Square). A total of 9,788sqm of bulky goods space exists within department stores or discount department stores within Campbelltown.

Figure 6 - Macarthur Square Shopping Centre



Figure 7 - Inside Macarthur Square



There is bulky goods strip retail accommodation within the 10(a) zone along Queen Street (Office Works 1,500sqm; Strathfield Car Radios 800sqm), Kellicar Road (Bunnings Warehouse 8,195sqm), and some vacant bulky goods space along Tindall Street (1,126sqm). Note a 3,000sqm building occupied by 'The Warehouse' exists in Queen Street. Whilst The Warehouse is not a bulky goods outlet it is attracted to the area by cheap rent.

A total of 16 businesses within the Campbelltown 10(a) zone are considered bulky goods retailing.

It is apparent from the floor space survey that bulky goods prefer to be located along main arterial and sub arterial roads with considerable passing traffic. Watsford Road, located adjacent to the rail line and parallel to Blaxland Road accounts for some 72,690sqm of 4(b) zoned land. However, there are 17 businesses located along Watsford Road none of which are bulky goods retailers. This includes the Campbelltown Dairy Farmers Depot, Costumes Galore, C91.3 Radio Station, and the Christian Life Centre.

Watsford Road and nearby Farrow and Kialba Roads are all adjacent to the rail line and are seen as inferior locations for bulky goods compared to the more populous roads of Blaxland and Campbelltown Roads, or even Badgally Road. Farrow Road accounts for 39,540sqm and Kialba Road accounts for 43,690sqm of 4(b) zoned land, none of which include existing bulky goods retailers. Bulky goods retailers do not currently find this area attractive due to poor access, no real passing traffic and lack of visibility to main or sub arterial roads.

Figure 8 - Watsford Road, Campbelltown



Figure 9 - Rose Street, Campbelltown



The 4(b) zone in Campbelltown is performing adequately if not strongly. At the time of survey there were 29 vacant sites, which were mostly vacant buildings or vacant bulky goods units within an existing estate. Vacant space that was related to bulky goods uses accounted for 27,980sqm of building area.

Discussions with bulky goods occupants along Blaxland Road revealed security, parking, and the limited amount of street signage allowed on the road edge are current issues.

Leumeah

Leumeah, located 2km north east of Campbelltown CBD, is a residential suburb with small neighbourhood retail strip, community and sporting facilities, and provides a local convenience role for the suburb.

Bulky goods retailing is allowed within Leumeah under the 4(b) Industry B Zone. This includes that land bound by Campbelltown Road, Rose Payten Drive and the railway line. That land zoned for bulky goods retailing in Leumeah is essentially an extension of the bulky goods zone along Blaxland Road. As such, the land is being relatively well utilised, considering the weak visibility from Campbelltown Road.

There is 191,300sqm of zoned 4(b) land within Leumeah, with bulky goods retail space centred on Airs Road (5,874sqm south of Rose Payten Drive), Hollylea Road (5,463sqm), and Grange Road (2,800sqm).

A total of 24 bulky goods businesses exist in Leumeah, totalling some 14,137sqm of floor space. Leumeah contains a mix of bulky goods uses including Furniture (46% of floor space), Domestic Appliance Retailing (12.5% of floor space), Domestic Hardware (9.3%), and Sporting & Camping equipment (9%).

a developer, who would prefer a larger site with less fragmentation which provides greater ease of consolidation and development.

The race track located on Swettenham Road, enjoying double access from Homes Road is zoned 4(b). The 11,360sqm site has the potential to be developed in the future for bulky goods purposes.

Minto lies on the boundary of the PTA of this study. As such, it is relatively equidistant to both Cross Roads, and bulky goods retailing along Blaxland Road in Campbelltown. As such, it would be hard for Minto to develop its own bulky goods cluster for this reason, as most bulky goods retailers would prefer to be clustered around currently established bulky goods centres.

