



CHAPTER 2 POLICY AND PLANNING CONTEXT

2.1 WESTERN AUSTRALIAN PLANNING COMMISSION POLICY

The Western Australian Planning Commission requires a Local Commercial Strategy as an important component of any review of a local government Town Planning Scheme. Alternatively the Western Australian Planning Commission may require the preparation of a Local Commercial Strategy where the development of a major commercial project is proposed which is outside the scope of any existing adopted strategies or the Town Planning Scheme.

Until both the Council and the Western Australian Planning Commission endorse a Local Commercial Strategy it has no official status.

The current endorsed Local Commercial Strategy (1993) by Shrapnel Urban Planning was produced under the Metropolitan Centres Policy (1991). The Western Australian Planning Commission endorsed the Strategy on 21 September 1993. The Council adopted it in October 1993 as the basis for formulating the commercial elements of the proposed Town Planning Scheme No 1 review. The current Local Commercial Strategy is reviewed in Chapter 3 to this report.

The Western Australian Planning Commission requires that the Local Commercial Strategy take account of State planning policies. These are outlined below and their implications for the Melville Local Commercial Strategy are canvassed.

2.2 STATE PLANNING STRATEGY (1996).

The State Planning Strategy was endorsed by the Government in 1996 as the overall land use development strategy to 2029. The Strategy in fact comprises a number of interrelated regional strategies focused on regional centres throughout the State. The Perth Metropolitan Region is the prime region and focus of growth.

The main points of relevance of the State Planning Strategy for Perth and, in particular Melville are as follows;

- Promote Perth CBD as the commercial, cultural, administrative centre of the State.
- Promote inner city redevelopment with higher density housing.
- Make larger suburban commercial centres (Regional and District) the focus points for commercial and community activity rather than just shopping centres. They should be promoted as important decentralised employment areas.
- Promote higher residential densities around major centres

2.3 NETWORK CITY

Network City intends a review of the Metropolitan Centres Policy (SPP 4.2) to reflect the Network City strategy based on Activity Centres, Activity Corridors and Transport Corridors. These are described as follows:

***Activity Centres** are locations where a range of activities are encouraged. Employment, retail, living, entertainment, higher education, high level or specialised medical services are just a few such activities.*



Activity Corridors are connections between activity centres that provide excellent, high frequency public transport to support the land uses that will occur along the activity corridors and at the activity centres. Activity corridors are not designed to be high speed through traffic routes.

Transport Corridors provide routes for higher speed through traffic, in particular truck routes, express bus services, and are the routes that traffic will take for inter-suburban travel.

The review of the Metropolitan Centres Policy as it affects Melville is intended to:

- i) Include planning and development (or redevelopment) of new and existing activity centres.
- ii) Broaden the definition of centres to refocus growth and use the centre's catchments to reinforce, diversify and intensify land uses.
- iii) Designate activity centres as selected locations along activity corridors to support the public transport network with strong centres.
- iv) Encourage employment (including part time) to locate within activity centres, around transport interchanges and, selectively, along activity corridors to support public transport with encouragement of business mobility and emerging small business.
- v) In developed areas, reinforce established activity centres, to serve as incentives for development.
- vi) Strengthen specialised centres through the development of complementary land uses to capitalise on the opportunity provided by their functions.
- vii) Encourage the application of best practice urban design principles in activity centres to establish and maintain higher levels of amenity and functionality for centre users, business owners and operators and residents.

The Department for Planning and Infrastructure, through partnership arrangements will undertake and facilitate demonstration projects in activity centres to promote transit oriented development, mixed use and higher density residential projects and to demonstrate best practice in design and implementation.

The Department for Planning and Infrastructure will also support and partner local government in the provision of place based capacity to manage the development and implementation of plans for primary and secondary activity centres and activity corridors.

These objectives and actions will be directly helpful to Melville in realising the Myaree Mixed Business Activity Centre, the Murdoch University Activity Centre Master Plan and the proposed Fiona Stanley TOD activity centre.

2.4 METROPOLITAN CENTRES POLICY (2000)

The Metropolitan Centres Policy (2000) envisages commercial activity in the Perth Metropolitan Region occurring in a hierarchy of centres. These centres are ordered as below:

- Perth Central Business District
- Strategic Regional Centres
- Other Regional Centres
- District Centres
- Neighbourhood and Local Centres



Appendix 2 to the Metropolitan Centres Policy (2000) lists all the existing and planned Regional and District centres in the Perth Metropolitan Region. In Melville Garden City (Booragoon) is listed as a Regional centre. There are six District Centres listed namely:

- Canning Bridge
- Riseley Street (Kearns Crescent)
- Melville
- Petra Street (Palmyra)
- Kardinya
- Bull Creek

Canning Bridge is a new district centre since the Metropolitan Centres Policy (1991) and was a product of the 1993 Local Commercial Strategy.

The policy objectives for each level in the hierarchy is summarised in **Figure 2.1** (Taken from Appendix 1 of the Metropolitan Centres Policy (2000)).

