



## CHAPTER 3 OVERVIEW OF THE CURRENT ENDORSED COMMERCIAL CENTRES STRATEGY (1993)

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### 3.1 CONTEXT

The City of Melville commissioned the preparation of a Commercial Centres Strategy in January 1993. It was undertaken by Shrapnel Urban Planning. The final Strategy was endorsed by the Western Australian Planning Commission in September 1993 and adopted by the Council as Scheme policy in October 1993. The Commercial Centres Strategy has been used by Council to guide commercial development in the City since then.

The review was prompted by the requirement by the Western Australian Planning Commission that Local Commercial Strategies be prepared as part of any Town Planning Scheme review. At the time the City of Melville was reviewing its Town Planning Scheme No. 3 which had been gazetted in March 1985.

At the time there was also the considerable pressure for expansion of a number of District Centres and Garden City. Town Planning Scheme No. 3 had divided the City into precincts among which were the City Centre Precinct and eight District Centre Precincts.

The City Centre Precinct covered the whole of Garden City civic and commercial complex. The policies sought to provide coordinated and planned development of the precinct. An upper limit of 50,200m<sup>2</sup> was placed on retail floor space and 21,000m<sup>2</sup> on commercial office floorspace.

Each of the eight District Centre precincts had specific policy statements. In general the policies sought to provide coordinated and planned development within each precinct and encourage increased residential density in the precinct. It was apparent that the designation of District Centre in Town Planning Scheme No. 3 was not related only to retail floorspace, which in some cases was quite small, but more as a concentration of activities, retail and residential at the district scale. The policies set up retail floor area limits for each of the District Centres. **Table 3.1** shows the designated floorspace for each centre.

**TABLE 3.1 DESIGNATED DISTRICT CENTRES IN TOWN PLANNING SCHEME NO. 3 (1985)**

Centre	Retail Floorspace (m <sup>2</sup> )
Canning Bridge	7,415
Riseley Centre	8,130
Applecross Village	3,690
Hislop Centre	4,000
Melville Centre	11,200
Petra Centre	7,583
Kardinya Park	14,653
Bull Creek	14,558
<b>Totals</b>	<b>71,229</b>

*Source:* Local Commercial Strategy (1993)

Shrapnel Urban Planning noted that at the time of his study the policies in Town Planning Scheme No. 3 had been quite successful in restricting the size of the retail component on the



above centres, but had failed to attract the desired mix of higher density residential development.

At the time of the 1993 Local Commercial Strategy Shrapnel Urban Planning noted that the City of Melville had 24 Neighbourhood Centres of which 5 had more than 3,000m<sup>2</sup>, seven were between 3,000m<sup>2</sup> and 1,000m<sup>2</sup> and twelve were less than 1,000m<sup>2</sup>.

An issue at the time was the extent to which retail uses were penetrating Myaree Light Industrial Zone in contradiction to the policies in Town Planning Scheme No. 3. At the time the area was zoned 'Industrial 2' along the highways which permitted showrooms with shops only permitted as an 'incidental' use. In the 'Industrial 1' zoning behind shops were not permitted. Shrapnel Urban Planning noted that retailing had proliferated in Myaree and that clearly the intentions of Town Planning Scheme No. 3 had not been met.

The database for the 1993 Local Commercial Strategy was population projections by local authority by DPUD 1986 – 2006 based on the 1986 Census but qualified with the 1991 population Census. We will discuss these projections in the next Chapter.

Commercial data was based on the 1990 Commercial and Industrial Surveys by the (then) Department of Planning and Urban Development, now the Department for Planning and Infrastructure. Some of this data was apparently updated to 1991 but not sourced.

### 3.2 DATA ON EXISTING SHOPPING USED IN THE 1993 LOCAL COMMERCIAL STRATEGY

At the time of the 1993 Local Commercial Strategy Shrapnel Urban Planning noted that virtually all the commercial activity in Melville took place in the Commercial centres. However, there appear to be some discrepancies between the floor areas identified by Shrapnel Urban Planning and those in the 1990 Commercial Survey. This may be through updating or differences in centre (area) definition. The retail floorspace differences are compared in the following **Table 3.2**.

**TABLE 3.2 EXISTING RETAIL FLOORSPACE IN MELVILLE CENTRES IN 1991**  
as used in the Local Commercial Strategy Compared to the 1990  
Commercial Survey (as shown in the 1990 & 2000 Data Books)

Centre Category	1 Retail Floor Space (1991) SUP	2 Commercial and Industrial Survey 1990	3 Commercial Survey 1990	Difference Columns 1 & 3
Regional	50,152	46,901	46,251	3,901
District Centres	62,745	52,184	52,762	9,983
N'hood > 3000m <sup>2</sup>	19,259	14,200	10,094	9,165
N'hood 1000 – 3000m <sup>2</sup>	11,534	19,481	16,176	-4,642
Local < 1000m <sup>2</sup>	5,738	5854	6,477	-739
Mixed Business (Myaree & O'Connor)	20,016	13,838	13,838	6,178
<b>Total Retail nla in Melville</b>	<b>169,444</b>	<b>152,344</b>	<b>145,598</b>	<b>23,846</b>