Ingleburn & Glenfield

Ingleburn and Glenfield both contain existing 4(b) and 4(c) industrial zoned land, both of which allow bulky goods.

Whilst Ingleburn and Glenfield have a component of land which allows bulky goods (4.4ha and 2ha respectively), they are not developed as existing bulky goods clusters. As such, it would be unlikely that new bulky goods retailers would choose to locate there, even though it may be permissible. The main reasons why bulky goods retailers would be hesitant to locate there include:

- Fragmentation of ownership;
- Existing small lot sizes (e.g. those lots located in the 4(b) zone on Louise Street);
- Lack of exposure and visibility;
- Not on any main roads;
- Are located in between existing bulky goods clusters in Campbelltown and Cross Roads.

6.4 Proposed Developments

21 Blaxland Road, Campbelltown

This vacant site has Council approval for a bulky goods development. The site has approval for construction of a 1,354sqm bulky goods outlet with 6 strata titles tenancies and on site parking for 27 cars. Expressions of interest for the sale of the site with approval closed in August 2006.

Lot 2 & 26 Badgally Road, Campbelltown

This site has development approval, however its understood the project may be abandoned. Approval was given for demolition of existing industrial buildings and the construction of a bulky goods retail development comprising a hardware outlet, timber yard and plant nursery. Total floor space of the proposed was to be 10,414sqm, including an outdoor nursery area. The approval also includes on site parking for 295 cars.

Cross Roads

Hill PDA understands from Cross Roads management that there are plans submitted to Liverpool Council regarding the expansion of the bulky goods centre. However, at this stage any proposed plans are undisclosed by Cross Roads management.

Camden Valley Way Industrial Development Site

Investa Property Group has acquired a 58ha site at Smeaton Grange along Camden Valley Way. It is understood that the owners have commenced preliminary DA meetings with Camden Council. Limited information has been disclosed regarding this proposed development, however it is believed that industrial and commercial users will be the main occupants on the site. Lots will range from 2,000-80,000sqm, be released in four stages, and be most suited to a range of industries including service, distribution and manufacturing. Some retail is proposed, although at this stage it is assumed that it will only be convenience retail to service the surrounding industrial occupants.

7. DEMAND FOR BULKY GOODS FLOOR SPACE

7.1 Population and Household Growth

Expenditure modelling helps to estimate the spending levels of households on different retail commodity types now and into the future. The model translates forecast household retail expenditure into corresponding future demand for retail floor space. As such, the growth in households within a trade area needs to be estimated. Household numbers are also dependent on population growth over time.

The South West Employment Lands Strategy¹ noted that whilst traditionally population growth during the 1980's had been in Fairfield and Campbelltown LGAs, more recently it has occurred in Liverpool and Camden LGA's. The Strategy identified that Camden has experienced a growth rate of 6.4%pa between 1991 and 2001, the highest of all LGAs within the south west region. Campbelltown's population growth has been fairly modest since 1991, as a result of few significant land releases or urban consolidation initiatives. The study indicated that 3,500-4,000 new homes per year would be expected to continue in the south west region.

The recent Campbelltown Business Centres Strategy² showed that based on household forecasts as estimated from Council's Residential Strategy and DIPNR's Metropolitan Development Strategy, the strongest growth areas are naturally the Greenfield release areas. This includes Blairmont, Blair Athol, Glenfield and Menangle Park and the Camden LGA.

The Department of Planning's Metropolitan Strategy, which identifies Campbelltown, Camden, Wollondilly and Liverpool as the south west subregion, predicts a planning target of 40,000 new dwellings in existing areas to 2031. Of this, 19,500 dwellings are predicted for Campbelltown LGA alone.