FIGURE 2.1 EXTRACT FROM METROPOLITAN CENTRES POLICY
(for the Perth Metropolitan Region)

APPENDIX 1

METROPOLITAN CENTRES POLICY HIERARCHY

Centre Functions:

| | Strategic Regional Centres | Regional Centres | District Centres | Neighbourhood and Local Centres | Traditional 'Main Street' Centres (all levels in hierarchy) |
|---------------------------|--|--|--|---|---|
| Primary Functions | Multi-purpose and major employment centres for a full range of retail, commercial, administrative, entertainment recreational and regional community facilities. | Multi-purpose centres for retail, office, community and entertainment facilities. | Centres for weekly retail, service and community facilities. | Local centres for convenience shopping, small offices and local service and community facilities. | As for centres in the hierarchy. |
| Office and Community Uses | Major offices of businesses and government, professional offices and major entertainment facilities such as multiplex cinemas. | Office development, professional offices and entertainment facilities. | District level offices such as professional, sales and service offices. | Small offices. | As for centres in the hierarchy. |
| Retail Types | Department stores, discount department stores, major supermarkets, major specialised retail stores and convenience stores. | Discount department stores, supermarkets, specialty stores and convenience stores. | Minor discount department stores, supermarkets, specialty stores and convenience stores. | Supermarkets, Convenience stores and local shops. | As for centres in the hierarchy. |
| Shopping Floorplate Guide | Up to 60,000m ² n/a | Up to 50,000m ² n/a | Up to 15,000m ² n/a | Up to 4500m ² n/a | Additional individual retail developments of up to 1000m ² or cumulative developments of up to 2500m ² in any calendar year subject to qualifications in clause 5.4 of this policy. |
| Preferred Location | Primary road, rail station and major public transport services. | Primary road, rail station and major public transport services. | District distributor road and public transport services. | Local distributor road and bus route. | As for centres in the hierarchy. |
| Centre Plans | Required | Required | Recommended | Recommended | Required |



Of particular significance to the current considerations for the new Local Commercial Strategy is how Garden City (Booragoon) relates to the policy objectives in its size, form and function. This will be discussed in more detail in Chapter 4. The relevant policy statements from the Metropolitan Centres Policy (2000) are reproduced below:

4.2.2 Strategic Regional Centres

Strategic Regional centres will be promoted as the main metropolitan centres outside the Perth Central Area as major multi-purpose and employment centres containing a full range of regional shopping, office, administrative, social, entertainment, recreation and community services.

The following centres are designated as Strategic Regional Centres. (M) denotes centres which have a significant 'main street' component:

| | |
|-----------------------|---------------------------|
| <i>Armadale (M)</i> | <i>Midland (M)</i> |
| <i>Cannington (M)</i> | <i>Morley (M)</i> |
| <i>Fremantle (M)</i> | <i>Rockingham (M)</i> |
| <i>Joondalup (M)</i> | <i>Stirling (Innaloo)</i> |

Shopping floorspace should generally be confined to 80,000m² unless consistent with a Commission endorsed Local Planning Strategy or centre plan.

Local government is required to prepare a centre plan for each Strategic Regional Centre to guide future planning and development.

4.2.3 Regional Centres

Regional Centres will be promoted as multi purpose centres, providing a predominantly retail function, a mix of offices, community and entertainment facilities.

The following centres are designated as Regional Centres. (M) denotes centres which have a significant 'main street' component:

| | | | |
|-------------------------|----------------------|--|----------------------|
| <i>Alkimos</i> | <i>Claremont (M)</i> | <i>Mirrabooka</i> | <i>Whitford City</i> |
| <i>Amarillo</i> | <i>Ellenbrook</i> | <i>Subiaco (M)</i> | <i>Yanchep</i> |
| <i>Belmont</i> | <i>Karrinyup</i> | <i>Thompsons Lake (now Cockburn Central)</i> | |
| <u>Booragoon</u> | <i>Maddington</i> | <i>Warwick Grove</i> | |

Shopping floorspace should generally be confined to 50,000m² unless consistent with a Commission endorsed Local Planning Strategy or centre plan.

Local government is required to prepare a centre plan for each regional Centre to guide future planning and development

4.2.4 District Centres

District Centres will be promoted as centres serving the weekly shopping and service needs of the suburban population. They should provide mainly convenience goods, a range of comparison goods, local services and local employment.

Shopping floorspace should generally be confined to 15,000m² unless consistent with a Commission endorsed Local Planning Strategy or centre plan.



Local government is encouraged to prepare centre plans for new District Centres and any existing centres undergoing change and/or experiencing development pressure. District Centres will generally be required in urban growth areas, but may not be appropriate in areas where a high level of retail service can be provided to a resident population through a combination of a Strategic Regional or Regional Centre, and Neighbourhood Centres of various sizes.

Local Planning Strategies and district structure plans should accurately define the new centres which will be required for the new urban areas. As an alternative to the planned centres, local governments may consider a system of more, but smaller centres whereby centre facilities would be located closer to the population.

