UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

Ward	:	Applecross – Mount Pleasant
Category	:	Strategic
Application Number	:	Not Applicable
Property	:	Not Applicable
Proposal	:	Response to Council Resolution
Applicant	:	Not Applicable
Owner	:	City of Melville
Disclosure of any Interest	:	No Officer involved in the preparation of this report has a declarable interest in this matter.
Previous Items	:	Item P20/3867 – Submissions Report – Ground Lease Redevelopment Proposal 13 The Esplanade and 64 Kishorn Road, Mt Pleasant – Ordinary Meeting of Council held on 29 September 2020 Item M22/5890 – Ground Lease Redevelopment Agreement 13 The Esplanade and 64 Kishorn Road, Mt Pleasant – Ordinary Meeting of Council held 15 February 2022. Item M22/5895 – Motions Carried at the General Meeting of Electors Held 2 February 2022 – Ordinary Meeting of Council held 15 March 2022 Item 16.1 Motion with Notice Mount Pleasant Senior Citizens Site Being Public Open Green Space – Ordinary Meeting of Council held 15 March 2022 Item 18.1 Confidential Item M22/5890 Ground Lease Redevelopment Agreement 13 The Esplanade and 64 Kishorn Road, Mt Pleasant – Alternate Motion - Ordinary Meeting of Council held on 19 April 2022 Item 12.1 - Petition – Rezone 13 The Esplanade/ 67 Kishorn Road, Mount Pleasant to Public Open Space – Ordinary Meeting of Council held 21 June 2022 Item UP22/3933 – 13 The Esplanade /64 Kishorn Road, Mount Pleasant Future Options Report – Ordinary Meeting of Council held 19 July 2022. (Deferred) Item UP22/3993 – 13 The Esplanade /64 Kishorn Road, Mount Pleasant Future Options Report – Ordinary Meeting of Council held 18 October 2022. Item UP23/4021 Holding Item for Noting at the Ordinary Meeting of Council held March 2023.
Responsible Officer	:	Gavin Ponton Acting Director Urban Planning

UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

AUTHORITY / DISCRETION

		DEFINITION
☐	Advocacy	*When the Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	**Executive**	***The substantial direction setting and oversight role of the Council. e.g. adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.***
☐	Legislative	*Includes adopting local laws, town planning schemes & policies.*
☐	Review	*When the Council operates as a review authority on decisions made by Officers for appeal purposes.*
☐	Quasi-Judicial	*When the Council determines an application/matter that directly affects a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licences, applications for other permits/licences (e.g. under Health Act, Dog Act or Local Laws) and other decisions that may be appealable to the State Administrative Tribunal.*
☐	Information	*For the Council/Committee to note.*

KEY ISSUES / SUMMARY

- The Council at its Ordinary Meeting of the Council held on 15 March 2022 resolved to direct the CEO to prepare a report on 13 The Esplanade/64 Kishorn Road, Mount Pleasant in response to the notion of using the site for Public Open Space (POS).
- The resolution requested a number of options be considered and reported back to July 2022 Ordinary Meeting of Council.
- At the July meeting the item was deferred until the 18 October 2022 Council Meeting.
- The October 2022 report considered future options for the site including returning the former Canning Bridge Senior Citizens site to community use, including POS; sale of the site; identification of appropriate locations for POS in the wider Canning Bridge area; possible future uses for the site including commercial uses; and how and when public consultation for uses or selling of the site is appropriate.
- The October 2022 report highlighted the potential for the site to generate substantial revenue either through sale or leasing options. The limitations for the use of the site for POS were also highlighted. The report noted the need to hold off on decisions regarding the future of the site until the completion of the Canning Bridge Activity Centre (CBACP) review process.
- At the October 2022 meeting the Council resolved to note the key principles in the Officers report and to direct the Chief Executive Officer to undertake further investigations into open space options and opportunities at Canning Bridge. Investigations were to extend to the City landholding at Moreau Mews.

- Additional POS opportunities and investigations have now been undertaken. Additional investigations focused on POS needs in the precinct, mechanisms to deliver additional open space and a case study of options for the City's Moreau Mews site. Findings of these investigations were presented to Council via an Elected Member Engagement Session on 4 April 2023.
- Key findings with respect to the additional investigations on open space are:
    - Immediate open space needs can be met with a program of streetscape and public space enhancements.
    - Longer term needs can be met through provision of additional open space through funding mechanisms including contributions from developers, rate revenue and revenue form Council owned land.
    - Revenue from Council owned land has a key role in contributing to ongoing funding mechanisms aimed at acquiring additional open space.
    - Council owned land may present an opportunity to satisfy both an initial response to POS needs and ongoing revenue generation to fund new acquisitions through partial development of sites for open space.
    - Revenue from Council owned sites is an integral part of funding mechanisms to improve overall POS outcomes in the precinct.
- Council is requested to note the results of the additional investigations and to have regard to the findings when considering its recommendations on the review of the Canning Bridge Activity Centre Plan (CBACP).
- The additional investigations and previous examination of POS at the Canning Bridge Activity Centre (CBAC) now inform the following Officer recommendations:
    - The Moreau Mews site be acknowledged as having potential to provide both a POS and revenue generation function.
    - The Esplanade site not be designated for POS, noting its poor suitability for that purpose and potential role to fund more suitable POS options.
    - Petitioners seeking conversion of The Esplanade site to POS be advised of the above conclusions.

BACKGROUND

Previous items relating to the provision of open space in the Canning Bridge Activity Centre Plan (CBACP) area are listed above. The site at 13 The Esplanade/64 Kishorn Road has also been subject to Council resolutions with respect to its designation as a strategic land asset and progression for consideration for revenue generation via a long-term ground lease proposal.

More recently the focus of The Esplanade site and other City owned landholdings in the CBACP has moved towards exploring their use for public open space (POS). Key Council resolutions in this regard are repeated below:

UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

March 2022

Council at its meeting of 15 March 2022 resolved as follows:

That:

1. *The mover be thanked for their interest in the provision of public open space in the Canning Bridge Precinct and that Motion 3 carried at the General Meeting of Electors held 2 February 2022, relating to the rezoning of the City's landholdings in Moreau Mews and Kishorn Road Applecross, is noted however, any decisions with respect to the setting aside of the City's land the subject of the motion will be deferred until such time as the Canning Bridge Activity Centre Plan review and public open space needs of the Canning Bridge Precinct has been completed.*

2. *The Council*

    A. *Note that the upcoming advertising of the revised draft Canning Bridge Activity Centre Plan presents the preferred opportunity to receive community feedback on the future of the Kishorn Road/Moreau Mews land.*
    B. *Direct the CEO to prepare additional content and detail to be available in conjunction with the advertising of the Canning Bridge Activity Centre Plan with respect to:*
        i. *Concepts for a town square/urban park in the vicinity of the Kishorn Road/Moreau Mews land.*
        ii. *Details of mechanisms to achieve the acquisition of additional open space in Canning Bridge including enhancement of community benefit provisions and developer contribution schemes.*

October 2022

At the Ordinary Meeting of Council held 18 October 2022, the Council considered a comprehensive report on options for the land at 13 The Esplanade/64 Kishorn Road. Information in the October 2022 report should be considered in conjunction with this item and accordingly the October 2022 report is attached:

Attachment 1 – Item UP22/3933 October 2022

In response to the report Council resolved as follows:

1. *Notes the Officer's Report has responded to the instructions stemming from Council Resolution Item 16.1 Motion with Notice – Mount Pleasant Senior Citizens Site Being Public Open Space - at the Ordinary Meeting of Council held 15 March 2022.*
2. *Notes and carefully considers the options analysis for the site detailed in the Report, including the future long term financial implications for the City and its ratepayers in relation to each option for the site; and*
3. *Notes that the Officer's advice is that Council should only consider implementing a change of use for the site to Public Open Space (POS) or Community use, after the CBACP Review has been completed and the recommendations from that Review have been adopted by the Council.*

4. *Notes that in accordance with point 3 above, a response to the petitions received regarding the future of the former Mount Pleasant Senior Citizens site be held over to the March 2023 Ordinary Meeting of Council.*
5. *Acknowledges its commitment to provide additional public open space in the CBACP following the conclusion of the CBACP review process.*
6. *That identified sites are subject to environmental assessment.*
7. *Directs the Chief Executive Officer to continue investigations into appropriate locations for public open space in the CBACP, with the findings of such investigations to be presented to Elected Members before the end of March 2023.*

The multi signature letter that the City received (relating to point 4 of the above resolution) related to the future use of this property stated and requested that:

> *The Canning Bridge precinct is devoid of green space and with its proximity to high traffic volume (Freeway and Canning Hwy), causes an increase in air pollution. The population in this area is rapidly increasing and there will be a greater need for people to have somewhere to socialise nearby. The closest park is on the comer of Clive/Ogilvie Streets (800 metres away) and Deep Water Point (1.4 kms).*
>
> *The Petitioners therefore request that 13 The Esplanade/64 Kishon Rd Mount Pleasant be turned into green space incorporating tree planting.*

This report responds to parts 3, 4 and 7 of the above resolution with respect to the land at 13 The Esplanade/64 Kishon Rd Mount Pleasant (The Esplanade site). The further information also responds to the March 2022 Council resolution regarding the Kishorn Road/Moreau Mews land (the Moreau Mews site). It is noted that due to time constraints the matter is presented to Council in April, rather than March 2023. (Item UP23/4021 refers).

DETAILS/COMMENT

Additional investigations sought by Council resolution with respect to POS in the CBAC have been undertaken. This work includes studies by an external consultancy examining:

- POS needs in the CBAC precinct.
- Mechanisms and options with respect to meeting POS needs; and
- Case study of options for the City's land at Moreau Mews.

Results of this work were presented to Council at an Elected Members Engagement Session on Tuesday, 4 April 2023 and are attached:

Attachment 2 – Strategic Analysis of Public Open Space at Canning Bridge Activity Centre

These findings are to be considered in conjunction with the conclusions of the Options Report presented to Council in October 2022. Together the findings are intended to inform a Council position on:

- the future use of the Moreau Mews site and The Esplanade site
- response to the petition referred to in the 18 October 2022 item to Council
- designation of these sites under the review of the CBACP.

The results of these investigations undertaken by the external consultant are summarised below:

Phase 1: Public Open Space Analysis

Investigations indicate availability of a range of open space options in the CBACP. Existing foreshore parks and open space outside of the precinct provided POS access for residents and visitors. With growth in the precinct analysis highlighted need for additional open space. Based on "green field" standards the precinct demands one neighbourhood public open space (1-5ha) and five local public open space (0.4-1ha) by approximately 2051. Having regard to existing open space outside of the CBACP (but within 800 metres) the demand reduces to one local POS (0.4-1ha).

Investigations also examined the opportunity presented by the City owned landholdings to respond to POS needs and catchments. Whilst the Moreau Mews land is well located in terms of catchment needs, The Esplanade site provides a lesser role given that POS needs in that location are already met by existing open space.

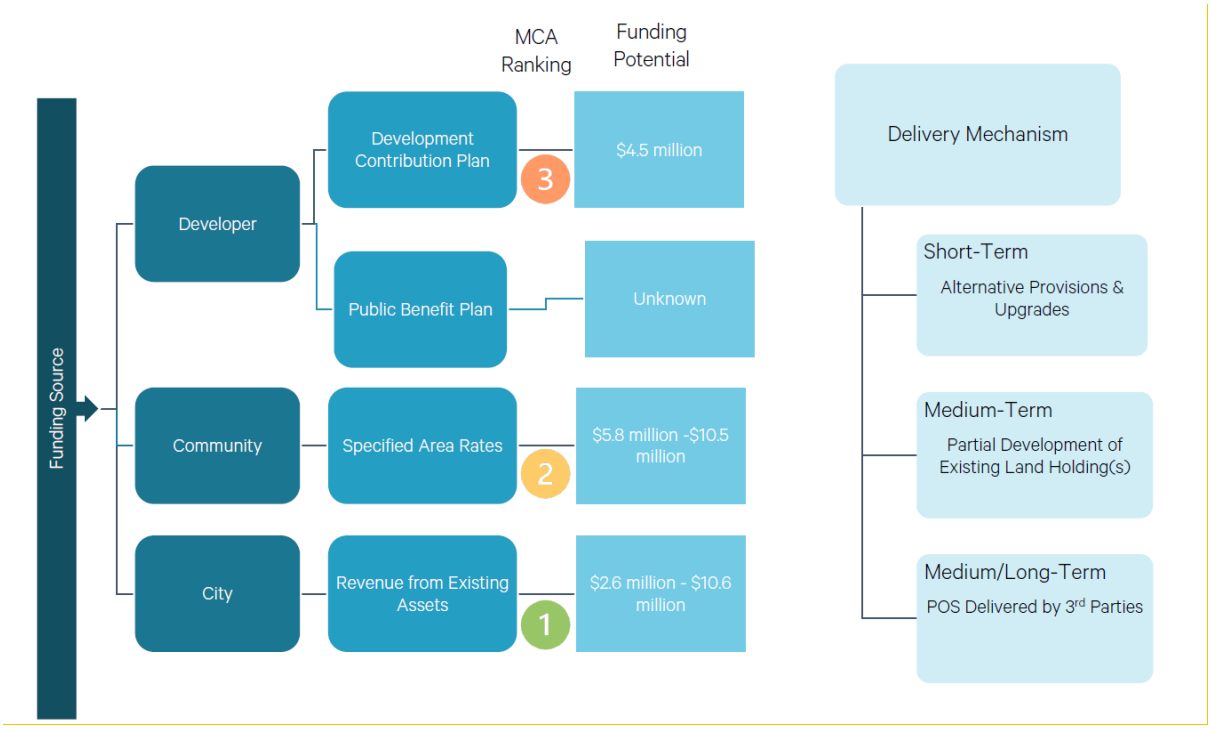
In summary, the needs analysis concluded that immediate POS requirements are able to be predominantly met through general public realm enhancement and streetscape upgrades. Need for additional open space, potentially north of Canning Highway was noted in response to forecast growth in the precinct.

Phase 2: Public Open Space –Funding Mechanisms

This work highlights that that there are a range of options to provide for additional open space within the CBACP area. These options include rate revenue, revenue from City land holdings and various mechanisms involving developer contributions:

- Developer Contribution Plan (DCP).
- Voluntary Contributions (Community Benefit Plan - CBP).
- Specified Area Rates (SAR); and
- revenue from Existing City Assets.

Funding options and potential POS delivery mechanisms stemming from the consultant's report are summarized below:



Investigations noted that given land costs in the CBAC, a range of funding sources would be required to ensure pooling of sufficient funds to acquire additional POS. Revenue from Council owned sites in the form of sale or ground lease (of all or part of the site) would be an integral part of any funding mechanism. Conversion of these site to POS, whilst providing a short-term POS benefit, would diminish the ability to fund further acquisitions in the medium to long term. Revenue from the Council land (all or part of the sites) would also be available to fund goods and services across the City on an ongoing basis.

Phase 3: Opportunities for Moreau Mews Applecross

Investigations included a case study of the role and opportunities of the City's Moreau Mews landholding with regard to POS. The land is purposed under the City's Land Strategy as an investment property with significant potential to deliver an ongoing revenue stream to reduce reliance on rates and to fund goods and services for ratepayers across the City.

In the first instance, investigations noted the size of this landholding (4,057sqm) and the ability for a substantial urban park to be provided on portion the site. Several comparisons including Central Park, William Street Perth, and the Northbridge Piazza on James Steet (being 2,500sqm and 1,700sqm respectively) highlighted the ability to use part of the site to effectively respond to POS needs whilst retaining the reminder for community purposes and revenue potential. It was further noted that the option of partial conversion of the site to POS also provided opportunity to better activate the space involving designs with cafés or community use spilling out into the public park.

Analysis included review of revenue potential under the scenario of either selling or ground leasing portion of the site. The table below demonstrates estimated revenue for ground leasing of different proportions of the site. (Potential revenue is based on conservative "book value" of the land as opposed to market value, accordingly revenue potential may be underestimated.)

Key observations are that the Moreau Mews site has the potential to satisfy both a short term public open space needs and an ongoing revenue stream for the City. The case study demonstrates that retention of portion of the Council land for revenue generation whilst developing a sizeable urban park on the remainder can achieve both:

- An immediate addition of functional public open space and community uses into the precinct; and
- Significant revenue streams which can support ratepayers and facilitate a longer-term program to fund additional open space acquisition in the precinct.

Importantly, it is noted that the revenue generated from the portion of the Moreau Mews site will be integral to wider suite of mechanisms to fund the acquisition of additional open space in the medium to longer term. Whilst in this example, conversion of all the Moreau Mews site to a park may provide a short-term POS benefit, in the longer term, the loss of the ongoing revenue opportunity is likely to result in a less desirable open space outcome for the wider precinct.