Hill PDA inquired with each Council authority within the PTA (Campbelltown, Camden and Wollondilly) and STA (Wingecarribee) as to their estimate increase in dwelling numbers into the future. Hill PDA was provided with the following:

Table 18 - Household Growth Per Annum for Campbelltown PTA and STA

	2001-2006	2006-2010	2010-2015	2016-2021
Campbelltown LGA	46,736	50,737	54,432	59,980
Camden LGA	14,286	16,460	20,313	24,928
Wollondilly LGA	11,387	12,133	13,373	14,493
Wingecarribee LGA	15,862	17,189	18,422	19,580

Source: Campbelltown LGA, Camden LGA, Wollondilly LGA, Wingecarribee LGA (2006)

¹ Hill PDA, November 2003

² Hill PDA, 2005

Based on the above, the following household growth rates were used in the expenditure model:

Table 19 - Household Growth Per Annum for Campbelltown PTA and STA

	2001 - 2006	2006 - 2011	2011 - 2016	2011 +
Primary Trade Area	1.8%	2.1%	2.4%	2.4%
Secondary Trade Area	1.6%	1.4%	1.2%	1.2%

7.2 Household Expenditure

Households will generate retail expenditure. This expenditure is estimated from a model developed by Hill PDA using data from the ABS Household Expenditure Survey 1998-99, ABS Retail Industry Survey 1998-99, and Marketinfo 2004.

Marketinfo combines the data from the Census, HES and other sources to derive total HES by commodity type within a geographical area. This data, which was validated using taxation and national accounts figures, quantifies around 14% more expenditure than the HES.

Based on these sources, the following expenditure tables were derived. The table below indicates household expenditure by commodity type for 2006.

Table 20 - Household Expenditure Generated by Campbelltown PTA & STA 2006 *(\$m)

Expenditure by Commodity Type	PTA	STA	Combined
Food, Groceries & Liquor	\$704.4	\$177.9	\$882.30
Take-Away Foods	\$133.9	\$35.5	\$169.40
Clothing	\$165.3	\$44.3	\$209.60
Bulky Goods**	\$319.5	\$82.0	\$401.50
Other Personal & Household Goods	\$326.3	\$84.8	\$411.10
Meals in Cafés and Restaurants	\$114.0	\$30.8	\$144.80
Selected Personal Services	\$54.0	\$14.2	\$68.20
Total	\$1,817.5	\$469.5	\$2,286.90

Source: Hill PDA Estimate based on 2001 Census, ABS Household Expenditure Survey 1998-99 and Marketinfo 2004.

* In constant 2005 dollars. ** Bulky Goods includes the following store type Furniture, Toys/sporting equipment, out door products, office supplies, hardware, floor coverings, automotive parts/accessories, lighting, antiques/second hand goods

Average turnover levels can be compared to benchmark turnovers to determine levels of under and over supply and forecast demand for floor space. For the purpose of this analysis we have adopted the following target turnover levels.

Table 21 - Benchmark Turnover Levels PTA 2006 *

Expenditure by Commodity Type	\$m***	Av. Turnover (\$/sqm)*	Floor Space (sqm)**
Supermarkets & Grocery Stores	\$583.4	9,000	64,822
Specialty Food Stores	\$170.0	7,000	24,286
Department Stores	\$129.4	3,100	57,419
Clothing Stores	\$178.0	4,600	24,152
Bulky Goods Retailers	\$111.1	3,500	89,114
Other Personal and Household Goods Retailers	\$311.9	4,700	48,468
Cafés and Restaurants	\$227.8	4,000	28,500
Other Personal Services	\$114.0	3,000	18,000
Total Retailing	\$1,879.60		387,112

* Various sources including ABS Retail Survey 1998-99, JHD Retail Averages and various consultancy studies

** Required floor space to meet expenditure generated by Campbelltown PTA. *** In constant 2005 dollars.

Based on our expenditure modelling, bulky goods floor space demanded as at 2006 equates to 103,468sqm. This consists of that floor space associated with bulky goods retailers plus 25% of department store floor space.

Existing supply of bulky goods floor space, as per our floor space survey of the PTA equates to 100,116sqm. Therefore there is a current undersupply within the PTA of some 3,300sqm.