4.2.5 Neighbourhood and Local Centres

Neighbourhood and Local Centres which range from corner shops to small centres should be promoted predominantly for convenience retailing and (in the larger centres) weekly food and groceries shopping. Provision should also be made for small offices, which serve the local community, as well as health, welfare and community facilities.

Shopping floorspace should generally be confined to 4,500m² unless consistent with a Commission endorsed Local Planning Strategy.

The size and location of Neighbourhood and Local Centres should be identified in Local Planning Strategies, district and local structure plans for new urban growth areas.

Planning controls should support the future of small shops and centres by controlling the size of larger centres and limiting new competing retail development outside local centres defined in the Local Planning Strategies and structure plans.

The Policy for traditional 'Main Street' shopping centres is covered in Section 4.2.6

4.2.6 Traditional 'Main Street' Centres

As far as practicable centres at all levels should be developed or redeveloped in accordance with the traditional 'Main Street' design principles as integrated, attractive, safe and vibrant places to provide a focus for community activities.

Incentives are provided to promote traditional 'Main Street' development by allowing shopping floorspace development to exceed the shopping floorspace guide of this policy or the floorspace specified in an endorsed Local Planning Strategy.

None of the Regional or District Centres in Melville are listed in the Metropolitan Centres Policy (2000) as being 'Main Street' centres. However, there is no doubt that Canning Bridge and Riseley Street have a 'Main Street' component and could be regarded as 'Main Street' centres. It is also part of the City of Melville's vision for Garden City to add a major 'Main Street' component to that centre.



Floorspace Guidelines

Appendix 3 to the Metropolitan Centres Policy (2000) contains floorspace guidelines for the provision of shopping floor area relative to population. The guidelines are prefaced by the statement that:

The general guidelines are intended as a guide only to give a broad indication of the distribution of shopping floorspace in the hierarchy of centres. The standards will need to be refined and reassessed when preparing Local Planning Strategies and assessing development approvals.

Notwithstanding this qualification the guidelines are the most influential part of the Metropolitan Centres Policy (2000) for Local Commercial Strategies. They are unchanged from the guidelines in the Metropolitan Centres Policy (1991). Experience has shown that the Department for Planning and Infrastructure is wary of any suggestions for altering them even when it can be shown that most inner areas have existing per capita ratios in excess of them and most outer suburbs are the reverse. They are shown in the Table below.

TABLE 2.1 GUIDELINES ON SHOPPING FLOORSPACE PROVISION

| Centre Type | Per Capita m² n/a |
|-------------------------------|-------------------------------------|
| Perth Central Area | 0.20 |
| Regional Centres | 0.61 |
| District Centres | 0.40 |
| Neighbourhood & Local Centres | 0.53 |
| Total | 1.74 |

These guidelines have been (and still are) the basis of determining future retail floor area requirements for most recommendations in the Local Commercial Strategies that have been produced for local governments within the metropolitan region in the last 12 years. The guidelines were used as the basic determinant of floor area requirements and growth potential for all major centres in the major retail modelling exercise carried out for the (then Ministry for Planning) Department for Planning and Infrastructure in 1997 for the review of the Metropolitan Centres Policy (1991). We understand that while this 1997 modelling has no official status in the Metropolitan Centres Policy (2000) it is still used as the yardstick by which Department for Planning and Infrastructure assess current strategies and proposals.

These guidelines underpin all the recommendations that were made in the current endorsed Local Commercial Strategy (1993), which has been carried through into the City of Melville Community Planning Scheme No. 5.

We will say more about the use of these guidelines in Chapter 4.

