



# EXECUTIVE SUMMARY OF STRATEGY RECOMMENDATIONS

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## E1 CONTEXT

This draft Local Commercial Strategy was originally submitted to the City of Melville in December 2003. Since then, for a number of reasons, the Strategy has not been submitted to the Western Australian Planning Commission (WAPC) for endorsement. Prior to submission to the WAPC the City has requested the Strategy be updated to take into account the following:

- The implications of the recently adopted Metropolitan Strategy known as *Network City*.
- Recent proposals by the City for Myaree as a mixed business area with a 'Main Street' in the context of *Network City*. The proposals are currently subject of a Scheme Amendment (No. 47) to the City of Melville Community Planning Scheme No.5.
- Recent proposals reflected in the new Master Plan for Murdoch University.
- Conceptual proposals for a Transit Oriented Development (TOD) developed on the Murdoch station site as an adjunct to the future Fiona Stanley Hospital development.
- A new Woolworths supermarket and post office agency of 2,990m<sup>2</sup> NLA not originally contemplated in the draft Local Commercial Strategy has opened at the corner of Leach Highway and Stock Road.

This update has not included any revisions to the retail modelling or the population projections on which underpinned the recommendations made in the Local Commercial Strategy.

The Strategy provides a review of the existing Local Commercial Strategy adopted by Council in 1993. Most of the recommendations in the 1993 Strategy were endorsed by the Council and have been embodied into the City of Melville Community Planning Scheme.

An innovation in the Community Planning Scheme is the provision of transition areas – called 'Frames' around shopping centres and mixed business areas. These areas are intended to accommodate commercial uses that are more appropriate as an interface to residential areas.

As part of this review trends and changes in shopping patterns in Melville have been analysed in the context of evolving trends within the inner and middle metropolitan region since 1990. In response to these trends new standards for calculating future shopping floorspace requirements in Melville are recommended.

Melville is now fully developed with a fully evolved shopping centre hierarchy. Change from now will be evolutionary as existing centres adjust over time to changing trading situations.

The shopping centre distribution and hierarchy in Melville is a product of Metropolitan Centres Policies dating back to 1982. But there are distortions to the amount of shopping floor area provided at each level of the hierarchy. The regional centre floorspace conforms to policy, the district centres floorspace is over-provided relative to policy and the smaller neighbourhood and local centres are under-supplied relative to the current Metropolitan Centres Policy (2000).



The northern half of the City, north of Leach Highway is much better endowed with shops, restaurants and entertainment than the southern half – especially at the local and neighbourhood centre level. This suggests that the northern half of the City is aligned to 'inner' sector development trends and the southern half is aligned to 'middle' sector trends.

The existing shopping in Melville is mostly in privately owned centres. Most centres do not have any of the 'public domain' attributes espoused by the new Community Design Codes for 'Main Street' Centres.

The major current issue for the City of Melville is the implementation of the Vision embodied in Chapter 3 of the Community Planning Scheme, namely:

*To encourage the City Centre to grow and evolve into a centre with a multitude of land uses and activities, especially entertainment, forming the focus of the municipality.*

Part of the vision involves further expansion of the City Centre shopping component as well as additional cultural and entertainment facilities.

An analysis of two more recent commercial surveys (by Department for Planning and Infrastructure) in 1997 and 2002 shows that there are grounds for increasing the guideline for inner and middle metropolitan Regional Centres from 0.61m<sup>2</sup> to 0.72m<sup>2</sup> nla per capita. Changing assumptions about the inner and middle metropolitan demographics by the Department for Planning and Infrastructure now forecast expanding rather than contracting population numbers between 2001 and 2031. The combination of a higher guideline and increasing inner metropolitan area population supports the expansion required to implement the City Centre Vision.

The recommendations of this strategy are based on the following factors;

- The guidelines outlined in the Metropolitan Centres Policy (2000).
- The modelling of trade at the existing centres to 2006 (and beyond).
- The existing commitments included in the City's Community Planning Scheme.
- The Vision, trends and development opportunities for the City of Melville.
- The changing patterns of retail distribution through the inner, middle and outer metropolitan areas.