This would be considered a marginal undersupply. Also, given the relatively new bulky goods developments that have taken form recently (e.g. 'Homebase' on Blaxland Road), it would be anticipated, that this undersupply will be absorbed in the near future once the new bulky goods space is taken up.

Currently the Campbelltown and Leumeah 4(b) zone corridor (i.e. those lots fronting Blaxland Road or Campbelltown Road) represents some 77% of the PTA bulky goods floor space. When forecasting future bulky goods forecast demand we have maintained this capture rate.

7.3 Forecast Demand for Retail Space

A summary of the forecast demand for bulky goods floor space and appropriately zoned land is tabled below. The table makes the following assumptions:

- A FSR of 0.4;
- 40% of non bulky good store types will take up land in 4(b);
- Bulky goods expenditure base on ABS Household Expenditure Survey 1998-99, ABS Retail Industry Survey 1998-99, and Marketinfo 2004;
- A target turnover rate of \$3,300sqm;
- Campbelltown and Leumeah corridor capturing 77% of bulky goods floor space from the LGA;
- The primary bulky goods area consists of those lots fronting either Blaxland Road or Campbelltown Road along the corridor; and
- The secondary bulky goods area consisting of all other bulky goods lots along the corridor.

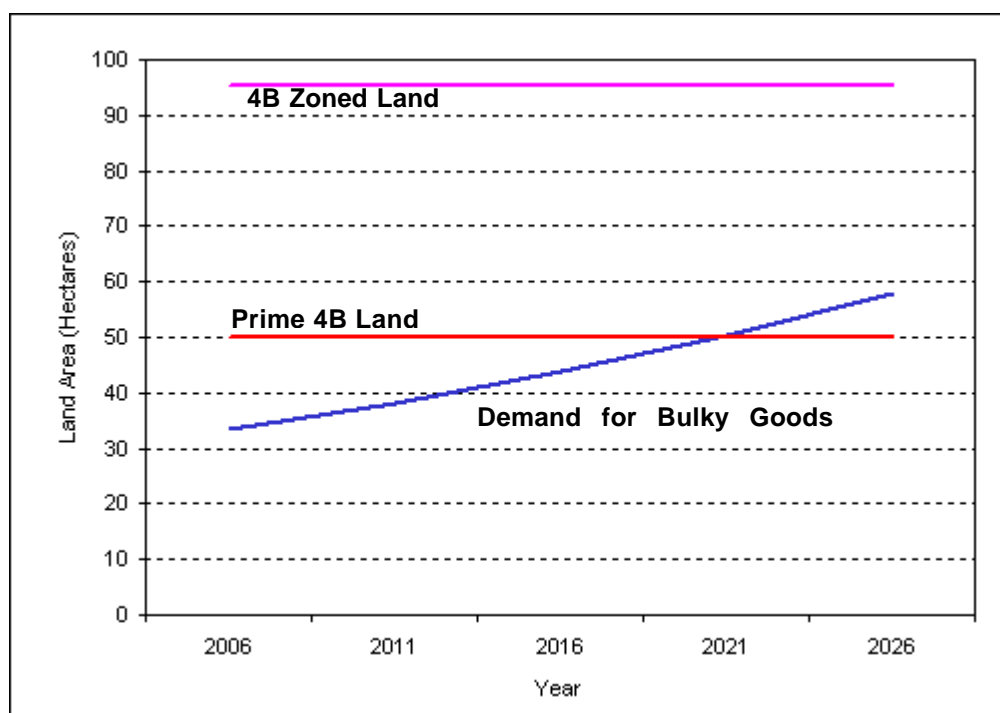
Table 22 - Forecast Bulky Goods Floor Space & Expenditure Demanded 2006-2021 (\$m)