Revenue potential for various development options for the site are summarised below:

	Development Area	**Potential Revenue per sqm** ***(based on land value of $3500 psqm & a ground lease rate of 5.5%)***	**Approximate Income over 49 Year period (2023 dollars, no inflationary discount)**
Option 1 25% POS 75% Development	3,042.75m²	$585,729	$28.7M
Option 2 33% POS 67% Development	2,718.19m²	$523,251	$25.6M
Option 3 50% POS 50% Development	2,028.50m²	$390,486	$19.1M
Option 4 67% POS 33% Development	1,338.81m²	$257,720	$12.6M
Option 5 75% POS 25% Development	1,014.25m²	$195,243	$9.6M

Key observations from the POS investigations are summarized below:

- Indication that the precinct has reasonable access to POS noting foreshore parks, pocket parks and POS outside of the CBAC.
- Ongoing growth in the precinct will trigger demand for additional open space.
- A range of options exist to achieve additional open space ranging from public realm enhancements through to creation/acquisition of new parks. The review of the CBACP has provided for further application and implementation of these funding options.
- Options to fund additional POS include the rates system, contributions from developers, revenue from City land or conversion of City land.
- Given land values in the precinct, acquisition programs are likely to need to rely on multiple funding options. Revenue from City owned sites is important part of the funding mechanisms and would assist in achieving improved open space outcomes.

Specific conclusions for the Moreau Mews site and The Esplanade are summarized below:

The Esplanade Site:

- Conversion of the site to parkland would provide amenity to the locality, although the size, shape orientation and limited street frontage are not well suited to open space.
- Demand analysis indicates that given its proximity to existing open space, the conversion of the site to POS would not significantly enhance access to POS within the CBAC (a future alternative site further west would better respond to POS needs).
- Use of the site for revenue generation would provide substantial income to the City which could be used for various purposes including provision of goods and services across the City, acquisition of additional open space and/or reduction in rates.
- A number of hybrid options exist to use portion of the site for open space and portion for development. These options provide a range of revenue scenarios (see 18 October 2022 Council report) which could offset/exceed costs associated with park development and maintenance. Hybrid options also present some potential to enhance interface constraints with the property, by controlling the ability to design built form and activity on portion of the site.
- From a POS viewpoint, it is concluded that the value of The Esplanade site is in its ability to contribute revenue which could be purposed towards better POS outcomes across the CBAC and funding of services and facilities (including open space enhancements) across the City.

Moreau Mews Site:

- Well located within the CBAC to respond to POS needs and contribute to a focal point within the precinct. Orientation of the site and extensive shared boundaries limit its suitability for POS.
- Use of the site for revenue generation would provide substantial income to the City which could be used for various purposes including provision of goods and services across the City, acquisition of additional open space and/or reduction in rates.
- The size and shape of the site is well suited to hybrid options to use portion of the site for open space with portion for development/community use. These options provide a range of revenue scenarios (see table above). A park in the order of 1,500sqm to 2,000sqm is demonstrated to satisfy a range of POS functions (playground, town square, grassed areas etc.) and enables remainder of the site to generate substantial revenue. As above the hybrid options also enables enhanced interface between the park and built form by controlling the design process.

- The site also presents design opportunities to increase the area of available open space (without need to use additional freehold land) by relocating or redesigning the Kishorn Road and/or Moreau Mews carriageways. Creative use of this road reserve space may add a further 1,000sqm to land available for POS.
- Retention of public parking on the Moreau Mews site may be desirable. It is noted that the hybrid options lend themselves to provision of public parking. Development on portion of the site may incorporate one or more levels of public parking, with revenue generating uses and/or community uses on other levels. Leasing terms may be provided to ensure public access, require cost of construction to be met by the lessee and to establish management terms to the City's satisfaction.

Revenue potential of the subject sites is substantial. Conversion of the sites to POS would remove that revenue opportunity. An example of the revenue potential of these sites under a ground lease scenario and the ability of the hybrid options to contribute to ongoing POS acquisition in the precinct (as well as funding of products and services across the City) is highlighted in the table below. It is further noted that under a ground lease arrangement, the City retains the ownership of the asset.

Option	**Revenue Per Year**	**49 Year ground lease** (raw income)
The Esplanade 100% lease	$500,000 (plus rates)	$24.5M (plus rates)
The Esplanade 50% lease; 50% park	$250,000 (plus rates)	$12.2M (plus rates)
Moreau Mews 100% lease	$780,972 (plus rates)	$38.2M (plus rates)
Moreau Mews 50% lease; 50% park	$390,486 (plus rates)	$19.1M (plus rates)

STAKEHOLDER ENGAGEMENT

Not Applicable. It is noted that the Council owned sites in Canning Bridge are not currently designated as open space. Should it be proposed to designate these sites as open space under the review of the CBACP then this may trigger need for further public advertising.

I. COMMUNITY

Not applicable

II. OTHER AGENCIES / CONSULTANTS

As above, other agencies have not been engaged with respect to any proposal to designated the Council owned land as POS. Should it be proposed to designate these sites as open space under the review of the CBACP then this may trigger need for consultation.

STATUTORY AND LEGAL IMPLICATIONS

Not Applicable.

UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

FINANCIAL IMPLICATIONS

Investigations highlight the potential significant revenue generation from Council owned land in the CBACP. This revenue is recognised in the City's long term financial planning. Identified revenue is anticipated to benefit ratepayers across the City and offset reliance on traditional funding sources such as rates. Conversion of sites to open space would impact revenue generation and require forecast income to be found from other sources or consideration of a corresponding reduction of City products and services. Hybrid options to maintain some of the forecast revenue from these sites are presented for Council consideration. Investigations also have provided an overview of construction and ongoing maintenance costs associated with creation of POS.

STRATEGIC, RISK AND ENVIRONMENTAL MANAGEMENT IMPLICATIONS

The report examines future use of strategic land assets of the City as well as options to acquire additional open space. The reports explore a range of financial and procedural implications.

Risk Statement & Consequence	Level of Risk	Risk Treatment
Quarantining of revenue potential of strategic land assets through conversion to POS reduces City's revenue raising capacity, placing additional reliance on ratepayer funding, resulting in higher-than-normal increases in annual rates.	Major consequences which are possible, resulting in a **High** level of risk	Decision makers understand the financial implications and acknowledge alternative POS provision models which achieve desired levels of open space whilst preserving the City's revenue generation opportunities.
Alternative POS mechanisms fail to deliver additional POS within the precinct.	Major consequences which are unlikely, resulting in a **Medium** level of risk	Alternative funding and delivery mechanisms for POS are identified. Funding mechanisms such as developer contributions, community benefits and rates can be secured through relevant legislation. Multiple funding mechanisms are recommended to maximise acquisition options. Land assembly opportunities continue to exist in the CBAC to facilitate acquisitions.

POLICY IMPLICATIONS

There are no policy implications associated with this proposal.

UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

ALTERNATE OPTIONS AND THEIR IMPLICATIONS

The report provides information on the range of options to respond to POS demands in the CBAC. The recommendations relate to acknowledgement that enhanced POS outcomes in the precinct will be dependent on deployment of a range of funding and acquisition mechanisms. The Council owned land is noted as having potential to assist in both provision of POS and the funding of acquisition of additional open spaces.

An alternative option is for Council to convert existing City land to POS and forgo the revenue potential of these strategic assets. The report demonstrates that this approach is likely to result in an overall less optimal POS outcome for the precinct and significantly reduced revenue streams for the City. Financial implications may require increased reliance on rate revenue and/or a need to reduce expenditure on products and services.

CONCLUSION:

As a growing precinct there is opportunity and need for additional open space within the CBAC. Additional open space can be achieved in a range of different ways including:

Public Realm Enhancements:	Making better use of existing public space through measures such as streetscape enhancements, pocket parks in road reserves and general public realm improvements.
Acquisition of Additional Sites:	Purchase or acquisition of additional land through options such as developer contributions, rate revenue, community benefits and revenue from strategic property.
Use of Existing City Land:	Conversion of sites such as The Esplanade and Moreau Mews to public open space.

Investigations have shown that “public realm enhancements” can suitably respond to much of the immediate open space needs in the precinct. This approach is supported by the findings of the CBACP review and can be achieved with a comparatively minimal level of expenditure. In the medium to longer term increasing POS demands will need to be supplemented through the creation of additional open space. This report has focused on mechanisms and options to provide this additional open space. Importantly, the investigations highlight the ability of a range of mechanisms to fund and/or provide additional open space in the precinct. Most of these options involve the developers responsible for the additional demand for POS being required to contribute to additional public space.

The identification of Council land for open space, whilst potentially a simple response to the issues, does not acknowledge the wider potential and purpose of this land to fund a range of products and services to benefit ratepayers across the City. These services to ratepayers may include the acquisition of additional POS. As previously highlighted the City owned sites themselves are not well suited to POS. The Esplanade is a long narrow site with limited street frontage and its location does not respond well to identified POS catchment needs.

Similarly, Moreau Mews, whilst better located in terms of POS catchment needs, is located to the south of development sites (overshadowing), and shares common boundaries with private property. The concept of converting these sites to POS may also jeopardise the success of wider programs aimed at achieving further POS acquisition in the precinct. Acquisition of additional open space at Canning Bridge in the longer term will be reliant upon multiple funding mechanisms, including revenue from Council land, to realise the necessary land acquisition. Conversion of the Council land to POS in its entirety, whilst providing a short-term benefit, will in the long run be likely to detract from the potential ultimate POS provision in the precinct. A key finding of these investigations is that that retention of portion of the Council land for revenue generation whilst developing sizeable urban parks on the remainder can achieve both:

- An immediate addition of functional public open space and community uses into the precinct; and
- significant revenue streams which can support ratepayers and facilitate a longer-term program to fund additional open space acquisition in the precinct.

A hybrid approach involving a mix of development and POS also provides for improved activation and sleeving of the public spaces and assists overcoming the interface shortcomings of the sites.

It is noted that the final draft CBACP has proposed to designate the City owned sites at Moreau Mews and The Esplanade as open space. That proposal has not fully appreciated the wider role and financial implications associated with these sites. The Officer recommendation on this aspect of the draft CBACP is that these proposed changes be modified, having regard to the role of these sites and the wider POS objectives in the precinct. This is the only Officer change recommended with respect to the draft CBACP item and highlights the significance of the issue. The recommended approach in the CBACP review is that the Activity Centre Plan be modified to recognise the POS opportunity of these sites, but to also highlight and acknowledge the need for portion of these sites to support community uses and a revenue function. The revenue function in turn would support enhancements to the precinct, POS acquisition programs and general products and services to all ratepayers.

This report aimed at providing direction on the following:

- the future use of the Moreau Mews site and The Esplanade site
- response to the petition referred to in the 18 October 2022 item to Council.
- designation of these sites under the review of the CBACP.

Conclusions regarding the preferred approach to designation of the Moreau Mews site and The Esplanade site under the CBACP review are outlined above.

In terms of the future use of the Moreau Mews site the recommendation is to acknowledge the ability for the site to respond well to both POS and revenue generation options. In this regard further planning for the future of the site is recommended to provide for a minimum of 50% of the site to be held for revenue generation purposes.

UP23/4033 – CANNING BRIDGE PUBLIC OPEN SPACE OPTION ANALYSIS REPORT (REC) (ATTACHMENT)

The characteristics of The Esplanade site are not suited to POS and its location does not respond well in terms of meeting future demands of the CBACP catchment. From a POS viewpoint the value of the site is in its ability to fund alternative POS provision throughout the precinct and to generate revenue to support ratepayers and City operations. Conversion of The Esplanade site to POS is not supported. Hybrid options may be satisfactory whereby a pocket park is provided as part of a substantial revenue generating built from response.

It is further recommended that the above position be provided in response to the petition received seeking POS use of The Esplanade.

It is recommended that Council note, the findings of the further investigation relating to POS within the CBAC and the associated recommendations outlined above.

OFFICER RECOMMENDATION (4033) **APPROVAL**

That the Council:

1. **notes the additional information regarding open space in the Canning Bridge Activity Centre prepared in response to the Council resolution of 18 October 2022;**

2. **acknowledges that the additional information regarding open space in the Canning Bridge Activity Centre will inform Council deliberations on the review of the Canning Bridge Activity Centre Plan;**

3. **with regard to the City owned land at 13 The Esplanade and 64 Kishorn Road, Mt Pleasant, resolves to:**
   a) **not progress conversion of the site to public open space.**
   b) **recommence measures to examine revenue generation options for the site, firstly exploring the merits of the previous ground lease arrangements.**

4. **resolves that the lead petitioners for the petition and multi-signature letter received relating to the future use of 13 The Esplanade and 64 Kishorn Road, Mt Pleasant be advised of (3) above;**

5. **with regard to City owned land at 50-52 Kishorn Road and 23, 29 and 31 Moreau Mews, resolves to acknowledge the ability for the site to respond well to both open space and revenue generation options and agrees to progress further exploration of development options for open space on the site on the basis that a minimum of 50% of the site is retained for ground lease or other strategic revenue generation purpose.**

Attachments Index

Number	Attachment Name
1	Item UP22/3933 October 2022
2	Strategic Analysis of Public Open Space at Canning Bridge Activity Centre

Urban Planning

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

Ward	:	Applecross – Mount Pleasant
Category	:	Strategic
Application Number	:	Not Applicable
Property	:	13 The Esplanade/64 Kishorn Road, Mt Pleasant
Proposal	:	Response to Council Resolution
Applicant	:	Not Applicable
Owner	:	City of Melville
Disclosure of any Interest	:	No Officer involved in the preparation of this report has a declarable interest in this matter.
Previous Items	:	Item M22/5890 – Ground Lease Redevelopment Agreement 13 The Esplanade and 64 Kishorn Road, Mt Pleasant – Ordinary Meeting of Council held 15 February 2022. Item M22/5895 – Motions Carried at the General Meeting of Electors Held 2 February 2022 – Ordinary Meeting of Council held 15 March 2022 Item 16.1 Motion with Notice Mount Pleasant Senior Citizens Site Being Public Open Green Space – Ordinary Meeting of Council held 15 March 2022 Item 18.1 Confidential Item M22/5890 Ground Lease Redevelopment Agreement 13 The Esplanade and 64 Kishorn Road, Mt Pleasant – Alternate Motion - Ordinary Meeting of Council held on 19 April 2022 Item 12.1 - Petition – Rezone 13 The Esplanade/ 67 Kishorn Road, Mount Pleasant to Public Open Space – Ordinary Meeting of Council held 21 June 2022
Responsible Officer	:	Jeremy Rae Strategic Land and Property Executive Gavin Ponton Manager Strategic Urban Planning

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

AUTHORITY / DISCRETION

		DEFINITION
☐	Advocacy	*When the Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☐	Executive	*The substantial direction setting and oversight role of the Council. e.g. adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
☐	Legislative	*Includes adopting local laws, town planning schemes & policies.*
☐	Review	*When the Council operates as a review authority on decisions made by Officers for appeal purposes.*
☐	Quasi-Judicial	*When the Council determines an application/matter that directly affects a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licences, applications for other permits/licences (e.g. under Health Act, Dog Act or Local Laws) and other decisions that may be appealable to the State Administrative Tribunal.*
☒	**Information**	***For the Council/Committee to note.***

KEY ISSUES / SUMMARY

- The Council at its Ordinary Meeting of the Council held on 15 March 2022 resolved to direct the CEO to prepare a report on 13 The Esplanade/64 Kishorn Road, Mount Pleasant.
- The resolution requested a number of options be considered with a report back to the July 2022 Ordinary Meeting of Council.
- The future options Council requested for consideration included restoring the former Canning Bridge Senior Citizens site to community use as public open green space (POS) with tree planting; sale of the site; identification of appropriate locations for POS in the Canning Bridge area; possible future uses for the site including commercial uses; and on how and when public consultation for uses or selling of the site is appropriate.
- High level investigation of future options for the site are summarised in this report for information purposes only. Further investigation, detailed analysis and comprehensive community consultation are recommended for the site once the Canning Bridge Activity Centre Plan (CBACP) review is finalised.
- This report also addresses a petition and a multi-signature letter presented to the June 2022 Ordinary Council Meeting.