For purposes of the recommendations made in this draft Local Commercial Strategy, floorspace assessments and recommendations are based on the description given in Section 4.5 of the Metropolitan Centres Policy (2000), namely:

*The shopping floorspace referred to in the Shopping Floorspace Guide in Appendix 1 (to the Metropolitan Centres Policy (2000)) and this policy is defined as in Planning Land Use Category 5 (but excludes hotels, taverns and nightclubs) of the WA Standard Land Use Classification (WASLUC). Uses such as banks, real estate agents, medical practices and showrooms are not included. The list of Category 5 uses is provided in Appendix 4 (of the Metropolitan Centres Policy (2000))*

*In calculating shopping floorspace of a centre, the shopping floorspace of the entire centre is to be included. This includes the total shopping floorspace within the retail zone and any shopping floorspace in other parts of the centre which are not zoned retail.*

It has become the norm that the main function of Local Commercial Strategies is to set maximum floorspace 'caps' for shopping centres which, if endorsed by the Western



Australian Planning Commission, may be incorporated into the Town Planning Scheme as a basis for the Council determining development applications. Such 'caps' are set in this Local Commercial Strategy with the recommendation that the determination of any proposal for expansion should be based on merit.

In this context 'on merit' means that the floor area cap in the CPS should not be considered as a right, it can only be entertained if all other objectives for good urban planning are met. Normally this would be demonstrated by the Council's adoption of a Centres Plan showing how any expansion can meet objectives like urban design, aesthetic, safety, and community utility criteria.

No obvious opportunities for expansion on zoned centre sites have been identified. It is recommended therefore that the Council adopt a pro-active and positive attitude to any proposals for the expansion of existing centres by gauging the merits of the proposal on urban design, functional and aesthetic grounds rather than on trade potential or impact assessments.

It is important, in the context of accepting the recommendations of the Strategy, to understand the modelling methodology adopted. The Guidelines for the Preparation of Local Commercial Strategies (1991) states that shopping floor area requirements can be calculated by two methods, namely by the application of per capita floor area ratios or the application of spending/turnover ratios. This issue, and the choice of methodology, is more fully discussed in Appendix 3 to the Strategy.

## **E2 STRATEGY RECOMMENDATIONS**

### **E2.1 MELVILLE CITY CENTRE**

The recommended strategy for Melville City Centre is that the Vision currently being developed for the City Centre (at the time of writing) should be progressively implemented in stages over time.

The content and detail of the Vision, including measures to enhance traffic, safety and public transport efficiency, has been published under separate cover by the City of Melville. It has been subject to a full public consultation process and is waiting adoption as an approved Centres Plan as envisaged by the Metropolitan Centres Policy (2000).

Notwithstanding that the analysis in this report identifies that additional 'Policy' retail floorspace can be supported at the Melville City Centre location without undue impact on other existing centres (see Chapter 5 – Impact Assessment and Analysis), it does not constitute a recommendation that it should be developed. Expansion should only occur if it is in accordance with the approved Vision Centre Plan and it demonstrably meets the aforementioned criteria.

Staging of any expansion to the 'Policy' retail shopping component of the Vision should not exceed:

- 74,100m<sup>2</sup> nla by 2006.
- 77,400m<sup>2</sup> nla by 2026.

The floorspace 'cap' for 2006 should be incorporated into the Community Planning Scheme.



## E2.2 DISTRICT CENTRES

Overall it is recommended that all the District Centres within the City of Melville retain their respective capped floorspace limits as currently outlined in the Community Planning Scheme, however expansion from current levels should only be approved on merit. The existing floorspace caps in the Community Planning Scheme are:

Canning Bridge District Centre	5,400m <sup>2</sup> NLA
Riseley Street District Centre	11,300m <sup>2</sup> NLA
Melville District Centre	12,000m <sup>2</sup> NLA
Petra Street District Centre*	9,200m <sup>2</sup> NLA
Kardinya District Centre	20,000m <sup>2</sup> NLA
Bullcreek District Centre	15,600m <sup>2</sup> NLA

\* It should be noted that the Petra Street Centre partly straddles the local authority boundary with East Fremantle. The 'cap' above applies to the part of the Centre in Melville.