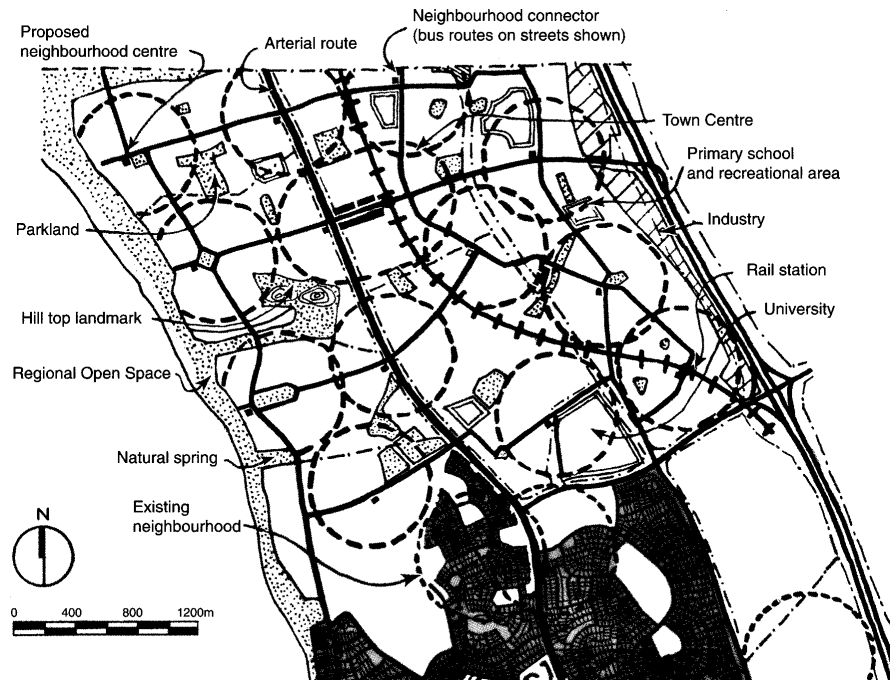
2.5 COMMUNITY DESIGN CODES

A new and potentially far-reaching planning initiative being promoted by the Western Australian Planning Commission is the concept of 'liveable neighbourhoods' based on the 'Community Design Codes'. The main feature of liveable neighbourhoods is that they are based on permeable gridiron street patterns and on 400 metre radius catchments each served by a focus of local retailing and community facilities. Usually four such liveable neighbourhoods would support a primary school. District centres have 800 metre radius catchments.

The extract shown in **Figure 2.2** below provides an example of district structure plan.

An important principle for the location of shopping is that it should be located on the more important streets, preferable at the intersection of important streets. The larger the shopping centre, the more important the streets.

FIGURE 2.2 EXAMPLE OF A DISTRICT STRUCTURE PLAN



Source: Liveable Neighbourhoods 2000

The existing pattern of streets and distribution of commercial facilities in Melville is reminiscent of these planning principles. There are, therefore, opportunities to promote redevelopment to include the finer points of community design.

Proponents of the Community Design Codes are sceptical of the retail hierarchy contemplated by Metropolitan Centres Policy (2000) and of the amount of retail floor area generated by the application of the floorspace guidelines. They point out, quite rightly, that the inner suburbs of Perth (and many other cities) which are developed along the grid pattern, have much higher per capita shop floor area ratios than the guidelines, and most of it appears sustainable –more is said about this in Chapter 4.

Work on the commercial viability of the liveable neighbourhood concepts is still untested. A research paper commissioned by the Department for Planning and Infrastructure suggests that the 400 metre radius neighbourhood could only support a small amount of local shops - although the amount is not specified. At average gross population densities in the inner areas such neighbourhoods would have 1000-1300 people supporting about 500-700m². Twelve such neighbourhoods would support a District or 'Town Centre'. Again the size is not specified but based on average Melville gross urban population densities of 27 persons per hectare, the 16,000 – 17,000 people could support 6,000-7,000m² nla (based on Metropolitan Centres Policy (2000) guidelines).



This equates to a two-tier hierarchy of small Local Centres and small District Centres with no room for the large in-between Neighbourhood Centres of 3,000m² – 4,500m² nla currently popular with developers.

2.6 OTHER REPORTS

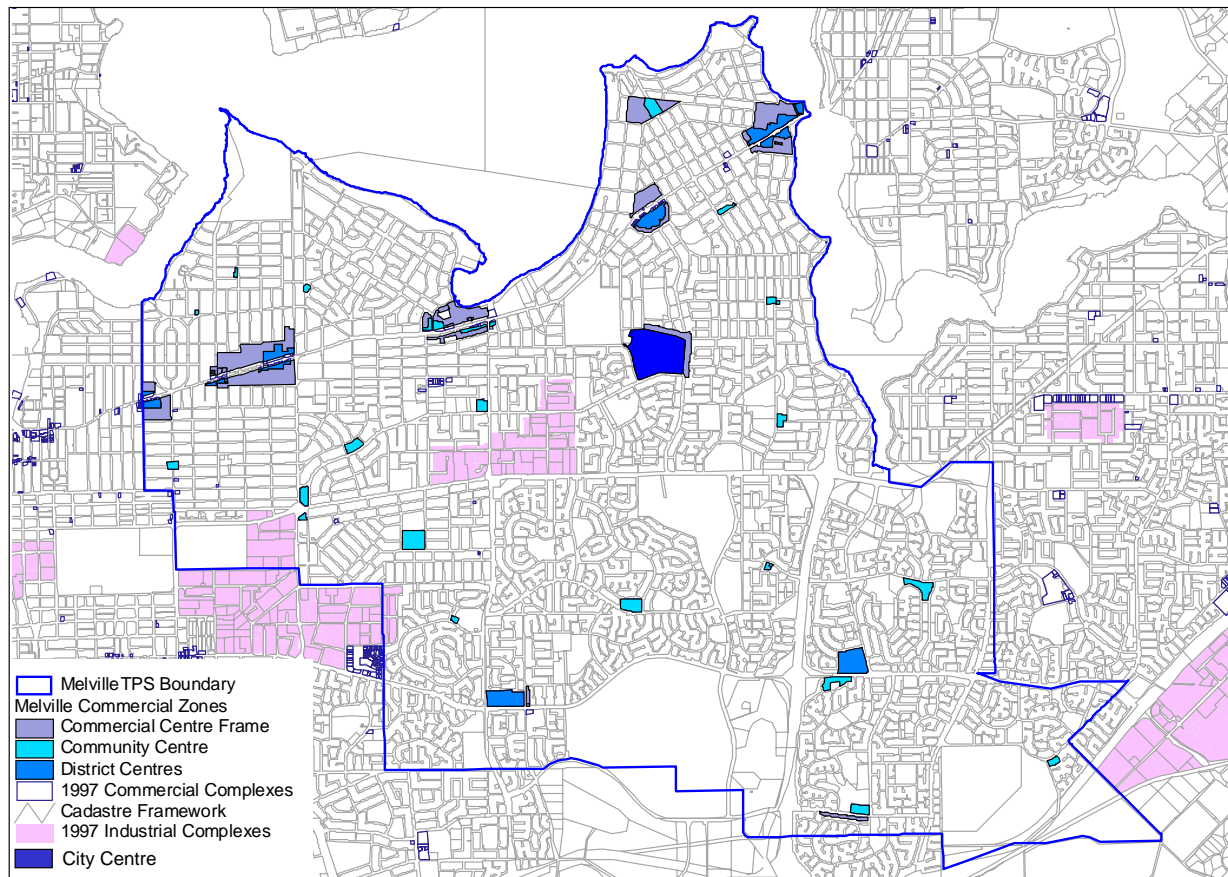
There are a number of reports that have a bearing on the Local Commercial Strategy. The main findings are discussed below.