**Sources:** Shrapnel Urban Planning Local Commercial Strategy 1993 (Table 2) and Department for Planning and Infrastructure Commercial Survey Summary Table (2000)

**Note:** Canning Bridge Centre has been included in the N'hood Centres > 3,000m<sup>2</sup> for comparison purposes.



There is no definition of what is included as retail floor space in the 1993 Local Commercial Strategy other than it is nla (net leasable area). Presumably it is related to the same categories of shops listed in the Metropolitan Centres Policy (1991)

While there might have been some increase in floor area between 1990 and 1997, the data ascribed to Table 3.2 of the Local Commercial Strategy (1993) show the differences are significant and difficult to explain in the context of the 1990 and 1997 Commercial surveys by Department for Planning and Infrastructure. In 1993 the total retail floorspace is shown as falling to 130,012m<sup>2</sup>.

These discrepancies highlight the difficulty of getting consistency in statistics used for policy purposes and what they mean. If the later statistics are correct, or more correct, for Metropolitan Centres Policy (2000) purposes than those used in the Local Commercial Strategy, they show that the 1993 Local Commercial Strategy estimated there was 23,846m<sup>2</sup> of retail floor area (14%) more than there actually was.

This, in turn would mean, the strategy would identify that 23,846m<sup>2</sup> (14%) less retail floor area is required by 2006. The ratios are not as direct as implied above, but it indicates that the way in which statistics are derived and used can have significant consequences for the outcomes or recommendations.

An analysis of office space in 1993 Local Commercial Strategy was based on 'average' estimates of floor areas derived from the number of offices, presumably counted as part of the Local Commercial Strategy and the number counted in the 1990 Commercial and Industrial Survey. These are also compared to actual figures in the published Commercial and Industrial Surveys.

**TABLE 3.3 EXISTING OFFICE FLOORSPACE IN MELVILLE CENTRES**  
as used in the Local Commercial Strategy Compared to the 1990  
Commercial Survey (as shown in the 1990 & 2000 Data Books)

Centre	1 Retail Floor Space (1990) SUP	2 Commercial and Industrial Survey 1997	3 Commercial Survey 2002	Difference Columns 1 & 3
Garden City	8,258	15,656	17,821	9,563
Canning Bridge	27,120	16,681	16,681	-10,439
Riseley Centre	6,544	5,801	5,801	-743
Melville Centre	1,440	1,051	1,051	-389
Petra Centre	386	1,493	1,493	1,107
Kardinya Park	475	2,304	2,304	1,829
Bull Creek	190	857	857	667
<b>TOTALS</b>	<b>44,413</b>	<b>43,845</b>	<b>46,011</b>	<b>1,595</b>

**Sources:** Shrapnel Urban Planning Local Commercial Strategy 1993 (Table 4) and Department for Planning and Infrastructure Commercial Survey Summary Table (2002)

From **Table 3.3** it can be seen that there is a significant underestimation of office space at Garden City and overestimation at Canning Bridge. The underestimations at Petra Centre, Kardinya Park and Bullcreek are also proportionally large. The overestimation at Canning Bridge may have been to take account of new offices not yet occupied. However, the 1993 Commercial Survey identified a loss to 14,975m<sup>2</sup> but then an increase to 19,774 by 1997. Even allowing for vacancies the difference between 19,000m<sup>2</sup> and 27,000m<sup>2</sup> is difficult to reconcile.



### 3.3 ESTIMATION OF FUTURE RETAIL REQUIREMENTS IN THE LOCAL COMMERCIAL STRATEGY 1993

The target year (time horizon) for the 1993 Local Commercial Strategy was the year 2006. The methodology used was to multiply the projected population growth for 2006 by the per capita retail floor area ratios in the Metropolitan Centres Policy (1991) to calculate how much retail floor area would be required for each level of the shopping centre hierarchy at 2006. An example of the calculation using the per capita ratios used is provided in **Table 3.4**.

**TABLE 3.4 LOCAL COMMERCIAL STRATEGY 1993 CALCULATED RETAIL FLOORSACE REQUIREMENTS FOR MELVILLE 1991 & 2006 (nla)**

Area	Per Capita Ratio	1991 Population 84,822	2006 Population 101,000	Change + 16,178
Melville	Regional = 0.61m <sup>2</sup>	51,741	61,610	+ 9,869
Core	District = 0.40m <sup>2</sup>	33,929	40,400	+ 6,471
Study	N'hood = 0.53m <sup>2</sup>	44,956	53,530	+ 8,754
Area	<b>Totals</b>	<b>130,626</b>	<b>155,540</b>	<b>+24,914</b>

*Source:* Local Commercial Strategy (1993) Table 7

In Table 3.4 the population at each period is multiplied by the per capita ratios for each level of the suburban shopping hierarchy to calculate the retail floorspace requirements.