### CANNING BRIDGE DISTRICT CENTRE

It is recommended that the Council should prepare a Centre Plan or urban design guidelines for Canning Bridge. The Centre is a designated '*Main Street*' Centre in the Metropolitan Centres Policy (2000) and this presents opportunities. We consider that the Council should undertake the required planning because the issues are mostly to do with public domain. The issues for study include:

- Providing for better and safer integration between of the centre either side of Canning Highway, where the volume and composition of traffic bisects the centre.
- The need for more public parking.
- Integration with public transport.
- Legibility of the centre as a whole
- Landscape, urban design and community benefit.
- Heritage protection
- Promoting appropriate mixes of development in the 'Frame' that extend the commercial functions of the centre while being harmonious and compatible with the amenity of a adjoining residential areas.

It is recommended that the Centre Plan should include the Frame. It should be flexible and performance based rather than being spatially definitive or prescriptive in designating the juxtaposition of land uses.

### RISELEY STREET DISTRICT CENTRE

It is recommended that this centre be encouraged to gradually diversify and expand to the limit of its capacity. However, it is recognised that as the centre is fully developed new redevelopment by way of the increased use of structures for parking (decked) etc should only be carried out in terms of a centre plan. The Council should be committed to an ongoing program of maintenance and streetscape enhancement.

It is also recommended that the Council undertake a Centre Plan with a view to promoting appropriate mixes of development in the 'Frame' that extend the commercial functions of the centre while being harmonious and compatible with the amenity of adjoining residential areas.

### MELVILLE DISTRICT CENTRE

It is recommended that any expansion be tied to refurbishment and consolidation of the existing centre, including the possible linking of Dewsons supermarket with the Coles centre



by an extended mall and making different arrangements for access and parking. If the assessment of existing retail floorspace is correct, there is room for enough expansion (about 2,800m<sup>2</sup> nla) within the maximum limit in the Community Planning Scheme to accommodate all forecast expansion potential.

It is recommended that the Council undertake a Centre Plan with a view to promoting appropriate mixes of development in the 'Frame' that extends the commercial functions of the centre while being harmonious and compatible with the amenity of a adjoining residential areas.

#### **PETRA STREET DISTRICT CENTRE**

We recommend that the Council together with the East Fremantle Council undertake a joint Centre Plan with a view to promoting appropriate mixes of development in the 'Frame' that extend the commercial functions of the centre while being harmonious and compatible with the amenity of a adjoining residential areas.

#### **KARDINYA DISTRICT CENTRE**

According to our analysis of the Department for Planning and Infrastructure Commercial Surveys Kardinya had 15,332m<sup>2</sup> of 'Policy' shop floorspace in 2002. This leaves considerable room for expansion within the existing Community Planning Scheme limit of 20,000m<sup>2</sup> nla.

It should be noted that Kardinya centre comprises two parts. The expansion potential of either part at Kardinya should be based on merit and should (partly) be used to promote refurbishment of the eastern part.

#### **BULL CREEK DISTRICT CENTRE**

Bull Creek services an unusually large trade area. The centre also has excellent regional accessibility and exposure. The centre is fully developed at ground level.

The modelling indicates that this centre is and will remain one of the most prosperous centres in Melville. It fulfils the Statement of intent in the Community Planning Scheme and the objectives of the Metropolitan Centres Policy (2000).

No changes are recommended for this Centre. It is expected that the Fiona Stanley TOD development will have negligible impact on the centre.

### **E2.3 NEIGHBOURHOOD AND LOCAL CENTRES**

In the Community Planning Scheme Neighbourhood and Local Centres are called 'Community Centres'.