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

BACKGROUND

At the Ordinary Meeting of Council on 15 March 2022, Council adopted the following resolution in relation to the land at 13 The Esplanade/64 Kishorn Road, Mount Pleasant:

> ***That the Council directs the CEO to prepare a Report on 13 The Esplanade/64 Kishorn Road Mt Pleasant to be presented to the July 2022 Ordinary Meeting of Council:***
>
> ***1. On restoring the former Canning Bridge Senior Citizens site to community use as public open green space with tree planting.***
> ***2. On the option of selling the site.***
> ***3. On identification of appropriate locations for POS in the Canning Bridge area.***
> ***4. On possible future uses for the site including commercial uses.***
> ***5. On how and when public consultation for uses or selling of the site is appropriate.***
>
> ***CARRIED (9/3)***

At the 21 June 2022 Council Meeting a petition was presented to the Council that requested that the Council:

> *Re-zone 13 The Esplanade/ 64 Kishorn Rd Mount Pleasant to Public Open Space making the area green space incorporating seating and tree planting.*
>
> *The Reasons Supporting this action: The Canning Bridge precinct is devoid of green space and with its proximity to high traffic volume (Freeway and Canning Hwy), thus creating a heat island and increase in air pollution. The population of this area is rapidly increasing and there already is a greater need for people to have open space nearby. The closest park is on the corner of Clive/Ogilvie Streets (800 metres away) and Deep Water Point (1.4kms) which does not conform with the City's policy of having a park within 400 metres of every dwelling."*

The City has also received a multi signature letter that related to the future use of this property that stated that:

> *The Canning Bridge precinct is devoid of green space and with its proximity to high traffic volume (Freeway and Canning Hwy), causes an increase in air pollution. The population in this area is rapidly increasing and there will be a greater need for people to have somewhere to socialise nearby. The closest park is. on the comer of Clive/Ogilvie Streets (800 metres away) and Deep Water point (1.4 kms)*
>
> *The Petitioners therefore request that 13 The Esplanade/64 Kishon Rd Mount Pleasant be turned into green space incorporating tree planting.*

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Scheme Provisions

MRS Zoning	:	Urban
LPS Zoning	:	Centre C2
CBACP	:	M10
Use Type	:	Not Applicable
Use Class	:	Not Applicable

SITE DETAILS

Address	Legal Description	Certificate of Title	Land Area (m²)	Current Owner
13 The Esplanade, Mt Pleasant	Lot 30 D27499	468/83A	1,060	City of Melville
64 Kishorn Road, Mt Pleasant	Lot 24 D23207	1219/736	1,012	City of Melville
			2,072	

The subject site comprises Lot 24 Kishorn Road and Lot 30 The Esplanade, Mount Pleasant. The site is approximately 80 metres long and 25m in width and has a total land area of 2,072 square metres. The site is currently vacant and was previously occupied by the Canning Bridge Senior Citizens Centre. The site is currently used for storage and car parking.

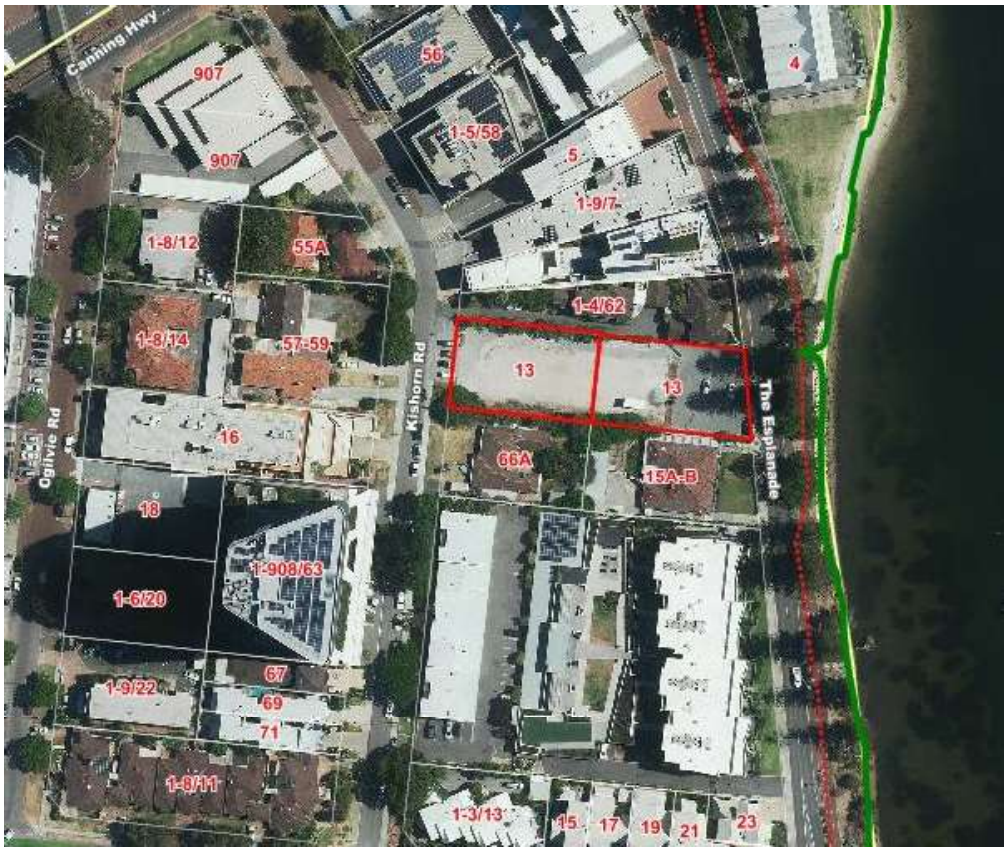


Figure 1: Location Plan

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

MRS Zoning	TPS 6 Zoning	Activity Centre Plans/Structure Plans
Urban	Centre C2 R-AC0	Canning Bridge Activity Centre Plan Zoning: Mixed Use up to 10 storeys (M10)

The site is located within the Canning Bridge Activity Centre (CBACP) and is identified as being within the M10 zone. This designation provides for mixed use development up to ten storeys, with additional height possible subject to provision of community benefits.

The property had been identified as a strategic land asset, with potential to generate revenue to the City. Revenue generated would be used to provide services across the City and reduce rate obligations on the community.

Colliers International ran an extensive Request for Proposal (RFP) process for the City for the sale or ground lease and redevelopment of the site which closed on 29 August 2018. As a result of this process, Council identified a preferred proposal for the site involving a long-term ground lease to an aged care provider. The proposal provided for an indexed lease payment of approximately $650,000 per year for the 49-year ground lease (with an option for a further 40 years). The Council at its meeting held 19 April 2022 resolved not to proceed with the proposal.

DETAIL

This report responds to the five items listed in the Council resolution.

1. *On restoring the former Canning Bridge Senior Citizens site to community use as public open green space with tree planting.*
2. *On the option of selling the site.*
3. *On identification of appropriate locations for POS in the Canning Bridge area.*
4. *On possible future uses for the site including commercial uses.*
5. *On how and when public consultation for uses or selling of the site is appropriate.*

1. Restoring the former Canning Bridge Senior Citizens Site to Community Use as Public Open Green Space with Tree Planting

Comment
This option involves converting the subject site into a landscaped public open space. The site characteristics provide for a linear park which could provide passive open space and a mid-block pedestrian linkage to the river. The space could be developed with a range of treatments including tree plantings, turfed areas, seating, play equipment etc.

The shape of the site and its east west orientation does constrain its potential usability and presents challenges given that much of the site would be likely to be impacted by shade from potential future developments. As such, the green space would most likely be more of a CBD plaza style public open space, rather than a traditional local park. The long side boundaries to the site present difficulties in terms of activation and passive surveillance. There may be opportunity for future development on adjoining sites to improve this interface.

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Costs and Benefits
Development of the site for open space will provide amenity benefit to the precinct. As noted above, however, the site is not well suited to use as open space.

The Park option does not provide a revenue stream to the City in terms of lease payments or rate income. The option also quarantines the freehold land value of the site. Conversion of the site to open space with the level of specification appropriate for the precinct is estimated at $2,072,000. Ongoing maintenance costs are estimated at $62,000 per annum, being approximately 3% of the installation costs.

For comparative purposes, for each of the options in the Council resolution an estimation of the net financial cost/benefit to the City over a 49-year period has been calculated. The calculation is based on today's dollar value and excludes opportunity cost, loss of asset value, rate income.

Conversion and use of the site as a park is estimated to have a net financial cost of -$6.3M. This assumes a 20-year life of asset includes full replacement of the park in year 20 and year 40.

There may be other variations to the park option such as converting portion of the site to park and making the remaining portion of the site available for sale or ground lease. These options introduce an income stream which could be used to offset the cost of creating and maintaining the park. Options to use portion of the site for development may also assist in activating the space, enhancing passive surveillance whilst maintaining an open space and pedestrian linkage function.

A summary of the 49-year net cost to the City for different park options is shown below:

Park option	49-year net cost/benefit
100% conversion to park	-$6.3M
70% park; 30% sale	-$3.2M
30% park; 70% ground lease	$5.5M
30%park; 70% sale	$2.6M

2. The Option of Selling the Site.

Comment
Sale of the site would enable the freehold value of the land to be realised. Proceeds of a sale could be reassigned to products and services throughout the City and/or assigned to services within Canning Bridge precinct. If additional public open space in Canning Bridge precinct is a priority, then sale proceeds could be used to purchase a site more suited to development as a park.

Recent market valuations of the site indicate a current value of $9M to $9.5M excluding GST. Valuations from 2018 and 2021 are shown below:

- $9.4M (February 2018)
- $9.1M (November 2021)

3993 - The Esplanade Alternate Options Financial Analysis June 2022

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Selling Options
The Local Government Act 1995 (LGA) provides for the methods and process of disposal of Local Government owned property. This is detailed in Section 3.58 and Section 3.59 of the LGA. The main methods are as follows: -

1. Public Auction
2. Tender
3. Expression of Interest (Leading to Sale by Private Treaty)
4. Requests for Proposals

The requirements for Public Notice and Advertising vary under the Act depending upon which selling process is adopted.

Sales Structure Options (Strengths & Weaknesses)
The table below provides an overview of the strengths and weaknesses of each, specific to the City: -

Option	Description	Strengths	Weaknesses
Outright Vanilla Sale	Sale process against non-negotiable pre-determined sales contract open to all parties	Simple. Low cost, little management time.	May not extract full value. Site could be developed to the maximum of the M10 zoning
Expressions of Interest and Request for Proposals (EOI & RFP)	Run a process to shortlist bidders and choose best offer against pre-defined terms (no further negotiation).	Should extract more value if designed and managed well. Strong probity if terms fixed and pre-defined.	More complex than outright sale. More management time and costs.
Negotiated Sale (following modified EOI & RFP)	Negotiate the sale with preferred bidder (against predefined contract with some terms flexible and open to negotiation).	Should extract more value (both as to sale proceeds and product) if designed and managed well.	More complex than above. More management time and costs. Probity may be affected by negotiable elements.
Joint Venture/Project Development Agreement (JV/PDA)	Negotiate a joint venture with preferred bidder using EOI & RFP.	Better potential value capture for council. Otherwise effectively the same as negotiated sale.	Increased risk to Council due to JV contribution and contractual and market risks. Otherwise effectively the same as negotiated sale.

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Option	Description	Strengths	Weaknesses
Ground Lease	Lease the site long term (40+ years) to a third-party developer (subject to a Development Agreement). Suitable only for an ongoing operation or development i.e., not suited to sale of freehold strata	Provides recurrent income stream and relatively easy to contract.	Council takes credit risk against counterparty unless 100% prepaid.

Costs and Benefits
The comparative 49-year net cost to the City calculations for the option of selling the site are depicted below. As above the comparison exercise is based on today's dollars and excludes indexation, investment of proceeds etc.

Sale of the Site	49-year net cost/benefit
100% sale of site	$9.1M

Ground Lease Proposal – Demonstration of Market Value
In addition to the above valuation information, it is noted that the recent ground lease proposal for the site (Aged Care use by Oryx Communities) provides an indication of the wider economic value of the asset in the marketplace.

The tables below outline the ground lease income to the City that would have been earned over the full lease term and the Economic Value not realized due to the proposal not proceeding.

The combined loss in Present Value terms to the City from not utilizing this asset for the 89-year ground lease opportunity is represented by: -

Loss of Ground Lease revenue (89 years)	$18M
Loss of Rates revenue (40% of ground lease)	$7M
Loss of Economic Value	$85M
Total Combined Loss of Asset Value Measured in PV	**$110M (Todays $)**
The Cumulative Total Loss of Ground Lease Income Stream	**$137M (Indexed by CPI)**

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Ground Lease Analysis Table

Description	**Term 49 Years**	**Term 89 Years**
Cumulative Lease Income (Undiscounted)	$41.47m	$136.97m
Average Annual Leasing Income (undiscounted)	$0.85m	$1.54m
NPV Leasing Income	$13.98m	$18.20m
Assumptions CPI = 2.5%pa IRR Discount Rate = 4.5% Market Reviews = 0% Ave. Annual Growth = 2%		

Economic Impact Value

The total present value (PV) from the proposed aged care ground lease redevelopment project was expected to be ~$85m over the 49-year period being the first term of the proposed ground lease. The discount rate applied is 7%.
The table below provides a summarised breakdown of the Present Value Benefits over the 49-year initial lease term: -

Present Value Benefits	**Value ($)**
Economic Benefits	
Rates Revenue	$720,000
Vehicle Travel Time & Operation Cost	$20,000
Quality of Life Carers	$37,000,000
Total Increase in Caregiver Income	$32,900,000
Yearly Increase in Caregiver Earnings	$900,000
Volunteering Benefits (Productivity)	$400,000

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Health & Social Benefits	
Social Interaction	$7,000,000
Social Isolation	$2,200,000
Reduced Falls	$2,500,000
Volunteering Benefits (Civic)	$800,000
Volunteering Benefits (Individual)	$400,000
Health Outcomes	$600,000
Total PV of Benefits (rounded)	**$85,000,000**

Benefit forecasts for the ground lease proposal also demonstrated the economic value presented by a construction project on the subject site. The Oryx aged care example was forecast to result in a cumulative employment impact both direct and indirect from the construction phase of the project is estimated to be **532 FTE's** and expected to generate **$178M** of output impact to the economy.

3. *Identification Of Appropriate Locations for Public Open Space (Pos) In The Canning Bridge Area*

It is noted that Council at its meeting of 15 March 2022 resolved as follows:

That:

1. *The mover be thanked for their interest in the provision of public open space in the Canning Bridge Precinct and that Motion 3 carried at the General Meeting of Electors held 2 February 2022, relating to the rezoning of the City's landholdings in Moreau Mews and Kishorn Road Applecross, is noted however, any decisions with respect to the setting aside of the City's land the subject of the motion will be deferred until such time as the Canning Bridge Activity Centre Plan review and public open space needs of the Canning Bridge Precinct has been completed.*

2. *The Council*
   - *A. Note that the upcoming advertising of the revised draft Canning Bridge Activity Centre Plan presents the preferred opportunity to receive community feedback on the future of the Kishorn Road/Moreau Mews land.*
   - *B. Direct the CEO to prepare additional content and detail to be available in conjunction with the advertising of the Canning Bridge Activity Centre Plan with respect to:*
     - *i. Concepts for a town square/urban park in the vicinity of the Kishorn Road/Moreau Mews land.*
     - *ii. Details of mechanisms to achieve the acquisition of additional open space in Canning Bridge including enhancement of community benefit provisions and developer contribution schemes.*

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In view of the Council resolution, it is proposed to undertake further work with respect to POS needs and opportunities at Canning Bridge.

It is noted that the CBACP does not envisage the creation of additional parkland in the precinct. Instead the approach is to maximize the usability of existing spaces and streetscapes, and for these spaces to be supplemented through activation of privately owned elements. The draft CBACP prepared in response to the current review reiterates this approach. Emphasis is on enhancing the public realm and supplementing these elements with a series of small spaces and linkages on private land.

The Community Development Place Activation Plan (CDPAP) from 2020, informed through community engagement, also emphasizes the priority to enhance existing public spaces as opposed to seeking new parks. The report concludes (page 11) that the three neighborhood parks within 800 metres of the precinct are sufficient. The report also notes the need for more intimate urban piazza type spaces, one north and one south of Canning Highway. Further, the CDPAP concurs with the proposal to explore the creation of a small town square (page 15) at the junction of Kishorn Road and Moreau Mews with interface to indoor community recreation activities and mixed use opportunities.

As noted, further work is proposed with respect to POS needs and opportunities at Canning Bridge. The further investigations will supplement ongoing consideration of open space needs and opportunities as part of the review of the CBACP. In particular, the work will highlight that there are a range of options to provide for additional open space within the CBACP area without the need to forego the revenue potential of the existing strategic land holdings. These options include:

- Requirements for developers to contribute funds for acquisition of additional land for open space
- Requirement for developers on large sites to cede usable land for open space.
- Use of City owned strategic land holdings for a combination of public space, community use and revenue potential.

The approach seeks to ensure that it is the developers who contribute to the provision of additional and suitably located open space as opposed to using ratepayer funded landholdings to meet that need.

Significantly, this work will highlight that conversion of Council owned land to POS will likely satisfy any demonstrated additional demand for open space associated with new development in the precinct. Accordingly, use of Council land for POS would likely preclude the option to require developers to be responsible for the funding or provision of new open space.

The above investigations are expected to be completed to support the advertising of the draft CBACP and/or consideration of further modifications to the draft following review of submissions.

4. *Possible Future Uses for the Site Including Commercial Uses*

Comment
The zoning and location of the subject site allows for a range of commercial, community and residential land uses.

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Prior to commencing the RFP process for the site, the City engaged Urbis to provide independent advice on the City's strategic land assets, including the site. The advice included analysis of the site context and background; sales and development processes; site potential assessment and site use assessment.

With consideration to the site attributes, Urbis assessed (August 2017) that the most likely use of the site is residential apartments. Aged care is also a potential high value use. The assessment also supported some community uses and small-scale hospitality offerings however, given the proximity to Canning Highway precinct, these uses are unlikely to be extensive.