CITY OF MELVILLE COMMUNITY PLANNING SCHEME No. 5

The City of Melville Community Planning Scheme No. 5 (1999) is based on Precincts rather than Zones. Development within the Precincts is controlled/guided by policies rather than the traditional Zoning Scheme although it does have a Scheme Map linked to a Use Class Table. The commercial precincts are shown in Figure 2.3 below and include:

- City Centre
- District Centre
- Commercial Centre Frame
- Community Centre
- Mixed Business
- Mixed Business Frame

FIGURE 2.3 CITY OF MELVILLE TPS 5 COMMERCIAL ZONES



Source: Department for Planning and Infrastructure and City of Melville



In the City of Melville Community Planning Scheme the use of the word 'Frame' relative to commercial and mixed business precincts must not be confused with the use of the word to describe the outer study area for this report. 'Frames' as used in the Scheme are intended to be transition areas between commercial (non-residential) development and living precincts. However each 'frame' may have specific polices appropriate to that location.

The two overarching objectives for the development of commerce in the City of Melville are:

- To encourage a variety of both retail convenience and comparison centres and office development within the City in locations appropriate to such activities.
- 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.

The Local Commercial Strategy is incorporated into the Community Planning Scheme by way of Clause 5.17 that reads:

To control retail activity within the Scheme area;

- the Council shall maintain a Local Commercial Strategy prepared in accordance with the Western Australian Planning Commission's Metropolitan Centres Policy guiding the retail capacity of centres within the Scheme area;*
- the Local Commercial Strategy provides policy guidance for the purposes of determining the use and development of retail centres within the Scheme area;*
- the Local Commercial Strategy may be amended by:*
 - preparation of a retail impact analysis of the affect of a proposal on all centres within the Scheme area;*
 - advertising of amendments in accordance with clause 9.6, including the placement of a notice in a newspaper circulating within the district and notification to the Western Australian Planning Commission of the intended changes;*
- all commercial centres of District level and above shall be capped to a maximum floorspace as provided for in the relevant precincts under Part 4 (of the Community Planning Scheme).*

The following caps (maximums) to retail floor space have been applied in the Community Planning Scheme:

| | |
|--------------------------------------|--------------------------|
| City Centre Precinct | 65,000m ² nla |
| Canning Bridge Centre (Precinct DC1) | 5,400m ² nla |
| Riseley Centre (Precinct DC2) | 11,300m ² nla |
| Melville Centre (Precinct DC3) | 12,000m ² nla |
| Petra Centre (Precinct DC4) | 9,200m ² nla |
| Kardinya Centre (Precinct DC5) | 20,000m ² nla |
| Bull Creek Centre (Precinct DC6) | 15,600m ² nla |



The uses within the centre are guided by the provisions of the Precinct Use Class Table under clause 7.5 of the Community Planning Scheme and also by 'Statements of Intent' for each centre Precinct.

City Centre (Garden City) Regional Centre

The Statement of Intent for the City Centre Precinct reads:

The commercial, administrative, civic, entertainment and cultural centre of the City of Melville. With any expansion of retail or office floor space Council may require an equivalent floor area of housing, entertainment and cultural uses, government services, or other public uses. The Council may prepare an overall development plan and urban design guidelines for the precinct.

District Centres

At the District Centre level Canning Bridge is recognised as unusual and is subject to a specific Statement of Intent, namely

Primarily retail shopping, tourist facilities, motel/hotel, offices and licensed premises, with residential use encouraged. Access to the car parking areas on Lots 1, 2 and 3 Canning Highway and Lot 6 Sleat Road over Lot 5 Sleat Road, shall be maintained at all times. The Council may prepare urban design guidelines for the precinct.