The concept of Community Centres used in the Community Planning Scheme is endorsed. The Statement of Intent for Community Centres is:

*Primarily community facilities, such as shops, schools and halls but may include aged persons housing and other medium density residential to take advantage of facilities. May include licensed premises, parks, religious, public, recreational, educational and medical uses, and small scale offices provided they are not developed to such an intensity that they disturb the precinct. Any additional retail facilities shall adjoin existing shops and shall be advertised in accordance with Section 7.5 (of the Community Planning Scheme).*



Analysis shows that the existing Neighbourhood and Local retail floorspace had decreased from 37,991m<sup>2</sup> identified in the 1993 Local Commercial Strategy to 34,111m<sup>2</sup> by 2002. However, it is not possible to conclude that this is an actual decrease in the amount of neighbourhood and local shopping because of the difference in the data collection and interpretation methods used in this study compared to the Shrapnel Local Commercial Strategy in 1993. However it is apparent that while some centres have expanded significantly, others like Bateman Village have fallen from about 2,500m<sup>2</sup> to under 400m<sup>2</sup>.

The modelling indicates that the larger Neighbourhood Centres south of Leach Highway have significant expansion potential. This is a reflection that the southern half of the City is under-provided at the Neighbourhood and Local level relative to the northern half.

Notwithstanding that the modelling forecasts little or no expansion potential for Neighbourhood and Local centres in the northern half of the City, many of the centres have seen fluctuations over the years as some shops diversify out of retailing at times while others may be returned to shopping uses. Most northern centres have less shopping floorspace than is permitted under current zoning in the Community Planning Scheme. New shopping on zoned land is a permitted use that should not be denied especially where the modelling in this report has identified spare capacity.

All applications for expansion that involves new development (as opposed to the re-use of existing floorspace) should be assessed on merit. 'On merit' means that modelled floorspace potential is not the main criteria to be used in assessing development applications for expansion at the Neighbourhood and Local Level. Rather urban design, aesthetic, safety, and community utility criteria should count for more.

The Table below summarises the Strategy recommendations for Neighbourhood and Local Centres.

Centre Name	2001-2003 Existing (MCP Policy) NLA	2006 Modelled Potential (Two Centres Constrained)	2026 Modelled Potential (Two Centres Constrained)	Recommended Future (MCP Policy) Floorspace Guide
McKIMMIE RD NTH	2540	1616	1800	Use Existing Size - allow minor fluctuations
WINTHROP	3401	5651	6216	Use MCP Policy (4,500 on merit)
APPECROSS (Constrained)	3572	4000	4000	Use TPS Cap - allow minor fluctuations
FARRINGTON	3674	6188	6761	Use MCP Policy (4,500 on merit)
PARRY AVE	1980	5559	6004	Use MCP Policy (4,500 on merit)
BATEMAN VILLAGE	433	2447	2500	Allow up to originally approved NLA
HISLOP RD (Constrained)	1652	2760	2760	Use TPS Cap - allow minor fluctuations
MYAREE	3572	3247	3660	Use Existing Size - allow minor fluctuations
NORTH LAKE RD	1182	1309	1491	Use 2006 as Guide (on merit)
BRENTWOOD	1346	2661	2880	Use 2006 as Guide (on merit)
ATTADALE	1082	640	703	Use Existing Size - allow minor fluctuations
WILLAGEE	1198	1765	1971	Use 2006 as Guide (on merit)
MARMION ST	1075	846	945	Use Existing Size - allow minor fluctuations
WEBBER ST	1034	663	738	Use Existing Size - allow minor fluctuations
MT PLEASANT	815	1608	1784	Use 2006 as Guide (on merit)
PALMYRA	940	586	647	Use Existing Size - allow minor fluctuations
BRISTOL AVE	745	463	516	Use Existing Size - allow minor fluctuations
MELVILLE FRESH	700	681	762	Use Existing Size - allow minor fluctuations
ALFRED COVE	560	761	865	Use 2006 as Guide (on merit)
CASTLE HILL	535	227	253	Use Existing Size - allow minor fluctuations
BAWDON	330	263	293	Use Existing Size - allow minor fluctuations
SOMERVILLE	310	499	558	Use 2006 as Guide (on merit)
ARCHIBALD ST	354	445	496	Use 2006 as Guide (on merit)
YEE SENG ORIENTAL SUPERM	350	341	381	Use Existing Size - allow minor fluctuations
McKIMMIE STH	255	179	198	Use Existing Size - allow minor fluctuations
GIBSON ST	190	228	260	Use Existing Size - allow minor fluctuations
GLENELG ST	173	239	274	Use Existing Size - allow minor fluctuations
REYNOLDS RD/HWY	85	97	112	Use Existing Size - allow minor fluctuations
HARRISON ST WILLAGEE	71	73	81	Use Existing Size - allow minor fluctuations