The RFP process run in 2018 produced several submissions which included the following proposed redevelopment uses for the site: -

1. Residential Apartment Living
2. Retirement Living
3. Aged Care Living

These uses aligned with the highest and best use for the land and resulted in the City receiving in some cases above market purchase or ground lease offers from the proponents. The subsequent RFP process demonstrated the capacity of the land to generate ground lease revenue of approximately $500,000 per annum. Commercial feasibility analysis suggests that hospitality uses (hotel, café, restaurant etc.) are unlikely to be viable in this location.

The City would also have the option of considering use of the site for community purposes. Revenue opportunities for community purposes would be expected to be minimal with development and maintenance costs exceeding any income.

The above options analysis highlights the potential to use the site for a combination of open space and built form development. These options are summarized below.

- Use site predominantly for park and small portion for commercial/residential use
  This option would likely involve sale of portion of the park to an adjoining property to enable a comprehensive development of that adjoining site. Funds from the partial disposal would offset construction and maintenance costs for the park. Conditions of sale could require a future development to actively front the park to enhance vibrancy and safety. Under this scenario it is noted that a stand-alone commercial operation on portion of the park would be unlikely to be viable.

- Use site predominantly for commercial/residential with small potion for park/pedestrian linkage:
  This option would involve the sale or ground lease of a larger portion of the site to facilitate a development. The remainder of the site would operate as a pocket park and pedestrian accessway. The scenario is likely to generate revenue that exceeds construction cost of the park and ongoing maintenance. Ground lease or sale conditions could ensure future development fronts the park/accessway to maximize activation and surveillance.

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The high level, net cost/benefit comparative table discussed above is reproduced below to depict outcomes under these different scenarios:

Park option	49-year net cost/benefit
100% conversion to park	-$6.3M
70% park; 30% sale	-$3.2M
30% park; 70% ground lease	$5.5M
30%park; 70% sale	$2.6M

5. *How and When Public Consultation for Uses or Selling of the Site is Appropriate*

The subject property has been identified as a strategic land asset with a purpose to explore the potential to use the land to generate revenue for the community. The site represents a significant community asset with demonstrated substantial revenue generation potential. It is recommended that any consideration of alternative uses, or purposes of the site be informed through a comprehensive community engagement phase. This approach would ensure that all stakeholders are provided with an opportunity to have input into any proposals for the future of this strategic landholding.

Rezoning of the site or disposal of the site would trigger statutory public consultation processes. Given the significance of the site and the substantial financial implications of a change of use, engagement is also recommended with regard to any proposal to convert all or portion of the site to public open space. This approach would be in keeping with the aims of Local Planning Scheme 6 to involve the community in issues of significance. Engagement in these circumstances would also align with the principles of the Council's Engagement Strategy and Council Policy CP-002 Stakeholder Engagement. Policy CP-002 highlights the importance of effective stakeholder engagement and the City's alignment with the International Association of Public Participation (IAP2) Core Values of Public Participation; and the Accountability Principles as defined in the *AA1000 Stakeholder Engagement Standard 2015.* The need for engagement is also highlighted in the *Local Government Act 1995* with the Act intending to result in:

(a) Better decision-making by Local Governments;
(b) Greater community participation in the decisions and affairs of Local Governments;
(c) Greater accountability of local governments to their communities; and
(d) More efficient and effective local government.

The extent of engagement to be undertaken for any proposed change or use/purpose for the subject property would be guided through the preparation of a Stakeholder Engagement and Communications Plan.

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STAKEHOLDER ENGAGEMENT

Not Applicable. As per Item 5 above engagement is recommended in the event of consideration of alternatives uses for the subject property.

I. COMMUNITY

Not applicable.

II. OTHER AGENCIES / CONSULTANTS

Consultation with other agencies would be required should processes to modify the zoning of the land under LPS6 or the designation of the land under the CBACP be proposed.

STATUTORY AND LEGAL IMPLICATIONS

Not Applicable

FINANCIAL IMPLICATIONS

The report outlines the financial implications (positive and negative) with respect to various options for the future of the subject property.

STRATEGIC, RISK AND ENVIRONMENTAL MANAGEMENT IMPLICATIONS

The subject property is a strategic land asset of the City. The report outlines financial implications of different options regarding future use of the lands.

Risk Statement & Consequence	Level of Risk	Risk Treatment
Quarantining of revenue potential of strategic land assets reduces City's revenue raising capacity, placing additional reliance on ratepayer funding resulting in higher-than-normal increases in annual rates. The City's ratepayers will incur the cost burden into the future.	Major consequences which are possible, resulting in a **High** level of risk	Decision makers understand the financial implications and acknowledge alternative POS provision models which achieve desired levels of open space whilst preserving the City's revenue generation opportunities and the implications for annual rates to increased year by year.

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POLICY IMPLICATIONS

There are no policy implications with this proposal.

ALTERNATE OPTIONS AND THEIR IMPLICATIONS

The report provides information on the range of options put forward by Council. In particular, the report notes that there are alternative approaches to securing desired areas of POS in the precinct, as opposed to using the strategic land assets for parkland. Significantly these alternative approaches have ability to meet POS needs whilst achieving significantly better amenity and financial outcomes for the community.

COMMENT/CONCLUSION:

This report responds to the Council resolution of 15 March 2022. Investigations highlight the value of the subject property and its potential to generate substantial revenue for the community. The following table summarizes the high-level cost and benefit estimates associated with a range of options for the site.

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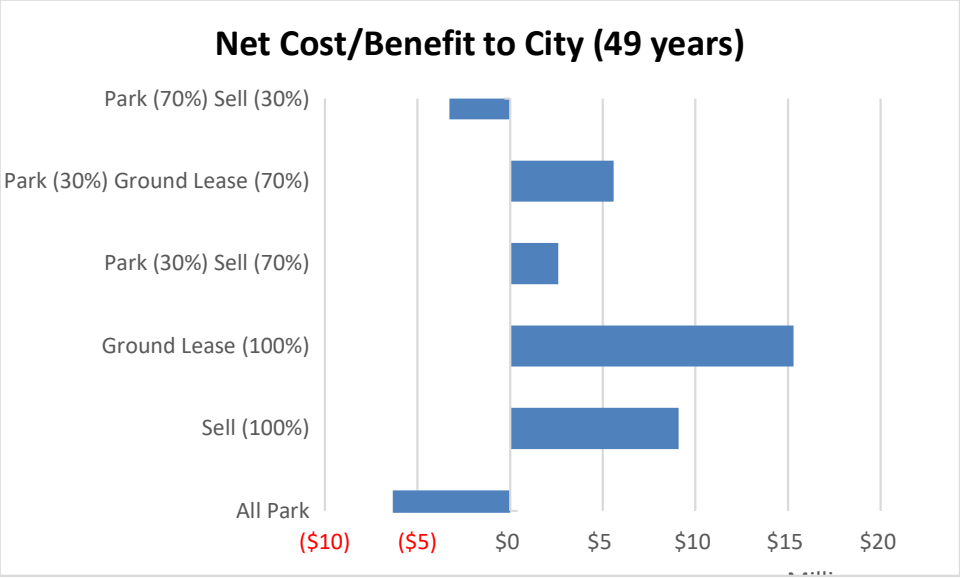
High Level Cost/Benefit Estimates

Option	Assumptions	Income/deficit	49-year Net Outcome (Today's value/NPV) [1]	Asset Value Loss
All Park	Plaza style open space, high level of specification	Full replacement of park in year 20 & year 40. Ongoing maintenance costs estimated at 3% of install costs	-$6.3M[2]	$9M
Sale of Site (full redevelopment potential)	Sell entire site, no control of outcome other than through Statutory approval process	$9M-$10M + GST	$9.1M + rates income	$9.1M
Ground Lease	Ground lease of land only Not suitable for all uses	$500K + GST per annum	$15.3M + rates income	Nil – Ownership Retained
Park (30%) Sell (70%)	Landscape 30% of site, Park, or wide access way Sell remaining 70% (reduced development potential)	$4.5M-$5M + GST[3]	$2.6M + GST[3] + rates income	$9.07M
Park (30%) Ground Lease (70%)	Landscape 30% of site, Park, or wide access way Ground lease remaining 70% (reduced development potential) Not suitable for all uses	$250K-$300K +GST[3] per annum	$5.5M + rates income	$9.07M
Park (70%) Sell (30%)	Landscape 70% of site. Sell remaining 30%	$930K -$1M + GST[3] for land Full replacement of park in year 20 & year 40. Ongoing maintenance costs estimated at 3% of install costs	-$3.2M + GST + rates income	$9.03M

[1]CPI – 2.5% average and discount rate of 4.5%
[2]excludes loss of rates income
[3]bonus height land area not met

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The long-term costs and benefits of different options for the site are described more simply in the following graph. The graph notes the conversion of the site to a park results in ongoing negative financial impact to the City, in comparison to the options involving development on the site which provide a financial benefit. The chart is for high level comparative purposes only. The depicted benefit or loss is in today's dollars only. Benefits such as rates uplift, investment potential of income, inflation, and value of the asset at the conclusion of a lease period are excluded. Loss of asset value under the park options, opportunity cost of future revenue and rates and associated economic benefits and uplift are not included. It is emphasized the comparisons are provided as a guide only.



Key conclusions from the investigation include the following:

- Conversion of the subject property to parkland would provide amenity to the locality, although the size, shape, orientation, and limited street frontage are not well suited to public open space.
- Use of the subject property for revenue generating activities has potential to provide substantial income to the City which could be used for various purposes including provision of additional products and services across the City, acquisition of additional open space, reduction in rates. Analysis also notes the wider economic benefits of a development on the subject property including economic benefits during construction phase, rates income and ongoing economic benefits to the precinct resulting from staff and residents on site.
- Similarly, sale of the subject site would realise substantial funds which could be allocated to purposes such as products and services across the City, used to acquire alternative open space, reduction in rates etc.
- A number of hybrid options exist to use portion of the site for open space and portion for development. These options provide a range of revenue scenarios which could offset/exceed costs associated with park development and maintenance.

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

- The review of the CBACP presents opportunities to require developers to contribute (through community benefits and/or direct contributions) to new public open space in the precinct. The approach enables the revenue potential of the City's strategic land holdings (acquired through community funds) to be preserved, whilst requiring additional open space demands to be met by developers. In addition to preserving community financial assets, the approach provides flexibility for acquisition of new public open space in more suitable locations. Conversion of existing City owned land to open space may appear to be a simple resolution to respond to open space needs. However, investigations demonstrate that alternative approaches are available and that these alternative approaches have ability to meet POS needs whilst achieving significantly better amenity and financial outcomes for the community.
- A public engagement phase is recommended as part of any consideration of alternative options for the subject property, to provide all stakeholders with opportunity to be involved in the process and in recognition of the significance of the site.
- Options analysis demonstrates that the use of the subject property for revenue generation purposes will enable the objective of providing additional equivalent open space in the CBACP to be achieved, whilst maintaining the long-term financial benefits for the City. Conversion of the site to a park achieves a similar POS outcome but without the long- term financial benefit to ratepayers.
- Consideration of options such as rezoning/converting the subject property to POS ahead of a conclusion to the review of the CBACP is considered premature and introduces a range of financial and procedural implications.

It is recommended that this report be received by Council.

At 7:33pm Cr Spanbroek left the meeting and returned at 7:38pm.

OFFICER RECOMMENDATION (3993) **NOTING**

At 7:34pm Cr Robins moved, seconded Cr Edinger –

That the Council:

1. **Notes the Officer's Report has responded to the instructions stemming from Council Resolution Item 16.1 Motion with Notice – Mount Pleasant Senior Citizens Site Being Public Open Space - at the Ordinary Meeting of Council held 15 March 2022;**

2. **Notes and carefully considers the options analysis for the site detailed in the Report, including the future long term financial implications for the City and its ratepayers in relation to each option for the site; and**

3. **Notes that the Officer's advice is that Council should only consider implementing a change of use for the site to Public Open Space (POS) or Community use, after the CBACP Review has been completed and the recommendations from that Review have been adopted by the Council.**

4. **Notes that in accordance with point 3 above, a response to the petitions received regarding the future of the former Mount Pleasant Senior Citizens site be held over until the conclusion of the CBACP review process.**

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

Procedural Motion

At 7:36pm Cr Mair moved, seconded Cr Ross –

That the item be deferred until Ordinary Meeting of Council in March 2023.

At 7:41pm the Presiding Member declared the motion

LOST (5/6)

Yes	**5**	Cr Ross, Cr Barber, Cr Edinger, Cr Sandford, Cr Mair
No	**6**	Cr Pazolli, Cr Spanbroek, Cr Wheatland, Cr Woodall, Cr Robins, Cr Fitzgerald

Amendment

At 7:39pm Cr Woodall moved, seconded Cr Pazolli –

That the Council amend Officer Recommendation 3993 by inserting additional recommendations 5, 6 and 7 as follows:

5. Acknowledges its intention to provide additional public open space in the CBACP following the conclusion of the CBACP review process.

6. That identified sites are subject to environmental assessment.

7. Directs the Chief Executive Officer to continue investigations into appropriate locations for public open space in the CBACP, with the findings of such investigations to be presented to Elected Members before the end of March 2023.

At 7:53pm, during discussion and debate, the mover and seconder consented to amending Point 5 with replacing of the word “intention´ to “commitment” to read

“Acknowledges its commitment to provide additional public open space in the CBACP following the conclusion of the CBACP review process.”

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

Amendment

COUNCIL RESOLUTION

At 7:39pm Cr Woodall moved, seconded Cr Pazolli –

That the Council amend Officer Recommendation 3993 by inserting additional recommendations 5, 6 and 7 as follows:

5. Acknowledges its commitment to provide additional public open space in the CBACP following the conclusion of the CBACP review process.

6. That identified sites are subject to environmental assessment.

7. Directs the Chief Executive Officer to continue investigations into appropriate locations for public open space in the CBACP, with the findings of such investigations to be presented to Elected Members before the end of March 2023.

At 8:05pm the Presiding Member declared the motion

CARRIED (8/3)

Yes	**8**	Cr Pazolli, Cr Fitzgerald, Cr Spanbroek, Cr Wheatland, Cr Woodall, Cr Robins, Cr Barber, Cr Mair
No	**3**	Cr Ross, Cr Edinger, Cr Sandford

At 7:55pm Mr Ferris electronically disconnected from the meeting and did not return.
At 7:56pm Cr Barber left the meeting and returned at 7:59pm.

Reasons as provided by Cr Woodall

1. The petition to Council demonstrates that there is strong community support and desire for more public open space in the CBACP area. This amendment is intended to demonstrate the Council's commitment to providing appropriate and affordable public open space in the area following the conclusion of the CBACP review.

2. It is important that a thorough and considered process is followed to identify preferred locations for public open space in this area. There are a number of factors to consider including lot size, location & proximity to residents, lot value, overshadowing and parking availability amongst others. Given the value of property in the area, it is important that the selected site provides the best value for money and greatest use to the community.

3. There are a range of mechanisms that could be used to provide additional public open space in the CBACP. This includes developer provided POS under the new CBACP, a developer contribution scheme, using existing Council landholdings, purchasing additional land or a combination of developer provided POS and Council land. There are various costs and benefits associated with each of these options requiring further analysis and investigation. In my view it is preferable to require developers to provide additional POS in the area, rather than forcing ratepayers across the City to fund it.

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

Reasons provided by Cr Woodall, continued

4. The council is also seeking further information to ensure alignment between any decision on public open space takes account of the council's relevant environmental policies.

5. In summary, this amendment addresses community concerns by demonstrating our commitment to providing appropriately located public open space in the CBACP, following detailed and considered investigation and analysis as part of the CBACP review process.

Substantive Motion as Amended

At 7:34pm Cr Robins moved, seconded Cr Edinger –

That the Council:

1. Notes the Officer's Report has responded to the instructions stemming from Council Resolution Item 16.1 Motion with Notice – Mount Pleasant Senior Citizens Site Being Public Open Space - at the Ordinary Meeting of Council held 15 March 2022;

2. Notes and carefully considers the options analysis for the site detailed in the Report, including the future long term financial implications for the City and its ratepayers in relation to each option for the site; and

3. Notes that the Officer's advice is that Council should only consider implementing a change of use for the site to Public Open Space (POS) or Community use, after the CBACP Review has been completed and the recommendations from that Review have been adopted by the Council.

4. Notes that in accordance with point 3 above, a response to the petitions received regarding the future of the former Mount Pleasant Senior Citizens site be held over until the conclusion of the CBACP review process.

5. Acknowledges its intention to provide additional public open space in the CBACP following the conclusion of the CBACP review process.

6. That identified sites are subject to environmental assessment.

7. Directs the Chief Executive Officer to continue investigations into appropriate locations for public open space in the CBACP, with the findings of such investigations to be presented to Elected Members before the end of March 2023.