The maximum plot ratio for the Canning Bridge Precinct of between 1.55 and 1.0 is higher than the 0.6 that applies at the other District Centre Precincts.

The Statement of Intent for Riseley Centre recognises and seeks to preserve its 'Main Street' character. The Intent is:

Primarily retail shopping, boutiques, small-scale offices, restaurants and other commercial activities and residential use.

For the remaining five District Centres there is a general Statement of Intent to the effect that the centres are:

Primarily retail shopping but may include offices, other commercial activities and residential use.

All centres, with some exceptions for the City Centre, are governed by development requirements covering residential density coding (R Codes), Lot Area, plot ratios, setbacks, landscaping, building height, car parking, advertising and the amount of retail floorspace.

Neighbourhood and Local Centres

Community Centre Precincts in the City of Melville Community Planning Scheme are otherwise described as Neighbourhood and Local Centres in the Local Commercial Strategy and the Metropolitan Centres Policy (2000). Their locations are identified on the Scheme Map although they are not individually identified by name or precinct numbers as are the larger centres.

These centres have the similar development controls as the larger centres above, but a lower plot ratio of 0.3. Retail floorspace is to be generally in accordance with the Local Commercial Strategy. Limits for Hislop Road (maximum 2,760m² nla) and Applecross Village (maximum 4,000m² nla).



Mixed Business

Myaree, formerly an industrial area, is identified as a Mixed Business Precinct on the Scheme Map. The Statement of Intent for this Precinct is for:

'An Industrial Area in transition to commercial use in accordance with the Local Commercial Strategy, accommodating retail uses of a bulky nature. Some residential use may occur. The amenity of the area is to be up-graded and attention given to landscaping all new development.'

The issue for the Mixed Business areas is how much retailing is appropriate. The Scheme and the Local Commercial Strategy (which is reviewed in Chapter 3) are silent on this. In the Use Class table of the Scheme a 'Shop' and an 'Office' are "I" (Incidental) uses which is a 'use not permitted unless incidental to the predominant use as decided and approved by Council'. This does not give Council the authority to consent to a large and growing range of retail uses as revealed by the Department for Planning and Infrastructure Commercial and Industrial Surveys which are moving in to this area, and other similar Mixed Business and Industrial Zones.

However, restaurants, 'convenience stores' and showrooms are permitted uses.

Convenience store is defined in the Community Planning Scheme as

Any land and/or buildings used for the retail sale of convenience goods being those goods commonly sold in supermarkets, delicatessens and newsagents but including the sale of petrol and operated during hours which include but which may extend beyond normal trading hours and providing associated parking. The buildings associated with a convenience store shall not exceed 300 square metres gross leasable area.

Showrooms are defined as follows:

Any building or part of a building used or intended for use for the purpose of displaying or offering for sale by wholesale or retail, automotive spare parts, carpets, large electrical appliances, furniture, hardware or goods of a bulky nature, but does not include the sale by retail of foodstuffs, liquor or beverages, items of clothing or apparel, magazines, newspapers, books or paper products, china, glassware or domestic hardware, or items of personal adornment,

The reason for highlighting these definitions of what is and is not permitted in the Mixed Business Precinct, is to demonstrate in Chapter 5, that this precinct, and virtually all of the others with similar zoning restrictions in the inner and middle metropolitan area, are becoming de-facto shopping centres with retail floor areas in excess of most District Centres and small Regional Centres. It is happening because there is a shortage of shop floorspace within the formal shopping hierarchy in the inner and middle areas.

Offices

There is no identified office precinct in the City of Melville Community Planning Scheme. However offices are permitted uses in all commercial centres and the 'frame' area to the Myaree Mixed Business Zone. Offices, mainly small scale are also seen as appropriate uses in most of the 'frame' areas abutting commercial centres – but these are 'D' (Discretionary) uses subject to Council consent.



CITY OF MELVILLE PLANNING AND BUILDING POLICIES

In addition to the provisions of the Community Planning Scheme the City of Melville has a Policy Manual incorporating 50 Building and Planning Policies developed since 1992. Four of the Policies have a bearing on the Local Commercial Strategy.

Policy PB 40 – Canning Highway

This Policy is an extension of the Scheme Policy for Precinct DC1 and addresses streetscape, street lighting, and landscaping and related issues. It also addresses the interface between commercial and residential uses.

Policy PB 47 Car Parking (Non-Residential)

This policy addresses the need for Local Car Parking Strategies, hours of operation, cash in lieu, reciprocal parking arrangements, parking requirements for various non-residential uses and parking layout specifications.

Policy PB 48 Community Concept Plan (CCP)

This is a non-statutory policy document that indicates a vision for the long-term development of the district.