Since 2003 a new Woolworths supermarket and Post Office agency of 2,990m<sup>2</sup> NLA has opened at Willagee in addition to the 360m<sup>2</sup> NLA of existing shopping, increasing Willagee from 1,198m<sup>2</sup> NLA in the 2001/2002 Commercial Survey to 3,350m<sup>2</sup> in 2005.

Murdoch University is a major activity centre in the City. Substantial residential and employment components are planned in the context of the Murdoch Master Plan. In addition to the neighbourhood and local centres listed in the Table above it is recommended that enough local convenience shopping be allowed to service the needs of resident students and employees plus minor trade being attracted from outside the University. See Appendix 2 of the Local Commercial Strategy.

## **E2.4 HOMESTORES**

We recommend that the performance of these stores be monitored for future strategies.

## **E2.5 MIXED BUSINESS AREAS – MYAREE ACTIVITY CENTRE**

Myaree is a hive of activity. It is the only true multi-purpose commercial activity centre in the City.

In 1990 12,658m<sup>2</sup> of 'Policy' shop retail floorspace was identified in Myaree. By 2002 this had expanded to 18,168m<sup>2</sup>. This is the type of retailing that the existing (1993) Local Commercial Strategy recommends is more appropriate in shopping centres and which should be phased out of Myaree.

It is evident that, despite Policy and Scheme provisions, Myaree in common with other inner city industrial zones, is a zone in transition. It is no longer industrial nor does it have an industrial character. It is a true mixed business zone with a diverse range of commercial and service commercial land uses. In recognition of the change occurring in the Myaree Mixed Business Area, the Department for Planning and Infrastructure has initiated, through the Omnibus amendment process, a proposal to amend the Metropolitan Region Scheme to rezone the area from Industrial to Urban. The City has lodged a corresponding Amendment No 47 to its Community Planning Scheme No. 5. Relative to this, the City of Melville has commenced an investigation of land uses within the area with the intention of preparing a 'Master Plan' for future development and land use opportunities within the Myaree Mixed Business precinct. Part of this Master Plan will be to convert Norma Road to a 'main street' in terms of Section 1.1.4 of Appendix 3 of the in the Metropolitan Centres.

We therefore recommend that Council consider that:

- Depending on the outcome of Amendment No 47, the City should produce a 'Main Street' Centres Plan for endorsement by the WAPC.
- All shops, including restaurants and convenience stores should be made 'D' use under the Community Planning Scheme and subject to planning approval.
- Where shops are identified for which planning approval has not been granted, the shop tenant/s or owner/s should be classed as an 'Unauthorised Existing Development' under Section 7.14 of the Community Planning Scheme.
- That any approval granted under Section 7.14 should include the requirement that the tenant/s and or owner/s provide parking in the ratio required for District Centres or pay 'Cash in Lieu' as provided for under Section 5.8 of the Community Planning Scheme.



Such a process would be an equitable way of balancing the costs of establishing shops in Myaree with the costs developers of shopping centre zones face under the parking and landscaping provisions of the Community Planning Scheme. It might also encourage more shop tenants to locate into shopping centres – especially at the local level.

## **E2.6 FIONA STANLEY TRANSIT ORIENTED DEVELOPMENT (TOD)**

The City is contemplating a future TOD built over the western car parking at the Murdoch railway station. Plans are still in an early conceptual stage. The idea is that the TOD would be an adjunct to the Fiona Stanley Hospital development and the other institutional uses between the Freeway and Murdoch Drive, south of South Street. The proposals include multi-storey residential and office developments. Part of the TOD would be retailing at ground level ancillary to the TOD and adjoining institutional uses.

Plans are too conceptual to evaluate the effects of these ideas on the Local Commercial Strategy. If they eventuate they should be included in any future review of this Strategy.