UP22/3993 – 13 THE ESPLANADE / 64 KISHORN ROAD, MOUNT PLEASANT FUTURE OPTIONS REPORT (REC) (ATTACHMENT)

Amendment

COUNCIL RESOLUTION

At 8:05pm Cr Sandford moved, seconded Cr Edinger –

To Amend Point 4 by deleting the words *"until the conclusion of the CBACP review process."* And replacing with the words "*the March 2023 Ordinary Meeting of Council.*"

At 8:21pm, the Presiding Member declared the motion

CARRIED (6/5)

Yes	**6**	Cr Ross, Cr Barber, Cr Edinger, Cr Spanbroek, Cr Fitzgerald, Cr Sandford
No	**5**	Cr Pazolli, Cr Wheatland, Cr Woodall, Cr Robins, Cr Mair

At 8:08pm Cr Woodall left the meeting and returned at 8:10pm

Substantive Motion as Amended

COUNCIL RESOLUTION

At 7:34pm Cr Robins moved, seconded Cr Edinger –

That the Council:

1. **Notes the Officer's Report has responded to the instructions stemming from Council Resolution Item 16.1 Motion with Notice – Mount Pleasant Senior Citizens Site Being Public Open Space - at the Ordinary Meeting of Council held 15 March 2022;**

2. **Notes and carefully considers the options analysis for the site detailed in the Report, including the future long term financial implications for the City and its ratepayers in relation to each option for the site; and**

3. **Notes that the Officer's advice is that Council should only consider implementing a change of use for the site to Public Open Space (POS) or Community use, after the CBACP Review has been completed and the recommendations from that Review have been adopted by the Council.**

4. **Notes that in accordance with point 3 above, a response to the petitions received regarding the future of the former Mount Pleasant Senior Citizens site be held over to the March 2023 Ordinary Meeting of Council.**

5. **Acknowledges its commitment to provide additional public open space in the CBACP following the conclusion of the CBACP review process.**

6. **That identified sites are subject to environmental assessment.**

7. **Directs the Chief Executive Officer to continue investigations into appropriate locations for public open space in the CBACP, with the findings of such investigations to be presented to Elected Members before the end of March 2023.**

At 8:22pm, the Presiding Member declared the motion

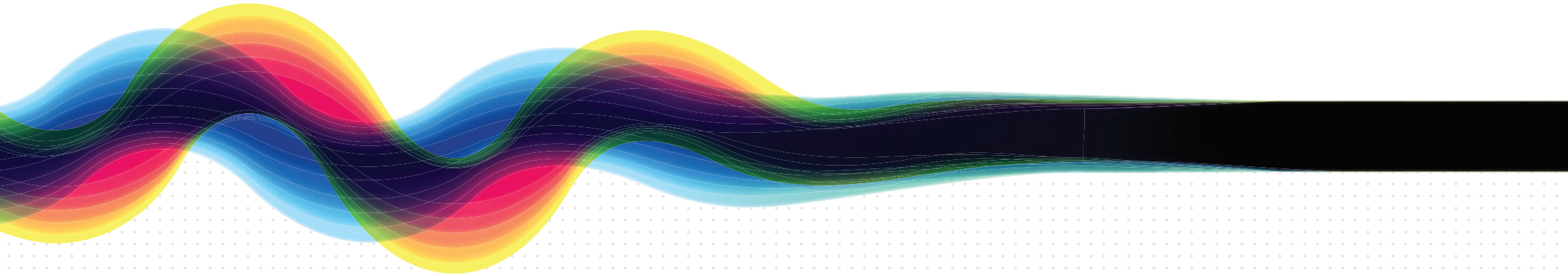
CARRIED UNANIMOUSLY (11/0)

Attachment 2

Strategic Response

Public Open Space Provision at Canning Bridge Activity Centre

April 2023 | 22-532



element.
the art and science of place

We acknowledge the Whadjuk people of the Noongar nation as traditional owners of the land on which we live and work. We acknowledge and respect their enduring culture, their contribution to the life of this city, and Elders, past and present.

/Volumes/Graphics/2022/22-532 - Strategic analysis of public open space at Canning Bridge/STRATEGIC RESPONSE/22-532 Canning Bridge Strat Response D1 230406 Folder/22-532 Canning Bridge Strat Response D1 230406.indd

Issue	Date	Status	Prepared by	Approved by	Graphics	File
1	06.04.23	Draft	Bronwyn Slater, Tilly Chaney, Kim Drubbel	Andrew Howe	MS	D1

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Executive Summary

The brief

element have been engaged to provide advice about the appropriate options and mechanisms that the City of Melville (the City) should use to achieve additional public open space (POS) outcomes in the Canning Bridge Activity Centre (CBAC) within their responsibility, whilst preserving the revenue generation function of City owned land.

The project has been split into three phases:

- Phase 1. Public Open Space Analysis
- Phase 2. Scenario Analysis
- Phase 3. Opportunities at Moreau Mews Applecross

In this project, we have chosen to define public open spaces as are defined as "all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive". [1] This definition favours public ownership because "such ownership guarantees more stable access and enjoyment over time."

Successful public spaces:

- Are accessible
- Engage users in activities
- Are comfortable and are aesthetically pleasing
- Offer a sociable space

Public open space analysis

The Public Open Space Analysis determined the likely future need of POS within the CBAC, the success of the current size and typologies of the existing provision, and the gaps in existing provision by:

- Documenting existing typologies
- Identifying gaps in demand and likely future needs
- Determining the type of spaces needed, general locations, and need for enhanced linkages
- Identifying future opportunities

Projected growth and additional demand

The study area is projected to experience an average annual growth rate of 2.58% from 2,456 people in 2021 to 5,299 in 2051.

The gap analysis found that when comparing the recommended base provision with the existing POS within the CBAC boundary, the CBAC is likely to experience demand for 1 x neighbourhood POS (1-5ha) and 5 x local POS (0.4-1ha) by 2051, or when the population reaches 5,299. When we expanded this study to include the existing provision within an 800-metre walkable catchment from the CBAC boundary, this requirement reduced to 1 x local POS (0.4-1ha).

It must be noted that these guidelines are based on greenfield standards and that in retrofitting brownfield areas such as metropolitan activity centres, it is important to consider the roles of other forms of POS, such as streetscapes and small (<0.4ha) POS.

The primary functions of the existing POS within the study area are recreation or recreation and nature (70.14%) and there is a sufficient provision of spaces used for sporting purposes (29.64%).

1 UN-Habitat (2018). SDG Indicator 11.7.1 Training Module: Public Space. United Nations Human Settlement Programme (UN-Habitat), Nairobi.

Opportunities for future provision

It is recommended that the City focus on enhancing linkages that are not currently contributing amenity, which have been identified as Helm Street, Moreau Mews, and Canning Highway, and activate these streets as new POS within the existing network, prioritising those that are adjacent to any sites designated as future POS.

Opportunities to improve streetscape amenity include: active frontages, parklets, landscaping, increased canopy, street furniture, street lighting, bicycle infrastructure, improved pathways and street crossings, and public art.

The City own two sites within the CBAC - the 'Moreau Mews Applecross' site (23-31 Moreau Mews and 50-52 Kishorn Road, Applecross) and the 'Esplanade Mt Pleasant' site (13 The Esplanade, Mt Pleasant). As the gap analysis identifies, the CBAC is likely to require additional local POS. Both of the City-owned sites are between 0.4-1ha and therefore, if redeveloped, would be classified as local POS. It was identified Moreau Mews Applecross would better fill the space between the walkable catchments, whereas the walkable catchment from Esplanade Mt Pleasant would overlap with the existing provision.

Selection criteria

It is recommended that the City consider the following questions as part of a high-level site selection process to determine desirable locations for future POS. The full list of criteria fall under four categories - access and connectivity, aesthetics, activity spectrum and site condition, and can be found in Chapter 5 - Recommendations.

- Is the site accessible for all user groups and by all modes of transport?
- Can we deliver a variety of uses and activities on-site that cater to changing demographics?
- Will the site be comfortable to spend time in and aesthetically pleasing?
- Will the site be able to act as a meeting place for socialisation?

Scenario analysis

There are four primary sources that can be leveraged to fund provision of public open space – through the developer, community, City (of Melville) or other various financial sources. There are four avenues through these sources that would be most applicable for the infill context for Canning Bridge, being a Development Contribution Plan (DCP), voluntary contributions (commonly referred to at a Public Benefit Plan in this context), Specified Area Rates (SAR) or through extracting revenue from existing (City) assets.

These avenues have been analysed in terms of their risks and benefits within the Canning Bridge context, and rated based on simple, multiple criteria (of equal weighting) to provide a relative recommendation. It should be noted that any of these sources could be pursued by the City to fund POS.

Recommended delivery approach

Based on the key findings from Phase 1, it is understood that there is no immediate need for additional POS and that one 'local' (0.4-1ha) public open space is likely to be required by 2051 or when the population reaches 5,299 people – whichever happens first. Despite this, there are opportunities to provide improvements to or enhanced public spaces in the short-term through streetscape improvements, upgraded linkages, street closures, pocket parks and other 'quick wins'.

Use of a (to be defined) portion of the Moreau Mews or The Esplanade sites could provide additional POS in the short-term, responding to perceived community demand, whilst also being part of a broader package of funding options. Rather than one solve-all solution, it is recommend the City implement a suite of funding options to support a medium/long-term public open space program. This would comprise revenue from a combination of sources, for example, utilising a percentage of City assets for a ground lease, a Development Contribution Plan, Public Benefit Plan and Special Area Rates.

Funding sources and potential

- Developer
  - Development Contribution Plan - $5 million
  - Public Benefit Plan - unknown funding potential
- Community
  - Specified Area Rates - $5.8 - $10.5 million
- City
  - Revenue from existing assets (potential sale of all or part of the sites, or a ground lease arrangement) - $2.6 - $10.6 million

Mechanisms for delivery

- Short-term: Alternative provisions and upgrades, and partial development of existing land holding(s) as POS
- Medium-term: Revenue generation from the remaining portion of existing land holding(s)
- Medium/long-term: POS delivered by third parties

Opportunities at Moreau Mews Applecross

Phase 3 identifies the opportunity for the Moreau Mews Applecross site to be redeveloped as part public open space in the form of an urban plaza, and part development (with the land use/s to be determined at a future stage).

Moreau Mews Applecross has a total site area of 4,057m2 and is centrally located within the Canning Bridge Activity Centre, to the north of Canning Highway. Previous community engagement identified demand for an urban plaza within the activity centre and this site provides a significant opportunity to deliver a space proviidng significant physical, mental, social, environmental and economic benefits.

The site interfaces with residential lots to the north, residential and commercial to the west, across Moreau Mews to the east there is an active frontage with Kinky Lizard on Mews cafe, and to the south across Kishorn Road there is on-street car parking to the north of Canning Highway and the pedestrian footbridge.

Key ingredients of successful urban plazas

The following key ingredients should be used inform a future design brief for the site:

- Increased biodiversity for environmental benefits
- Tree canopy to mitigate the urban heat island effect
- Grassed areas for relief within the urban environment
- Varied seating to accommodate different user groups
- Flexible, multi-use spaces
- Built shade for weather protection
- Interpretive signage and wayfinding
- Opportunities for incidental all-age play
- Places for groups to socialise
- Permeability to increase passive surveillance
- Spaces for parents to sit and supervise

Local benchmarks

We identified fifteen urban plazas across metropolitan Perth to demonstrate the level of amenity that can be provided by spaces based on their varying sizes and configurations. We chose these sites so that these sites can be directly compared to Moreau Mews in terms of location, interface, levels of activity and surrounding land uses. Each plaza has been assigned a ranking of standard, premium and economy to each space to summarise their level of amenity, likely cost per sqm and quality of the space.

Depending on what the City wants this space to look like, the available funding and size of the space identified these plaza examples can be used as benchmarks for what can be delivered in similar inner-urban enviornments.

Options and estimated costings

Council land at Moreau Mews Applecross could serve a dual role, providing public open space in the short-term by utilising part of the site and creating a revenue stream in the medium to long-term to help fund the acquisition of additional sites for the purpose of public open space. The mechanisms to acquire additional open space in the longer term are heavily reliant upon the ongoing income from ground lease or similar, and the acquisition program may struggle without this revenue.

DCWC Quantity Surveyors provided high-level costings and square metre rates for five options, based on proposed percentages of the site to be used for public open space, as opposed to development area. The shape and location of each use should be further analysed in future stages by the City.



Phase 1. Public Open Space Analysis

Public Open Space at Canning Bridge Activity Centre



Pictured: Deep Water Point Reserve

Introduction

Project background

The purpose of developing a strategic response to public open space provision at Canning Bridge is to balance the financial importance of sites owned by the City of Melville (the City) with the opportunity for timely creation of additional open space - of the right type, in the right place.

The City has more POS as an overall percentage than comparable inner urban local governments.[2] Almost all residents are within a 5-minute walk to POS and 44% of the City live within a 10-minute walk to a neighbourhood park. Despite this, growth in the CBAC will increase demand for quality POS within a constrained environment and the issue will become how to improve the existing provision .[3]

element have been engaged to provide advice about the appropriate options and mechanisms that the City should use to achieve additional open space outcomes in the Canning Bridge Activity Centre (CBAC) within their responsibility, whilst preserving the revenue generation function of City owned land.

With the goal of identifying the appropriate strategy, the two key considerations of this analysis are:

1. The likely future need of POS within the CBAC, based on the likely development to occur between 2022 – 2032.
2. How successful the current size and typologies of POS are within the CBAC, and gaps are in provision (location, function, and catchment hierarchies).

The key objectives of this Public Open Space Analysis are to:

- Document extent and function (typology) of existing public open space, including key public realm/streets and the opportunities and constraints.
- Identify the existing gaps in demands for public open space and likely future needs, based on forecast growth in the precinct.
- Determine the type of spaces needed, general locations, and need for enhanced linkages and/or desire lines.
- Identify the existing POS and future opportunities.

2 Parks and Leisure Australia (WA) (2020). Western Australia Community Facility Guidelines Report: High Level Public Open Space and Sports on Public Open Space Data Review. West Leederville, Western Australia.

3 Ibid.

Study area

The CBAC is bordered by the Swan River and located less than 8-kilometres from the Perth CBD. The CBAC is well serviced with transport routes through Canning Highway, Manning Road and the Kwinana Freeway, Canning Bridge Station, bus routes, walking and cycling paths.

The Canning Bridge Activity Centre Plan (CBACP) states that the area will comprise a mix of residential, civic, office, retail and entertainment uses, set against the backdrop of the Swan and Canning Rivers and adjacent open space. The CBAC comprises land within both the City of Melville and the City of South Perth and includes a substantial area of the river.

The project area comprises the CBAC boundary to the west of Canning Bridge, within the City of Melville local government boundary, excluding land to the east of the Bridge, within the City of South Perth. Specifically, it considers Quarter 1 'Kintail Quarter' and Quarter 2 'Ogilvie Quarter' titled by the CBACP (**Figure 1**). Within the study area are key destinations such as the Raffles Hotel, the Swan River and Murdoch University Rowing Clubs, and several longstanding commercial and retail tenancies along Canning Highway.

Figure 2 displays the 400 metre (5-minute) and 800 metre (10-minute) walkable catchments, which have been calculated from the CBAC boundary, rather than the centre of the CBAC. This method was chosen to ensure that the demand generated by those living on the edge of the CBAC is accurately captured and considered. This report documents the extent and function of existing public open spaces within the Activity Centre and the walkable catchments to identify existing gaps in demand for public open space and future needs, based on forecast growth.

Please note that public open space with a site area larger than 4 hectares located adjacent to the 800-metre walkable catchment have been mapped to illustrate a detailed picture of what will be needed in the precinct. These sites are all significant public open space within the City, being Shirley Strickland Reserve, Jeff Joseph Reserve, Goolugatup Heathcote Reserve and Deep Water Point Reserve.