The CCP identifies existing and prospective commercial and employment areas. These include the City Centre (containing the Civic Centre and Garden City Shopping Centre). The District Centres, Myaree service commercial area, O'Connor light industrial area and Murdoch University.

The Plan recognises Myaree as an evolving mixed business activity centre, which the community regards as compatible with the adjoining residential areas.

The Plan also recognises the Murdoch University and adjoining land to the east across Murdoch Drive (including St John of God Hospital, the Fiona Stanley Hospital and the Fiona Stanley TOD etc) as a major employment centre. It is expected that employment will grow as the development opportunities identified in the University Masterplan and the conceptual plans for the Fiona Stanley Hospital and TOD are realised. The conservation value of the area is also recognised in the CCP by the twin designation of the area as conservation and employment. With the review of the CPS No 5, the CCP will be replaced by the Local Planning Strategy.

Policy PB49 Mixed Business Precinct Additional Development Requirements

This policy statement expands on and details the development requirements set out in Part 4.1.6 of the Community Planning Scheme for Myaree

Policy PB50 Mixed Business Frame Precinct Additional development Requirements

This policy statement expands on and details the development requirements set out in Part 4.1.7 of the Community Planning Scheme for the frame area abutting Myaree

CITY OF COCKBURN – DRAFT LOCAL COMMERCIAL STRATEGY

The draft Local Commercial Strategy for the City of Cockburn was completed by Shrapnel Urban Planning in February 2002. It was previously advertised and is still proceeding towards adoption without major modification.

Retail strategies in Cockburn may directly affect Melville and vice versa.



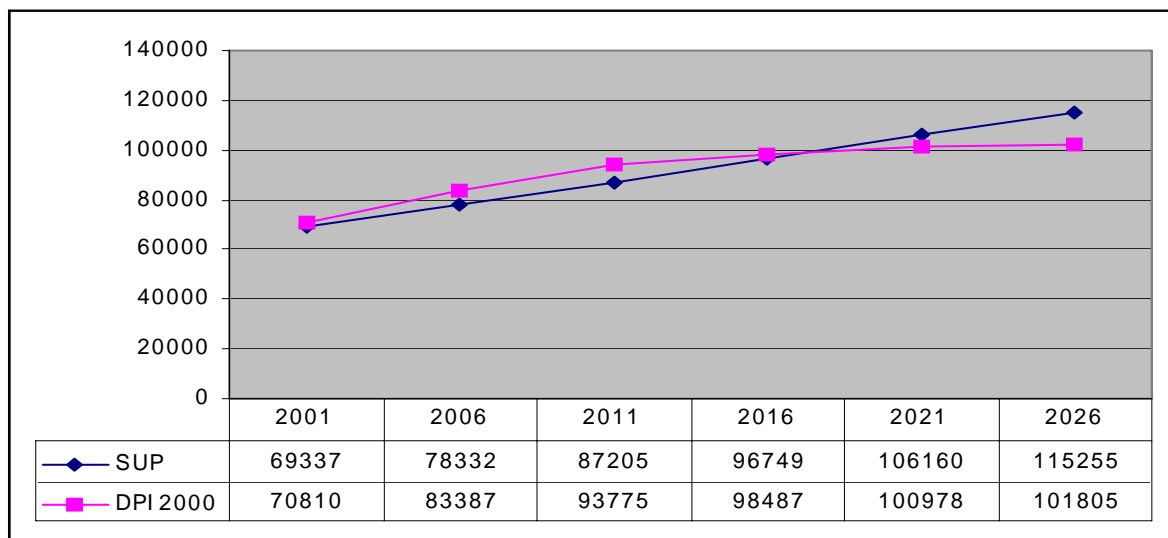
The methodology used in the Cockburn draft Local Commercial Strategy is similar to the approach adopted in this review. The basic measure of existing trade potential is existing and future population or some surrogate measure of it. Sometimes numbers of dwellings are used instead or household expenditures may be used because this form of data is more readily available. But these measures always have a direct correlation to population. People buy from shops - dwellings don't.

In the Cockburn Local Commercial Strategy population projections to the year 2026 have been made in five yearly intervals by Main Roads WA traffic zones. These are then used as a basis for calculating retail floorspace requirements based on the Metropolitan Centres Policy (2000) floorspace per capita guideline as indications of current and future over or under supply situations.

A retail model is also used to distribute existing and future trade potential using food and non-food spending potential among existing and proposed centres to assess their expansion potential and/or economic viability. There appears to be minor discrepancies between the population forecasts developed by Shrapnel Urban Planning and those produced by the Department for Planning and Infrastructure in this review. These are illustrated by the following **Figure 2.4** (below).

The graph above indicates that in the short to medium term for Cockburn the DPI projections are higher to 2016, but after that they show tapering growth below the SUP straight line projection. The difference at 2026 that the projections used in this review are about 13,450 below that used in 1993. While this discrepancy in one local authority may not change the outcomes for that one local authority, if the discrepancy represents a study area wide future growth scenario, then there may be significant differences between Shrapnel Urban Planning findings and those in this review.