	2006	2011	2016	2021
PTA Expenditure	\$311.9	\$354.7	\$409.9	\$473.6
STA Expenditure	\$32.1	\$35.2	\$38.4	\$41.8
Total Expenditure	\$344.0	\$389.9	\$448.3	\$515.4
Demand for Floor Space (sqm)	104,233	118,167	135,837	156,192
Demand in Campbelltown (sqm)	80,709	91,498	105,180	120,941
Growth in Demand (ha)		1.79	1.37	1.58
Demand for Site Area (ha)	33.6	38.1	43.8	50.4
4B Zoned Area (ha)	92.5	92.5	92.5	92.5
Primary BG Area (ha)	51	51	51	51
Secondary BG Area (ha)	41.5	41.5	41.5	41.5

* In constant 2005 dollars.

Total bulky good expenditure generated by the Campbelltown PTA and a portion of the STA, will increase by approximately \$10.77m every year (in constant 2005 dollars) to 2021.

Figure 12 - Forecast Bulky goods space from 2006-2026



The graph above shows there is currently (as at 2006) an abundance of prime 4(b) zoned land capable of accommodating bulky goods retailers (92.5ha). That is there is currently enough appropriately zoned land to accommodate demand (33.6ha) for bulky goods floor space.

However, the graph indicates that demand for prime 4(b) zoned land along the Campbelltown and Leumeah corridor (51ha) will be exhausted by 2021.

8. BULKY GOODS STRATEGY

8.1 Requirements for Successful Bulky Goods Precincts

With bulky goods now making up a large component of retail floor space it is essential to recognise its position in the retail hierarchy and its impact on traditional retail centres. It is recommended that all future planning of bulky goods outlets be considered as part of the established retail hierarchy and that any new location only be considered on the basis that it will support rather than detract from that hierarchy. There are requirements for bulky goods centres to be successful and these are discussed below.

Bulky goods and factory-outlets should not be considered as an exception to traditional retailing requiring separate concessions or provisions, but rather be included as general retail, making an important and essential contribution to a vital and viable retail community.

Requirements for successful bulky goods centres include:

- Having a large and extensive trade area of 100,000 or more people;
- Being in a central position in the trade area or near the main entry point of a large trade area;
- Cheap and plentiful land (often zoned industrial) to enable plentiful parking and loading and unloading facilities;
- Being located on a major road with high visibility and accessibility.

Desirable requirements include:

- Having a trade area that is expanding as new homes generate higher demand for bulky goods than established homes;
- Having a wealthy trade area with high disposable incomes. Higher income households spend considerably more on bulky goods than lower income households.

In the case where existing bulky good precincts are removed from an established commercial centre, consideration should be given to either restricting its growth or, if demand clearly warrants further development, restricting the type of retail uses and/or merchandise sold to ensure that these areas do not attract “non-bulky goods” retailers.

To minimise existing retailers in the established centres being attracted to “out-of-centre” locations we recommend that the only retail permitted in the 4(b) zone be bulky goods and that this be controlled by definitions or clauses within the amended LEP. This will avoid space being filled by retailers that otherwise should be in the main street or in one of the other indoor centres.

We recommend that the definition of bulky goods be similar to that defined in the LEP Template which states that:

Bulky goods premises means a building or place used primarily for the sale by retail, wholesale or auction of (or for the hire or display of) goods that are of such size or weight as to require:

a) a large area for handling, display or storage, or
 b) direct vehicular access to the site of the building or place by members of the public, for the purpose of loading and unloading the items into 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 of bulky goods.

It is acknowledged that the DoP's definition of bulky goods in the LEP Template does not specify minimum or maximum floor space restrictions. However it is recommended that Campbelltown's definition of bulky goods in the revised LEP should identify the type of merchandise and minimum floor areas. Minimum floor areas ensure that only retailers requiring large floor plates will locate there.

8.2 Conclusions

Expansion for Bulky Goods Retailing

The analysis of existing centres and demand modelling undertaken in this study indicate there is currently enough 4(b) zoned land capable of accommodating bulky goods retailers.