Figure 1. Quarters within the City of Melville identified in the Canning Bridge Activity Centre Plans

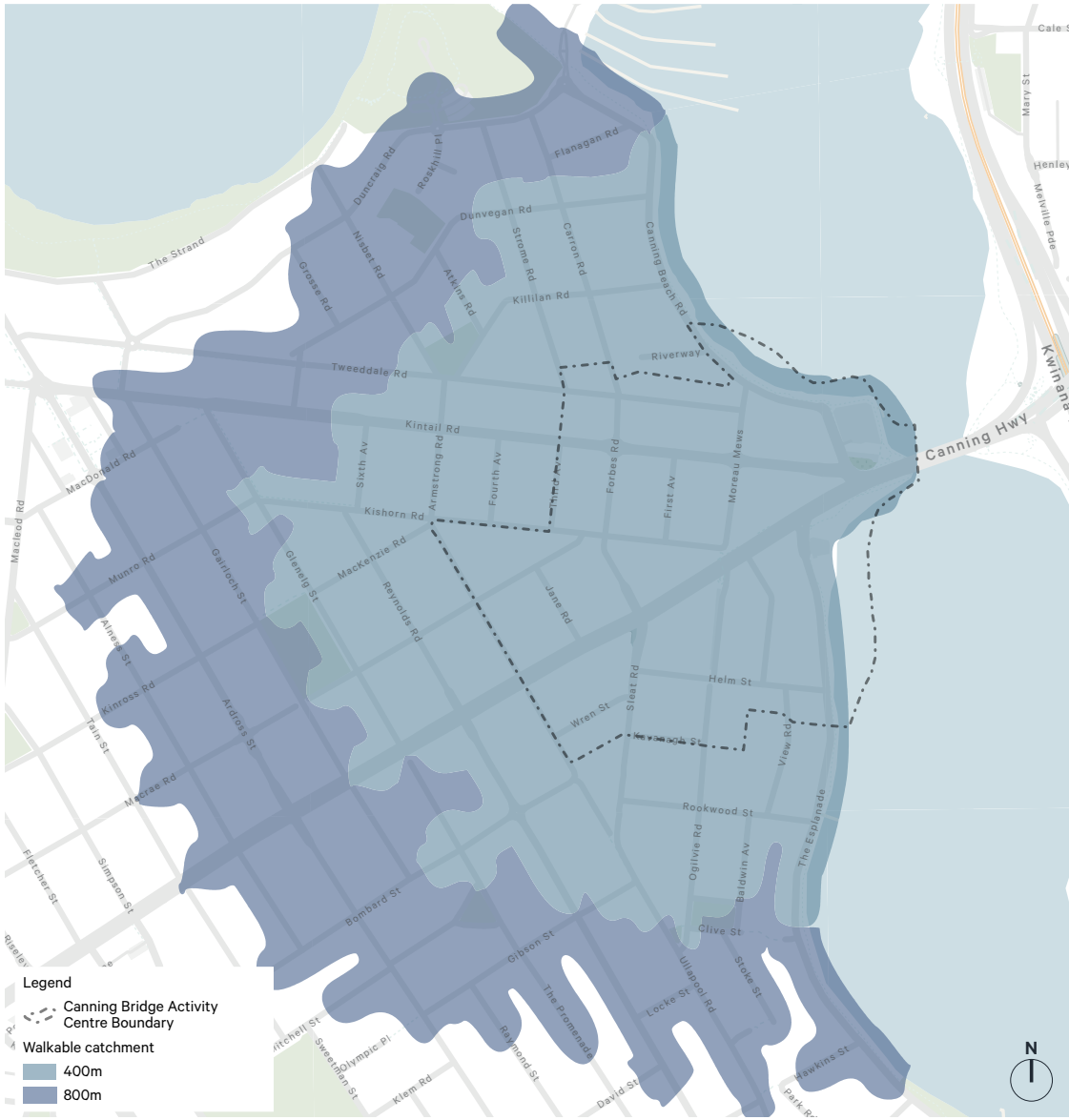


Figure 2. 400m (5-minute) and 800m (10-minute) walkable catchments from the CBAC boundary

Defining public space

The Charter of Public Space defines public spaces as "all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive". This definition favours public ownership because "such ownership guarantees more stable access and enjoyment over time."[4]

This report focuses on public open space, which refers to undeveloped land or land with no buildings that is accessible to the public, provides recreational areas for residents and enhances the beauty and environmental quality of neighbourhoods. These spaces are freely accessible and are normally publicly owned and maintained.

Open public spaces broadly include parks, gardens, play spaces, public beaches, riverbanks, waterfronts, outdoor playing fields and courts and publicly accessible bushland.

Commonly hardscaped public open spaces include streets (avenues, boulevards, lanes), squares and plazas, pathways, and bicycle paths.

Indoor community facilities (such as libraries and community centres), school grounds, and private forecourts to buildings (such as the Raffles Hotel) have been excluded from this analysis.

Streets as public open spaces

Streets are defined as thoroughfares that are based inside towns, cities, and neighbourhoods; and are commonly lined with houses or buildings and offer an essential urban function for both pedestrians and vehicles.[5] They are public open spaces by virtue of being publicly owned and maintained, accessible and enjoyable by all, without charge and at all hours. The main elements included within the street-space are avenues and boulevards, squares and plazas, pavements, passages and galleries, bicycle paths, sidewalks, traffic islands, and roundabouts.[6]

Streets play an important role in public life, making up a substantial part of the open space available to communities, and can be utilised as places to walk, cycle, exercise, play, socialise, grow food, rest, create and do business.[7]



Sport space
Pictured: Shirley Strickland Reserve



Sport space
Pictured: Gairloch Reserve



Recreation space
Pictured: Deep Water Point



Recreation space
Pictured: Jeff Joseph Reserve



Nature space
Pictured: Apex Reserve



Nature space
Pictured: Goolugatup Heathcote

4 UN-Habitat (2018). SDG Indicator 11.7.1 Training Module: Public Space. United Nations Human Settlement Programme (UN-Habitat), Nairobi.
5 Ibid.
6 Ibid.
7 National Heart Foundation of Australia (2020). Active Streets – The New Normal for Public Space. Position Snapshot. Australia

Successful public open spaces

Project for Public Spaces (PPS) evaluated successful public spaces around the world, including parks and reserves, and has found four key qualities that are shared among them:[8]

1. They are accessible
2. They engage users in activities
3. They are comfortable and are aesthetically pleasing
4. They offer a sociable space

These four key attributes can be read as criteria for the creation of a successful public space. These can then be linked to intangible elements such as fun or special, and tangible measurements such as satisfaction ratings and crime statistics to quantify the value and benefit of public spaces.

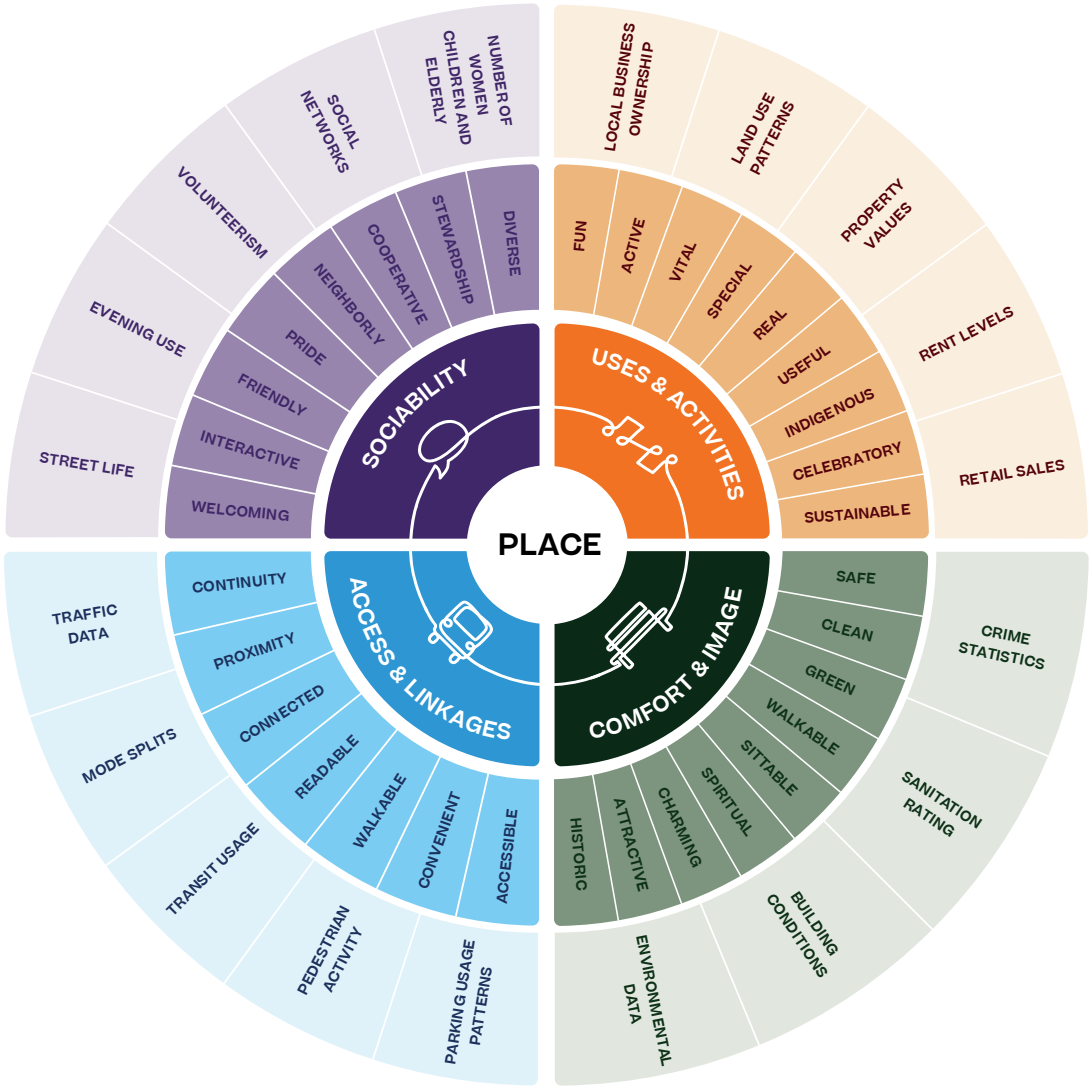


Figure 3. What makes a great place? *Source: Project for Public Spaces (2022)*

8 Project for Public Spaces (2022). Placemaking: What If We Built Our Cities Around Places? A Placemaking Primer. New York.

Benefits of public open spaces

- Promoting **physical health benefits** in reduced risk of chronic diseases like obesity and cardiovascular disease, which inadvertently reduces impact on health care systems
- Promoting **mental health benefits** through stress relief, social inclusion and social connectedness
- Supporting walking and bicycle **transport networks** and movement of people between places
- Improving **social connections** within the local community, sporting clubs, friends and family
- Delivering **environmental benefits** through increased biodiversity and ecological education
- Encouraging **social and cognitive development**, particularly among children
- Providing **economic benefits** due to increased economic activity and increased productivity of community sport participants
- Providing places to celebrate **culture, heritage and history** and **enhance Connection to Country**
- **Reducing anti-social behaviour** and crime
- **Mitigation of urban heat island effect**, particularly in high density precincts





Pictured: Shirley Strickland Reserve



Strategic context

Literature review

Planning and management of public open space is guided by a significant number of state and local government guidelines and policy. The following documents were reviewed to inform the Public Open Space Analysis and the key findings have been summarised into three themes – public open space, population and growth, and options and mechanisms.

Table 1. Document register

Strategic document	Publication date
State of Western Australia	
State Planning Policy 3.6 Infrastructure Contributions	April 2021
Perth and Peel @3.5million Central Sub-Regional Planning Framework	March 2018
Classification Framework for Public Open Space	November 2012
Liveable Neighbourhoods	2015
City of Melville	
Canning Bridge Activity Centre Plan (Draft issued for advertising)	August 2022
At Canning Bridge Precinct and Place Report	July 2021
At Canning Bridge Community Development and Place Activation Plan	July 2020
Public Spaces Strategy	February 2017
Report to the Council of the City of Melville – Recommendations on the Review of the Canning Bridge Activity Centre Plan	April 2022
Land Asset Management Plan	February 2017
EMES Presentation Overview and Discussion, Land Asset Management Plan and Long-Term Financial Plan	July 2022
External documents	
Western Australia Community Facility Guidelines Report: High Level Public Open Space and Sports on Public Open Space Data Review Perth and Peel	July 2020
Western Australia Guidelines for Community Infrastructure	July 2020

Public open space

Table 2. Opportunities and constraints

Opportunities

- The community want to see greater investment in the public realm and infrastructure, particularly soft, organic and natural spaces.
- There is a desire to establish a 'heart within the Precinct to lessen the focus on Canning Highway / Canning Bridge.
- City-owned strategic property assets such as the properties in Moreau Mews and Kishorn Road, Applecross; and 13 The Esplanade and 64 Kishorn Road, Mt Pleasant can be set aside for permanent use as public open space, piazzas and parks.
- The anticipated development and growth in the CBAC itself provides opportunity for POS to be funded or provided through the development process.
- Supplement public open space needs through the enhancement of the existing public realm and the creation of new small urban spaces.
- Complement the open space network to strengthen visual and pedestrian connection to the river and make prudent use of land owned (in freehold) or managed by local government.
- Provide areas within the private realm that converse well with the adjacent street; open piazzas which envelope café seating and retail entries adjacent to nearby bus stops, or areas for youth play.
- Activate public open spaces across the precinct through planned programming and infrastructure, as well as passive and active recreation.
- Provide a new civic space/public piazza in the heart of the precinct where the community can meet, with landscaping and shading.
- Prioritise improving the quality, useability, amenity, comfort, sustainability, variety, safety, and accessibility of public open spaces over the purchase of freehold land for additional parklands.

Constraints

- The CBAC is lacking in large expanses of green open space, except for the Swan and Canning Rivers foreshores.
- The CBAC is lacking soft, organic landscapes; green spaces, trees and shade; and a precinct heart.
- There is a shortage of quality open spaces, including play spaces and pocket parks, which appeal to a multi-generational audience.
- CBAC does not meet Council guidelines on access to public parks, and yet it is destined to have the highest residential density. The planning framework recognises this and is responding to this demand.
- An "appropriate mix of land uses and public spaces" has not been achieved because there is an evident absence of public open space, notably green open space, in the CBAC.
- Within the Kintail and Ogilvie Quarters, there is a natural preference towards small, intimate spaces as they after often easier to secure and establish.
- There are constraints on purchasing more freehold land for additional parklands.
- The current lack of an overall plan for Canning Bridge means developments are being done in a haphazard way with no provision for public open space, pocket parks and play spaces
- So-called public areas, such as rooftop gardens, on the top of podiums are not, and have not been, a satisfactory substitute.
- The precinct is divided in two by Canning Highway and until such times as that broader issue is resolved, there is a need to provide spaces north and south to provide for good levels of local access to facilities.

Quarter 1. Kintail Quarter

- Serviced for active recreation by the riverfront, the community of this Quarter will seek out opportunities for open space in the nearby Q2 and to the Northwest at Heathcote.
- Very little to attract families and children to the precinct.
- Lack of pocket parks and green space.
- A walkable destination like a shaded piazza for al fresco dining would strengthen the local identity.

Quarter 2. Ogilvie Quarter

- The foreshore linear park is well utilised and provides a valuable link for cyclists and recreational users.
- Proximity to the river and larger areas of open space are recognised as key attractors, whilst safe access to the northern Q1 Quarter is identified as a key challenge.
- More art and parks are required.

Recommended base provisions

The additional public open spaces required within the CBAC are:

- 2 x urban piazzas
  - One each in Quarter 1 and Quarter 2

Population and growth

CBAC

- The significant increase in housing density in the CBAC will lead to an increase in demand for open space that is accessible to the community at large, and for future generations, imperative.
- The CBAC is characterised as an affluent, multi-cultural community which has succeeded itself over generations of development, with long term residents now existing alongside younger generations of families and single residents. The census data shows a slightly maturing population despite being strongly influenced by Curtin University with substantial student residency.
- The Kintail Quarter (Q1) community is multi-cultural, educated, affluent, and enjoys housing diversity.
- The Ogilvie Quarter (Q2) community is multicultural, educated, affluent, and enjoys living in separate houses, with fewer children.
- Key demographics for the CBAC (compared to the City of Melville) are that they are/have:
  - Low proportion of couple families with children
  - Higher average income
  - High proportion of one-bedroom apartments and low proportion of 4-5 bedrooms
  - Low cultural diversity
  - Well educated

Strategic drivers

- Population growth
- Demographic change
- Social trends
- Household composition
- Infill and densification
- Community expectations

Pressures

- More demand for community services accessible to residents
- Demand to purchase land for public open space
- Pockets of community dissatisfaction within overall high satisfaction levels
- Less private green space
- Reluctance to “lose” even underutilised public open space
- Pressure to utilise City owned investment land for public open space

Options and mechanisms

Current situation

- The City has narrow revenue base (rates, fees, charges and interest income).
- The City has no Developer Contribution Scheme or Special Area Rates to fund capital improvement of public assets and infrastructure.
- Rental income and profits from City owned investment property are important to enable the City to fund its capital expenditure and services into the future.
- There is an opportunity for the provision of public open spaces through existing community benefit provisions in the CBACP (and proposed mechanisms in the draft CBACP).

Opportunities

- Infrastructure contributions can be satisfied by ceding land for public open space, monetary contributions to be used by the local government to acquire land or undertake works, or some other method acceptable to the relevant government agency or infrastructure provider, or a combination of these.
- The Western Australian Planning Commission (WAPC) has historically applied a standard condition of 10% public open space to new subdivision applications over a threshold size. Alternatively, subject to the Commission’s approval and the local government’s agreement, a developer may pay to the local government an amount equivalent to the value of the portion of the land required to be set aside and vested as parks, recreation land or open space.
- For Community Infrastructure – a maximum levy for infrastructure of $5,000 per dwelling shall apply for local governments seeking contributions for the capital cost of community infrastructure, subject to the support of the Western Australian Planning Commission (WAPC). Contributions cannot exceed the maximum amount and all items are to be justified, with the demand for infrastructure demonstrated through a Community Infrastructure Plan (CIP).
- The local government may only spend the money received under section 153 on purposes associated with purchasing or improving parks, recreation grounds or open space in the same locality as the development. This has resulted in the purchase of relatively small land areas with limited useability for the local community.