FIGURE 2.4 DIFFERENCES IN THE POPULATION PROJECTIONS USED IN THE DRAFT COCKBURN LOCAL COMMERCIAL STRATEGY AND THIS STUDY



Notwithstanding that Shrapnel Urban Planning (SUP) projections were originally derived from older Department for Planning and Infrastructure projections based on the 1991 Census, Shrapnel Urban Planning is very experienced in updating such projections. It would be desirable to purchase new projections from the Department for Planning and Infrastructure derived from the 2001 Census once these become available to resolve the discrepancies.



Shrapnel Urban Planning identified an existing floorspace provision in the City of Cockburn of 67,990m² in 1991. At that time the floorspace requirement based on Metropolitan Centres Policy (2000) guidelines was 91,810m² – a shortfall of 23,820m². (Since 1991 the new Cockburn Central has reduced this). By 2026 the projected population multiplied by the floorspace guidelines in the Metropolitan Centres Policy (2000) resulted in a theoretical retail floorspace requirement of 177,493m². The recommended Strategy to meet this requirement was made up as follows

TABLE 2.2 FLOORSPACE REQUIREMENTS AND RECOMMENDED PROVISION IN THE DRAFT COCKBURN LOCAL COMMERCIAL STRATEGY

| | Required 2026 (m² nla) | Recommended 2026 (m² nla) | Difference (m² nla) |
|-----------------------|--|---|---|
| Regional | 70,306 | 50,000 | 20,306 |
| District | 46,102 | 28,000 | 18,102 |
| Neighbourhood & Local | 61,085 | 65,877 | -4,792 |
| Totals | 177,493 | 143,877 | 33,616 |

Source: Draft Cockburn Local Commercial Strategy Table 3 and Strategy Map

The recommended provision was based on the retail model which made allowance for a significant amount of escape trade, presumably to the relatively strong retailing centres to the north in Melville and Fremantle.

The recommendations in the draft Cockburn Local Commercial Strategy are considered to be logical and realistic even though it may turn out that the 2026 projections used for the calculations were optimistic.

CITY OF SOUTH PERTH DRAFT LOCAL COMMERCIAL STRATEGY

A preliminary draft Local Commercial Strategy was adopted the City of South Perth on 23 March 2004 and forwarded to the WAPC shortly after. No formal response has yet been received from the WAPC, but advice indicates that the Strategy is supported subject to the clarification of the future of the 'Telstra site' in Manning Road. The draft Strategy therefore has no official status at the time of writing.

The main features of the City of South Perth Local Commercial Strategy is the recognition that it lacks District and Regional shopping facilities and depends on surrounding local authorities for these facilities. The main proposal in the Strategy is to expand Karawara Village Green from about 5,500m² to 10,000m² as a minor District Centre by 2026. This proposal will not have an impact on retailing in Melville.

TOWN OF VICTORIA PARK LOCAL COMMERCIAL STRATEGY (ONGOING 2002)

The Town of Victoria Park undertook a new Local Commercial Strategy in 2002. A preliminary draft has been completed but has no official status at the time of writing. The main issues in Victoria Park are proposals for retailing along Albany Highway. Modelling suggests there is an over-provision of floor area in Victoria Park relative to the needs of the local community and those of the adjoining local authorities in Melville, Belmont and Canning. Much of the floor area is old, the historical legacy of times when Albany Highway was the main route connecting Perth to Albany.

The retail structure in Victoria Park also serves much of South Perth but is unlikely to have any significant influence in Melville.



This Strategy may be reviewed as part of the Council's proposed Local Planning Strategy.

CITY OF CANNING LOCAL COMMERCIAL STRATEGY (JANUARY 1996)

The City of Canning Local Commercial Strategy was endorsed by the Western Australian Planning Commission on 8 December 1995 and by the Council on 16 January 1996. The main recommendations, as they affect Melville were:

- Carousel Centre be expanded from 51,700m² to 73,000m², notwithstanding that the modelling indicated a trade potential of only 52,200m² by 2011. This expansion has recently occurred. Being a major Strategic Regional Centre this expansion will impact the Melville City Centre by 2026 – although from observation the impact to date has been negligible.
- Expansion of the Bentley La Plaza District centre from 12,240m² to 13,000m². The Strategy noted that La Plaza had adequate land on-site and adjoining lots fronting Albany Highway for significant expansion beyond 13,000m². Expansion beyond 13,000m² would not be supported unless it could be demonstrated that such expansion would not unduly impact on other existing or planned centres in the vicinity. Limited expansion at La Plaza would not impact on any centres in Melville.
- The Chapman Road Neighbourhood Centre is proposed to be increased from 1100m² to 2,300m². It will not affect Melville.
- Other recommendations for District centres further afield and for Neighbourhood and Local Centres are not likely to impact Melville.

This Strategy is currently under review as part of the preparation of a Local Planning Strategy. Working papers have been prepared however a draft has not yet been submitted to the Council. Verbal advice envisages that a submission may be with the WAPC by the end of 2006.