Our modelling shows there is enough prime 4(b) zoned land along the Campbelltown/Leumeah corridor to accommodate for future bulky goods retailers in the short to medium term (5-10 years). That prime land being along the Campbelltown/Leumeah corridor (Blaxland and Campbelltown Roads).

Therefore there is no need for additional bulky goods floor space at this time.

As stated previously it is unlikely land allowing bulky goods in Ingleburn, Glenfield or Minto will ever be absorbed by bulky goods retailers. Therefore once appropriately zoned land in the Campbelltown/Leumeah corridor is absorbed (Year 2021), Narellan and Cross Roads may become the locations for expansion if Campbelltown Council were not to rezone any further land within the LGA.

Some bulky goods retailers have recently established themselves in Narellan. However, currently the retail offer is far short of Campbelltown and there is a lack of any large anchor tenants. Notwithstanding this, the majority of growth in the Macarthur Region over the last decade and over the next decade will be in the Camden LGA. Narellan is in a good position to capture an increasing proportion of the region's trade.

If a bulky goods cluster or 'super centre' were to form in Narellan with an anchor tenant such as Harvey Norman, then it would reduce Campbelltown's influence in Camden and Wollondilly LGA's. Hence further expansions in Campbelltown would not be required.

8.3 Objectives

In order to develop and evaluate a range of options for the planning and management of bulky goods retailing in Campbelltown LGA it is necessary to have a clear set of objectives. Objectives can include the following:

- Provide the planning framework for properly assessing applications in relation to bulky goods retailing in terms of economic and social impact.
- Provide for further growth in bulky goods floor space in the long term to meet growth in demand generated by household growth;
- Protect the integrity and viability of existing centres to the extent that they continue to perform a useful community function;
- Define bulky goods retailing to ensure the protection of existing centres and prohibit retailing in the industrial areas (other than ancillary retail and services).
- Allow bulky goods retailing only in areas designated for it adjacent to retail centres or established bulky goods corridors.
- Encourage and promote the Campbelltown/Leumeah corridor as the principal focus for the placement of bulky goods clustering.
- Where such bulky goods uses are to be placed outside the Campbelltown CBD an economic impact statement must be prepared to demonstrate that the proposed development will not impact the Campbelltown CBD's function/role and/or that suitable land can not be identified to support such uses.

8.4 Recommendations

Campbelltown/Leumeah Corridor

Currently the Campbelltown/Leumeah corridor remains the prime location for bulky goods retailing due to the significant amount of passing traffic, ease of access, existing cluster of bulky goods users, excellent visibility, and existing surrounding industrial zoning. Blaxland Road is sufficiently separated from any other surrounding bulky goods areas in the region, and allows the capture of bulky goods expenditure from other LGAs.

With bulky retailing goods now making up 20% to 25% of all retail floor space it is essential to recognise its position in the retail hierarchy and its impact on traditional retail centres. It is recommended that all future planning of bulky retailing goods outlets be considered as part of the established retail hierarchy and that any new location only be considered on the basis that it will support rather than detract from the existing retail hierarchy.

It can be expected that peripheral (bulky retailing goods) sales activity will continue to grow in the Campbelltown/Leumeah corridor as a prominent focus of bulky goods retail activity and this should be encouraged. Bulky goods have specific location and site criteria which are met in the Campbelltown/Leumeah corridor and cannot be easily met in or adjoining existing centres. In meeting these requirements it will be important to reinforce this established node which does not exacerbate the fragmentation of existing retail activity.

Bulky goods retailing and factory-outlets should not be considered as an exception to traditional retailing requiring separate concessions or provisions, but rather be included as general retail making an important and essential contribution to a vital and viable retail community.