Community perceptions

- With several significant developments (15 to 30 storeys) now complete, under construction or approved in the Kintail and Ogilvie Quarters of the precinct, the issue of perceived 'over-development' has featured prominently in community dialogue and strong debate has ensued around what is justified or unjustified discretionary height relative to the value of community benefits on offer.
- There is an even split amongst the community as to whether they support development incentives as a method to deliver community benefit. Whilst 47% of respondents support in principle the merits of a bonus system, many are frustrated with the process.
- 37% supported pooled contributions from developers, 28% do not support and 35% were not sure.
- Data suggests that 76% of respondents consider there has been too much bonus floor space offered, for minimal benefit. If bonuses are to remain in place, tighter controls are essential. Improved planning controls, processes and transparency are required to guide and inform decisions.
- Desire for bonuses to be provided off-site to broaden the scope for providing community benefit. There are currently no caps on bonuses and greater sensitivity is important around how bonuses are awarded.
- There needs to be provision to firmly lock-in benefits into the future (to provide benefits up-front, and to ensure public access is not withdrawn). This will be an on-going concern if benefits remain on site. There is support to 'pool' community benefit funds from proposed developments to fund communal public benefits, rather than delivering benefits on-site.

Options

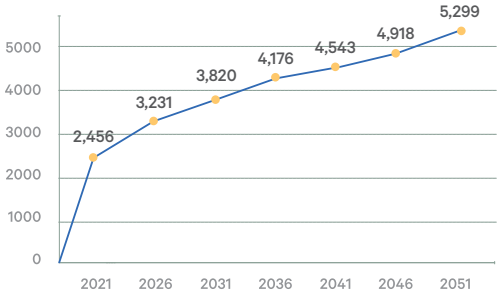
- There may be opportunity to explore funding for additional open space utilizing the 10% POS contributions process through subdivision process (although opportunities may be limited if contributions have been discharged under original subdivision).
- Additional POS and strategic linkages may be achieved through development application, community benefit and/or Local Development Plan processes (in exchange for bonus height/floorspace).
- Cash contribution in-lieu of community benefits (in exchange for bonus height/floorspace) could be used to enhance/expand public open space.
- The potential to 'levy' major development proposals within the CBAC to build up a fund for public infrastructure can in principle be implemented through a Development Contribution Plan (DCP) – through local planning schemes. This tool can coordinate the sharing of the cost of common infrastructure between developing landowners across the CBAC. Infrastructure would include public realm and public open space investment. Contemporary planning practice suggests alternative approaches may be more applicable in an infill context, given the administrative costs and funding commitments required by Council using such a mechanism.
- Special area rates could be applied to land within the CBAC, relative to the development rights of specific lots. This would then be applied to include both current and future owners and users who would benefit from the infrastructure. This would have the effect of levying lots at a similarly equitable rate to a DCP as well as providing greater certainty of the availability of capital funding for infrastructure development.
- Council could commit to developing its current land holdings at Moreau Mews and Kishorn Road in Applecross; and at 13 The Esplanade and 64 Kishorn Road, Mount Pleasant for public open space as soon as possible. Council currently has a reserve account that is funded by increased rates generated by the increased density in the CBAC.
- Council could develop all or part of the Council landholdings for revenue producing purposes, with a benefit of investing revenue into the centre and across the City.
- The City could commit to investing those funds in the public realm in the CBAC with a focus on developing pocket parks (in addition to the council-owned land mentioned).
- It is recommended that the City only purchase freehold land for additional parkland if:
  - The identified needs of the local community are unable to be met by improving the quality, useability, amenity, sustainability, variety, safety and accessibility of existing public open spaces;
  - A cost-effective opportunity arises; or
  - Existing local public open spaces are demonstrably suffering from overutilisation.

Growth forecasts

Population forecasting

Given the lack of official population projections for the CBAC to the west of Canning Bridge, we prepared a population forecast using a methodology outlined in the following section.

Using this approach, the study area is projected to experience an average annual growth rate of **2.58%** from **2,456 in 2021** to **5,299 in 2051.**



Figures 4 and 5 illustrate the projected growth rate per mesh block using the ABS 2021 Census data for the existing (2021) count and WA Tomorrow for the 2031 projection counts.

The central block currently has a residential population of zero, due to its commercial and retail uses. Due to the lack of population, no growth rate has been calculated by WA Tomorrow, therefore it is not possible to forecast the potential growth for this mesh block over the specified time period.

While there are approved mixed use developments that are likely to be built within that mesh block prior to 2031, we acknowledge that this forecast does not account for these by location and this should be revisited closer to 2031 for accuracy.

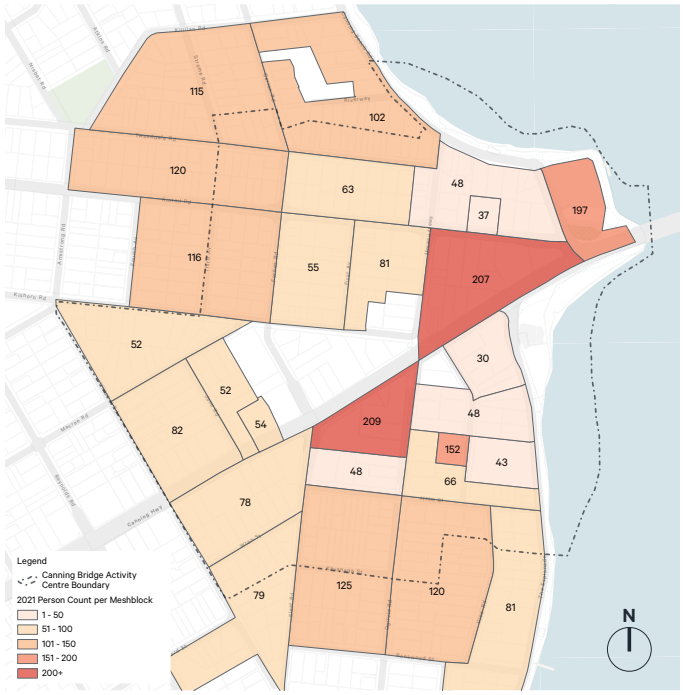


Figure 4. 2021 population (count of people per mesh block).
Data source: Australian Bureau of Statistics 2021 Census

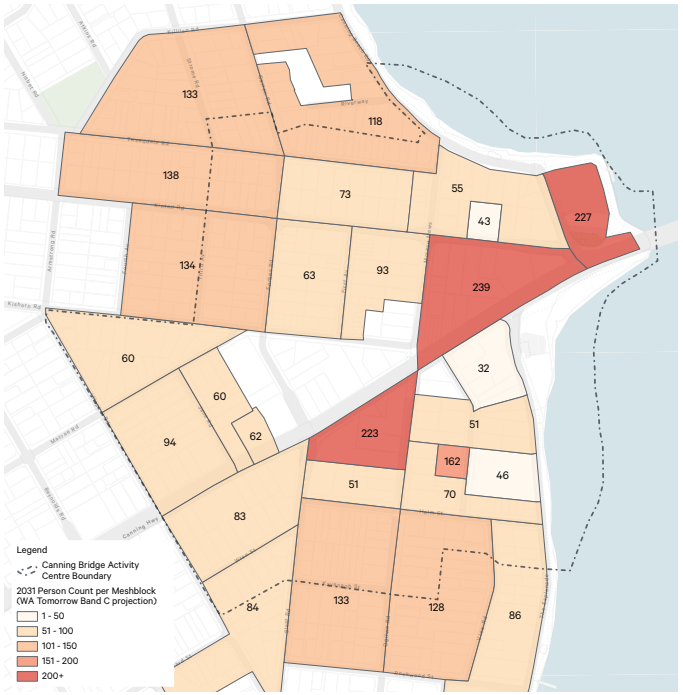


Figure 5. 2031 projected population (count of people per mesh block).
Data source: WA Tomorrow Band C 2031 Projected Population

Methodology

The CBAC covers two Statistical Area 2s (SA2s), being Applecross-Ardross and Booragoon (indicated in red), and eight Statistical Area 1s (SA1s) (indicated in blue). Because the SA1 boundaries extend far outside the activity centre, we chose to work with the selected mesh blocks indicated in green to align with ABS Census data.



Figure 6. SA1s within the CBAC



Figure 7. Mesh blocks within the CBAC

In order to establish a population forecast we disaggregated the SA2 level DPLH *'WA Tomorrow Band C'* forecast for 2031 to a mesh block level (based on the 2021 census population distribution by mesh block for each SA2 in the CBAC). On this basis the selected mesh blocks are forecast to reach a population of 2,732 by 2031 – representing a growth rate of 1% per annum.

Table 3. Mesh blocks within the CBAC

Activity Centre Mesh Blocks	2021	2031	Per annum Growth
Applecross - Ardross	1,381	1,583	1.4%
Boooragoon	1,084	1,149	0.6%
Total	**2,465**	**2,732**	**1.0%**

Based on the Canning Bridge Approved Developments data as provided by the City:

- 230 apartments are currently under construction;
- 271 apartments are expected to obtain a building license in 2023; and
- Another 431 apartments have development approval and are expected to be delivered between 2025-2031.

Based on the SA2 2021 census data for the Activity Centre the average population for apartments is 1.41 - this would result in a population estimate of 3,676 by 2031.

Table 4. Average populations by SA2

Booragoon SA2	
Share of Population in AC	44%
Average Bedrooms	1.9
Average number of persons per bedroom	0.7
Average Population per Apartment	1.3
Applecross - Ardross SA2	
Share of Population in AC	56%
Average Bedrooms	2.1
Average number of persons per bedroom	0.7
Average Population per Apartment	1.5
Average pop/apartment	**1.41**

This represents a Compound Average Growth Rate (CAGR) of 4.1% for the period 2021-2031.

Whilst some of these developments are likely to be pushed out, **element** acknowledge that, based on the development pipeline in the area, the medium-term population growth rate is likely to be significantly higher than the WA Tomorrow forecast.

However, there is no development application (DA) data post 2031. As such, any population forecast post 2031 would normally be informed by historic growth rates and/or published long term forecasts.

In the case of CBAC, both historic growth rates (<1.5%) and published forecasts (1%) are significantly lower than 'on the ground' data suggests which presents a challenge.

Given the fact that several comparatively large development sites remain within the CBAC, and based on the assumption that construction costs and macro-economic indicators will 'normalize' in the longer term, we would suggest a post 2031 growth rate per annum that is somewhat elevated from historic and forecasted growth rates to account for these conditions. However, the 'spike' in population resulting from the medium term (2021-2031) development activity is not deemed sustainable long term.

As such we propose using the DA data to inform population growth estimates for the period 2022-2036 and a CAGR of 2.0%-1.5% (declining) for the period 2036-2051.

Dwelling and density forecasting

Figure 8 highlights the existing densities within the CBAC by illustrating the dwelling count per mesh block that was calculated at the 2021 Census. **Figure 9** shows the Local Planning Scheme Zones that apply within the CBAC.

Using development approvals data provided by the City of Melville, we have estimated an increase of approximately 934 dwellings over the period of 2021-2031. This includes 535 additional dwellings between 2021-2026 and 399 additional dwellings between 2026-2031.

We have derived dwelling growth estimates for the period of 2031-2051 based on the population forecast and an assumption regarding the level of apartment development activity (80% of forecasted dwelling growth) versus the level of infill development (20%).

To obtain the average population per dwelling, we have used 2021 ABS Census data to estimate the average population for both apartments and infill, (1.41) and (2.47) resulting in a weighted average population per dwelling (1.62). From this, we have estimated an increase of approximately 911 additional dwellings for the period of 2031-2051.

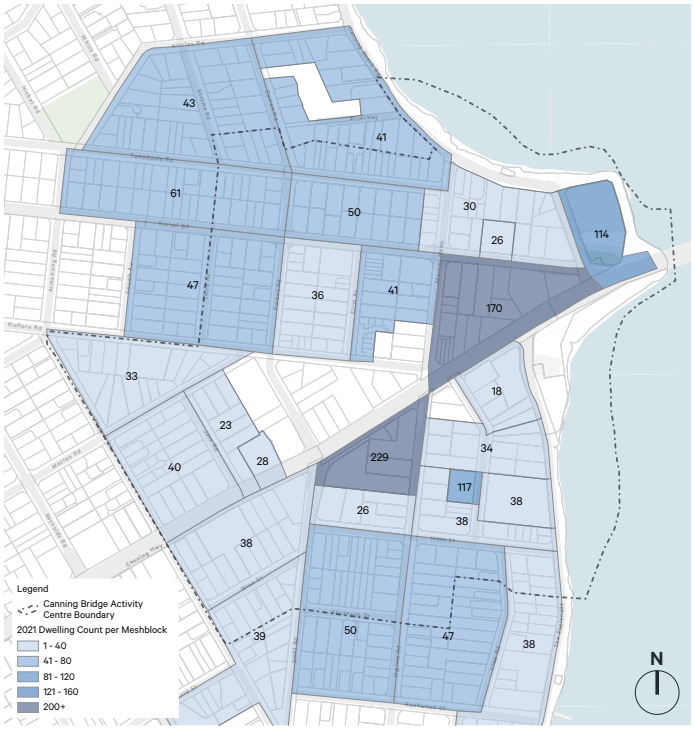


Figure 9. 2021 dwellings (count of dwellings per mesh block).
Source: Australian Bureau of Statistics 2021 Census

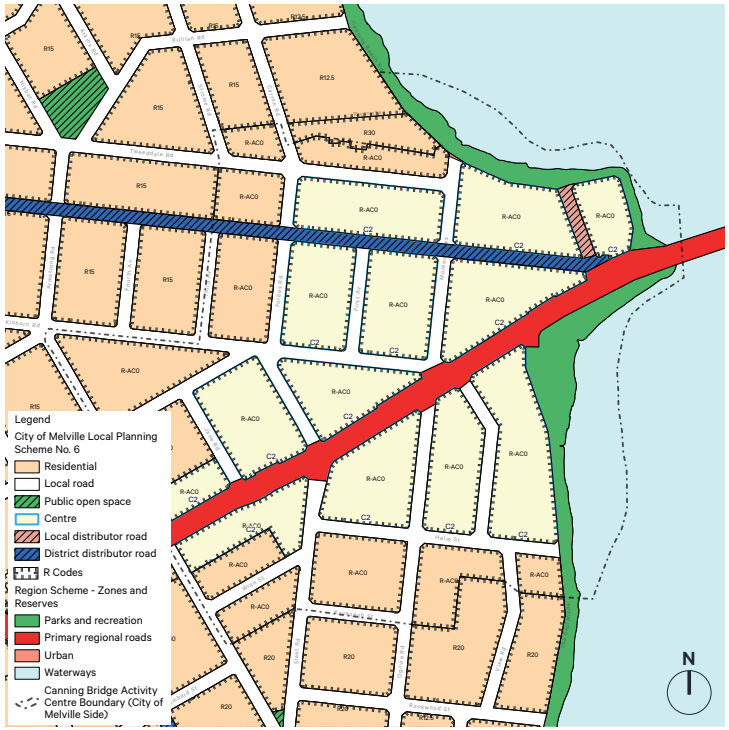


Figure 8. Zoning within the Canning Bridge Activity Centre.
Source: Local Planning Scheme No. 6, City of Melville

Table 5. Dwelling forecasts

Year	New dwellings	New population	Total population	P.A. growth
2021 - 2026	535	766	3,231	5.56%
2026 - 2031	399	589	3,820	3.40%
2031 - 2036	220	356	4,176	1.80%
2036 - 2041	226	367	4,543	1.70%
2041 - 2046	231	375	4,918	1.60%
2046 - 2051	234	380	5,299	1.50%



Pictured: Jack Howson Reserve

Existing public open space provision

Overview

This section identifies the catchment hierarchy and associated walkable catchments, primary function, land ownership and whether there is a play space in each POS to create a consolidated image of the existing provision and spatial gaps in demand.



Figure 10. Public open space within a walkable catchment from the CBAC boundary

Public open space catchment hierarchy

Classification

The public open space catchment hierarchy is informed by the *City of Melville's Public Spaces Strategy* (2017), the Parks and Leisure Western Australia's *Guidelines for Community Infrastructure* (2020) and the State Government's *Classification Framework for Public Open Space* (2012).

The catchment hierarchy assigns a classification based on typical size and how far a user might travel to visit the site. The guidelines are general in nature and it is important to consider that the sizing parameters have been designed for greenfield sites. On this basis, we have chosen to use the City's modified classifications, which consider the function and role of the space in addition to the size to suit the specific context of the inner-urban activity centre. The category of 'small public open spaces' has been added to designate spaces less than 0.4ha in area and align with the City's *Public Spaces Strategy*.