The same process was done for the 'Frame' study area using the 'Frame' population projections multiplied by the respective per capita ratios to calculate the floor area requirements of the 'Frame'.

These requirements were then compared with the amount of existing floor area both in Melville and the 'Frame'. Future planned expansions were also deducted from the 'growth budget' at 2006.

The retail gravity model then distributed uncommitted growth potential between the centres. The model found that some district level floorspace would be attracted from the Frame into Melville which would allow for the expansion of the Kardinya District Centre, notwithstanding that there was a considerable oversupply already existing in Melville relative to the recommended per capita ratios.

This allocation was the basis of the recommendations in the 1993 Strategy.

### 3.4 SUMMARY OF THE STRATEGY (1993)

The main objective of the Strategy was to give effect to the Metropolitan Centres Policy (1991) which was:

- To establish an appropriate hierarchy of centres.
- To ensure that centres were attractive, readily accessible and provide a wide range of functions including retail, office development, recreation and other community services.
- To encourage more even employment distribution and promote increased use of public transport'.
- To control the spread of commercial development in the inner suburbs.
- To control and contain commercial ribbon development and the intrusion of retail and other non-industrial commercial uses into industrial areas.



- To promote sustainable urban development.
- To streamline the planning approval process

In response to these objectives the following recommendations were made:

### **Garden City**

It was recommended that the retail component of Garden City be expanded from 50,200m<sup>2</sup> nla existing in 1990 to 60,000m<sup>2</sup> nla by 2006. Although the retail model showed expansion potential above this, it was not recommended because of site restrictions, traffic implications, impact on other centres in Melville and the potential to undermine the 'Strategic Regional' status of Fremantle and Carousel.

Diversification and expansion of non-retail such as offices and recreation (such as a cinema complex) was recommended. However any expansion, including retail, should only be allowed if it was based on an approved comprehensive development plan which included improvements of:

- Pedestrian movements within the car parks.
- The legibility of the centre as a whole.
- The aspect of the centre as experienced from the residential properties on the north side of Almondbury Road.

## **DISTRICT CENTRES**

### **Canning Bridge**

Expansion of Canning Bridge as an office area was seen as compatible with the Metropolitan Centres Policy (1991). Additional local convenience retail floorspace (amount unspecified) was also considered desirable. All new development should accord with an approved centre plan which addressed (among other issues):

- Bisection by heavy traffic.
- The need for more public car parking.
- Legibility of the centre as a whole.
- Landscape and Urban Design.
- Interface with its residential surrounds and other aspects of residential amenity.

### **Riseley Centre**

No retail expansion was recommended but redevelopment or expansions of the Centre's significant office functions were considered favourable.

### **Melville Centre**

No retail expansion was recommended. The fragmented groupings of two nodes of retail/commercial activities that comprise the centre were recognised as problematic. It recommended that the secondary node to the west of the main centre (along Canning Highway) be phased out or somehow rationalised by way of a comprehensive centre plan involving all the owners in the centre.

### **Petra Centre**

No increase in retail floor area was recommended. An improvement to the existing parking layouts and visual amenity of the fragmented centre by way of a (fairly simple) centre plan was recommended.



### **Kardinya Park**

This is the only District Centre where expansion was recommended subject to a comprehensive development plan – from 16,555m<sup>2</sup> nla (existing at 1991) to 20,000. The 3,500m<sup>2</sup> (approx) of additional retail floorspace potential mostly came from Cockburn to the south of the centre.

### **Bull Creek**

No changes were recommended.

## **NEIGHBOURHOOD AND LOCAL CENTRES**

Retail modelling identified about 7,500m<sup>2</sup> of additional retail floorspace potential that would be generated by 2006. While the Strategy identified locations of existing centres with the best potential for expansion it did recognise site and other constraints at almost all of them. It recommended therefore that redevelopment and expansion of neighbourhood and local centres should be approved opportunistically.

## **MIXED BUSINESS – MYAREE INDUSTRIAL AREA**

Despite the Strategy objective derived from the Metropolitan Centres Policy (1991) that the intrusion of retail and other commercial uses into industrial areas should be contained and controlled, the Strategy recommended that Myaree be recognised as a major mixed business activity centre with a major retail component.

However, it did recommend that retail uses more appropriately located in shopping centres be phased out. Myaree should be subject to a development plan that rationalised land use and parking and created a sense of place through landscaping and the control of building form.

## **3.5 CONCLUSIONS**

We consider the 1993 Local Commercial Strategy to have been one of the most successful Local Commercial Strategies by 2026 in the Perth Metropolitan Region. In one way it was too successful in that not only have most of its recommendations been implemented they have been surpassed.

Most of the work in the 1993 Commercial Centres Strategy is still relevant, much of which we will carry over into our recommended Strategy in Chapter 7 of this report.