In the case where existing bulky good precincts are removed from an established commercial centre, consideration should be given to either restricting its growth or if demand clearly warrants further development without impact on surrounding centres, consider establishing out of this cluster a new centre with the full range of retailing. As such, the Campbelltown/Leumeah corridor should be promoted for further bulky goods development, whilst allowing bulky goods retailing to remain in the CBD and district zones.

Watsford Road Precinct

Evidence suggests there has never been much bulky goods activity along that tract of land bound by Watsford Road, Kialba Road, Farrow Road and Rose Street (south west of the drain). Main reasons for this tract proving unsuccessful for bulky goods retailing includes poor access from Blaxland road, no significant passing traffic, and little visual exposure to sub-arterial or main roads.

Whilst immediately improving access to these areas may improve the viability of the land for bulky goods development, at this stage it would be envisaged that bulky goods retailers would still chose to be located along the Blaxland and Campbelltown Roads corridor whilst space is still available. This is primarily due to the need for main road frontage and benefits of being clustered with like retailers.

Councils zoning maps indicate the possible extension of Farrow Road west to link with Blaxland Road. Were this to eventuate this would improve the likelihood of bulky goods retailers locating in this area. Due to topography issues, we assume that linking Kialba Road to Campbelltown Road would not be possible due to difference in levels between those sites located at the end of Kialba Road and the level of Campbelltown Road at this possible connection point.

However, whilst this area may become attractive once Blaxland Road land supply is exhausted. It may be more prudent to develop an entirely new cluster of bulky goods retailing within the Macarthur Region rather than extending the corridor to the rail line. As such a new cluster of bulky goods retailing activity may locate to this area in the future. Although it is unlikely that one stand alone bulky goods retailer would be confident to move to this location without existing bulky goods retailers proving the area as viable for that use. Some incentive would be sought for them to move to this location away from the Blaxland and Campbelltown Road corridor.

The Watsford precinct is a significantly large tract of land, which besides from its location offers large lot areas, relatively wide streets (especially Watsford Road and Farrow Road), and proximity to the railway station. It is recommended that Council review this tract of land. Whilst this precinct is not appropriate for bulky goods retailing, the longer term outlook for the site may be to rezone this land to either an industrial or mixed use zone “urban village” under the DoP LEP Planning Template.

DoP Draft Standard LEP Template

Bulky goods are not identified in the DoP LEP Planning Template Land Use Matrix due to controversy and argument surrounding the most appropriate location for this employment land use. Consequently, it is left up to individual councils to determine where bulky goods retailing should be allowed.

Presently bulky goods retailing in Campbelltown is permitted in the 4(b) Industrial zone (together with the 4(c) Industry C Zone; and 10(a) Regional Comprehensive Centre Zone; 10(b) – District Comprehensive Centre Zone and 10(c) Local Comprehensive Centre Zone).

It is recommended that bulky goods should be prohibited in all industrial zoned areas and hence that the existing 4(b) Industrial Zone (which permits bulky goods) be rezoned to another zoning that is consistent with the LEP Template.

Bulky goods retailing should primarily be located within existing commercial centres, which helps ensure centre vitality, viability and a sustainable form of development. At present bulky goods retailing is permitted in the ‘Comprehensive Centre’ zones but not permitted in Campbelltown’s 3a and 3b commercial zones. It is recommended that in Council’s review of the existing LEP consideration be made to permit bulky goods within all business/commercial zones.

There may be special circumstances where the location of bulky goods may be considered outside commercial centres such as an existing bulky goods cluster with good highway/main road frontage. These clusters should be identified as an **enterprise corridor zone – Zone B6 under the LEP Template**, whereby their boundary is restricted so as not to encroach further into the surrounding light industrial area/uses. Expansion of bulky goods retailing should only be permitted within this new designated boundary.

As such, it is recommended that Council consider rezoning the existing 4(b) Industry B Zoned lands to Zone B6 – Enterprise Corridor Zone under the LEP Template, on the condition that under this enterprise zone Council **does not** allow residential or commercial uses and restricts both commercial and retail development by: allowing only non-food and non-clothing retail (i.e.: permit bulky goods retailing); and permitting only commercial uses that are ancillary to any of the permissible uses in the zone.

It is recommended that Council engage in discussions with the DoP to discuss the above concerning the enterprise corridor zone. It is understood that the DoP are already considering deleting multi dwelling housing as a mandatory use in this zone. This zone also permits light industrial uses. These controls will protect the economic viability of the existing commercial centres in the LGA.

To minimise existing retailers in the established centres being attracted to “out-of-centre” locations, it is recommended that the only retail permitted in the enterprise zone that replaces the existing 4(b) zone, be bulky goods. This should be controlled by definitions or clauses within the amended LEP. This will avoid space being filled by retailers that otherwise should be in the main street or in one of the other indoor centres. It is recommended that a definition of bulky goods

uses, type of merchandise and minimum floor areas is established. Minimum floor areas ensure that only those bulky goods retailers requiring large floor plates will locate there.

It is recommended that the following clause be incorporated in the draft LEP or as an amendment to Campbelltown LEP:

“The consent authority shall not grant consent to development for the purpose of bulky goods retailing unless:

- (a) the only goods sold are of a kind referred to Column 1 of the table to this clause; and*
- (b) the floor area of each store from which they are sold has a minimum floor space area as referred to in Column 2 of this table.*

Type (column one)	Floor Area (column two)
furniture shops	1,000sqm
bedding stores	1,000sqm
electrical goods stores	1,000sqm
whitegoods stores	1,000sqm
sporting equipment stores	1,000sqm
camping stores	1,000sqm
musical instruments stores	500sqm
outdoor products stores	500sqm
office supplies	500sqm
hardware stores	500sqm
homeware stores	500sqm
floor coverings stores	500sqm
automotive parts stores	500sqm
lighting stores	500sqm
home furnishings	500sqm
antiques stores	500sqm
kitchen/bathroom showrooms	250sqm
tiling shops	250sqm
plant nurseries	250sqm
multi-use store (with at least 90% of floor area comprising the above merchandise)	1,500sqm

Further that the consent authority shall not grant consent to retail outlets for personal services (including hair dressers, beauty parlours, photo processing, dry cleaning, optician, and the like), travel agents, real estate agents, banks (except ATMs), insurance or financial institutions, newsagencies, chemists, supermarkets, department stores or the retailing of fresh food and groceries other than cafes and/or fast food outlets and restaurants for the visitors to the centre provided that such food outlets comprise less than 2.5% of the total retail floor area.”

The above controls would protect other retail centres from being undermined by non bulky goods retailers locating out of a centre.

Criteria for Assessing New Development

All development applications and rezoning proposals for bulky goods uses should be assessed on their economic impact in order to further ensure that existing commercial/retail centres will not be undermined.

The detailed impact assessment study should be undertaken prior to the consent of any bulky goods development. This applies equally to development proposals both located in and outside

existing centres. Council may request a report assessing the economic impact to be submitted for development and/or rezoning applications.

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This report and its attached appendices are based on estimates, assumptions and information sourced and referenced by Hill PDA and its sub consultants. We present these estimates and assumptions as a basis for the reader's interpretation and analysis. With respect to forecasts we do not present them as results that will actually be achieved. We rely upon the interpretation of the reader to judge for themselves the likelihood of whether these projections can be achieved or not.

As is customary, in a report of this nature, while all possible care has been taken by the authors to prepare the attached financial models from the best information available at the time of writing, no responsibility can be undertaken for errors or inaccuracies that may have occurred both with the programming or the financial projections and their assumptions.

This report does not constitute a valuation of any property or interest in property. In preparing this report we have relied upon information concerning the subject property and/or proposed development provided by the client and we have not independently verified this information excepted where noted in this report.

CAMPBELLTOWN BULKY GOODS RETAIL STUDY

Prepared for
Campbelltown City Council

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