Table 6. Catchment hierarchy

Catchment hierarchy	Size (ha)	Catchment	Description	Functions
Regional public open space	Larger than 15ha	10km	Regional open space (ROS) may accommodate important recreation and organised sport spaces as well as significant conservation and/or environmental features. Regional Open Space is generally reserved in the Metropolitan Region Scheme.	• Sport • Recreation • Nature
District public open space	5ha – 15ha	2km / within a 5 – minute drive	District parks are designed to attract a wide range of user groups for different purposes and can accommodate them concurrently. Their large size allows provision of small and large scale activities and leisure opportunities in the same space, adjacent to and interacting with each other where appropriate.	• Recreation • Sport
Neighbourhood public open space	1ha – 5ha	800m / within a 10 – minute walk	Neighbourhood parks provide a recreational and social space for a whole neighbourhood to walk to and attract different user groups by providing a variety of different opportunities. Neighbourhood parks are generally not compatible with activity centres due to their size and effect on access to the centre. There is opportunity to have both recreation and nature functions within neighbourhood parks.	• Recreation • Sport • Nature
Local public open space	0.4ha – 1ha	400m / within a 5 – minute walk	Local parks are designed to accommodate daily recreation for the local community. Local parks are primarily designed to include recreational and or nature space functions but may include small sports functions such as basketball or tennis courts. These public open spaces are best located interspersed through a neighbourhood.	• Recreation • Nature
Small public open space	Less than 0.4ha	400m / within a 5 – minute walk	Smaller parks contribute to the landscape character and quality of the neighbourhood and make walking through the area more enjoyable and appealing. Examples of smaller parks include plazas, piazzas, civic spaces and pocket parks., all of which can be more intimate and promote vibrancy and activity in activity centres.	• Recreation • Nature

Regional public open space

Key amenities
- Natural biodiversity
- Play spaces
- Grass
- Seating
- Shade (built and natural)
- BBQ
- Picnic tables
- Drink fountains
- Pathways
- Public toilets
- Lighting
- Bins
- On-site parking
- Bicycle racks

Optional amenities
- Event infrastructure
- Pavilion
- Sports infrastructure
- Sports lighting
- Dog exercise area
- Exercise equipment

District public open space

Key amenities
- Natural biodiversity
- Play spaces
- Grass
- Seating
- Shade (built and natural)
- BBQ
- Picnic tables
- Drink fountains
- Sports infrastructure
- Sports lighting
- Pathways
- Public toilets
- Lighting
- Bins
- On-site parking
- Bicycle racks

Optional amenities
- Event infrastructure
- Pavilion
- Dog exercise area
- Exercise equipment

Neighbourhood public open space

Key amenities
- Natural biodiversity
- Grass
- Seating
- Shade (built and natural)
- Play spaces
- Sport infrastructure
- Drink fountain
- Pathway
- Bins

Optional amenities
- BBQ
- Bicycle racks
- Public toilets
- Picnic table
- On-site parking
- Lighting
- Sports lighting

Local public open space

Key amenities
- Natural biodiversity
- Grass
- Seating
- Play spaces
- Shade (natural)
- Bins
- Paths

Optional amenities
- Drink fountain
- Lighting

Small public open space

Key amenities
- Shade (natural)
- Minimal landscaping

Optional amenities
- Seating

District public open spaces

Size: 5 – 15ha

Catchment: 2km (5-minute drive)

Purpose/function: District parks are designed to attract a wide range of user groups for different purposes, accommodating them concurrently.

While the primary function of these spaces is recreational, their large size allows provision of small and large scale activities and leisure opportunities in the same space, adjacent to and interacting with each other where appropriate.

Table 7. Existing district public open spaces that service the CBAC

No.	Name	Address	Area (ha)	Catchment	Primary function/s	Play space	Land ownership
1	Deep Water Point Reserve	The Esplanade, Mount Pleasant 6153	4.14 ha	District	Recreation	Yes	Split between the State of Western Australia and Melville Road Board
2	Goolugatup Heathcote Reserve	58 Duncraig Rd, Applecross 6153	7.73 ha	District	Recreation Nature	Yes	State of Western Australia

Key findings

- The highest concentration of district POS is situated along the riverfront, particularly in Applecross (Jeff Joseph Reserve and Goolugatup Heathcote Reserve).
- All district sized spaces have play spaces.
- While none of these district POS are technically within the 800m walkable catchment from the CBAC boundary, they have been included because their 2km walkable catchments service residents living within the CBAC and are therefore an important consideration for the provision of new public open spaces.
- There are no spatial gaps between the current provision and existing demand for district POS.

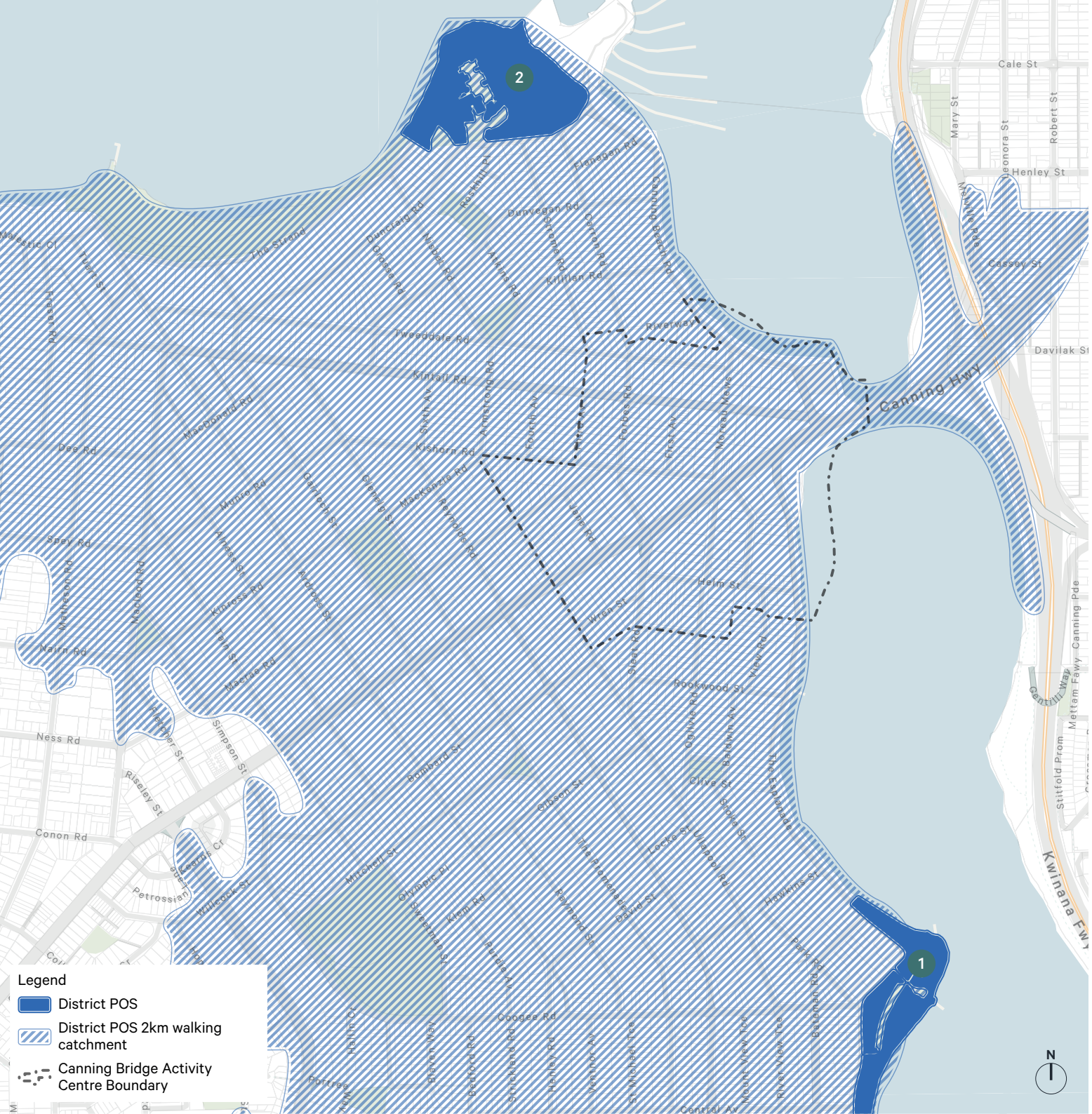


Figure 11. District public open spaces in proximity to the CBAC

Neighbourhood public open spaces

Size: 1 – 5 ha

Catchment: 800m (10-minute walk)

Purpose/function: Neighbourhood parks provide a recreational and social space for a whole neighbourhood to walk to and attract different user groups by providing a variety of different opportunities.

Neighbourhood parks are generally not compatible with activity centres due to their size and effect on access to the centre. There is opportunity to have both recreation and nature functions within neighbourhood parks.

Table 8. Existing neighbourhood public open spaces that service the CBAC

No.	Name	Address	Area (ha)	Catchment	Primary function/s	Play space	Land ownership
1	Jeff Joseph Reserve	The Strand, Applecross 6153	7.86 ha	Neighbourhood	Recreation	Yes	State of Western Australia
2	Shirley Strickland Reserve	Coogee Rd, Ardross 6153	8.44 ha	Neighbourhood	Sport	Yes	Split between the City of Melville and State of Western Australia

Key findings

- The two neighbourhood parks are well spaced in relation to one another, servicing disparate catchments. However, there is a significant gap in provision present in almost the entirety of the CBAC.
- Both neighbourhood parks have play spaces present.
- There is a variation in primary functions.



element.

Figure 12. Neighbourhood public open spaces within the 800m walkable catchment of the CBAC

Local public open spaces

Size: 0.4 – 1ha

Catchment: 400m (5-minute walk)

Purpose/function: Local parks are designed to accommodate daily recreation for the local community.

Local parks are primarily designed to include recreational and or nature space functions but may include small sports functions such as basketball or tennis courts. These public open spaces are best located interspersed through a neighbourhood.

Table 9. Existing local public open spaces that service the CBAC

No.	Name	Address	Area (ha)	Catchment	Primary function	Play space	Land ownership
1	Apex Reserve	2 The Esplanade, Mount Pleasant 6153	1.02 ha	Local	Recreation Nature	No	State of Western Australia
2	Gairloch Reserve	Gairloch Street, Applecross 6153	1.93 ha	Local	Sport	Yes	City of Melville
3	Jack Howson Reserve	Dunvegan Rd, Applecross 6153	0.85 ha	Local	Recreation	No	Split between the City of Melville and State of Western Australia
4	Ogilvie Road	72 Ogilvie Rd, Mount Pleasant 6153	0.32 ha	Local	Recreation	No	City of Melville
5	Warwick Wild Park	2 Killilan Rd, Applecross 6153	0.63 ha	Local	Recreation	Yes	Melville Road Board

Key findings

- There is a variation in primary functions of the parks.
- Two out of five spaces have play spaces.
- There are spatial gaps between the current provision and existing demand for local POS in a significant portion of the CBAC.

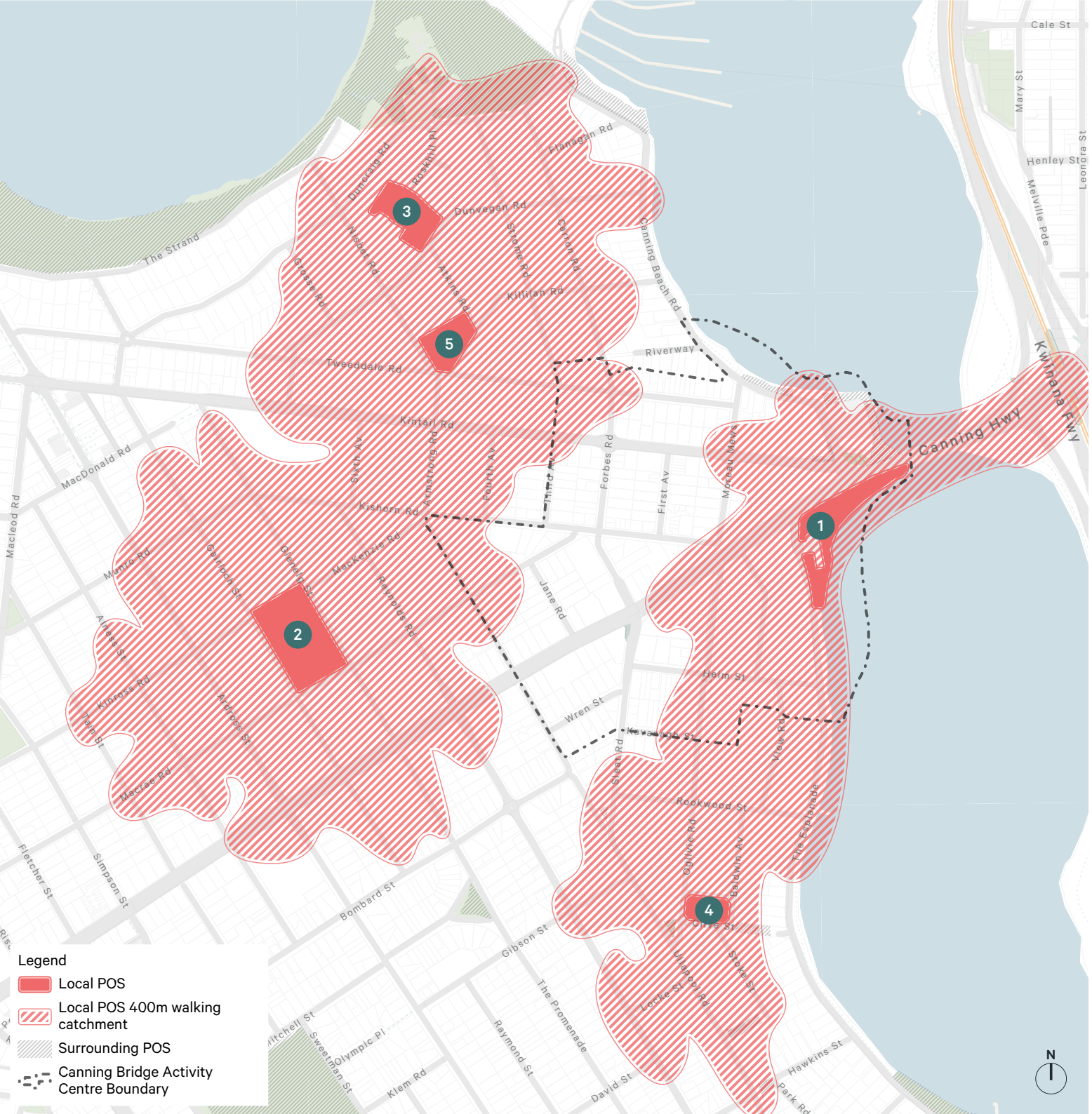


Figure 13. Local public open spaces within the 800m walkable catchment of the CBAC

Small public open spaces

Size: < 0.4ha

Catchment: 400m (5-minute walk)

Purpose/function: Smaller parks contribute to the landscape character and quality of the neighbourhood and make walking through the area more enjoyable and appealing. Plazas, piazzas, civic spaces and paved open pedestrian spaces are examples of smaller parks as well as pocket parks in residential neighbourhoods. Small parks can be more intimate and promote vibrancy and activity in activity centres.

They can also provide new experiences for people, especially when located in or close to activity centres and high street precincts.

Table 10. Existing small public open spaces that service the CBAC

No.	Name	Address	Area (ha)	Catchment	Primary function	Play space	Land ownership
1	Clive Street	Clive Street, Mount Pleasant 6153	0.14 ha	Small	Recreation	No	-
2	Coffee Point Reserve	Canning Beach Road, Applecross 6153	0.72 ha	Smalll	Nature Recreation	No	State of Western Australia
3	Harry Bridle Park	79 Glenelg St, Mount Pleasant 6153	0.2 ha	Small	Recreation	No	Melville Road Board
4	Hawkins Street	Ullapool Road, Mount Pleasant 6153	0.06 ha	Small	Recreation	No	-
5	Helm cul-de-sac	Helm Street, Mount Pleasant 6153	0.03 ha	Small	Recreation	No	-
6	Raffles foreshore	Canning Beach Road, Applecross 6153	0.46 ha	Small	Recreation	No	-
7	Riviere foreshore upgrade	Canning Beach Road, Applecross 6153	0.13 ha	Small	Recreation Nature	No	State of Western Australia
8	Sleat Road	Sleat Road, Mount Pleasant 6153	0.03 ha	Small	Recreation	No	-
9	Tivoli forecourt	69 Canning Beach Road, Applecross 6153	0.08 ha	Small	Civic	No	City of Melville
10	Ullapool Road	Ogilvie Road, Applecross 6153	0.05 ha	Small	Nature	No	-
11	Waugh Street	Ullapool Road, Mount Pleasant 6153	0.14 ha	Small	Recreation	No	-

Key findings

- The small POS is concentrated to the south of the CBAC, with a significant lack in provision to the north.
- None of the smaller spaces have play infrastructure.
- Many of these POS act as pathways linking streets towards the foreshore, without vehicle access.
- Some of these spaces have amenity such as seating or sculptural elements.



Figure 14. Small public open spaces within the 800m walkable catchment of the CBAC

Gap analysis

Figure 15 overlays each POS by hierarchy and their associated walkable catchment to highlight where, if any, there was a gap in access to POS. Significantly, **there are no gaps within the CBAC.**

From this we can assume that all residences are within walking distance to some form of POS, disregarding function. This assumes easy walkability; however, we must consider the presence of major physical barriers such as Canning Highway which could deter some pedestrians.

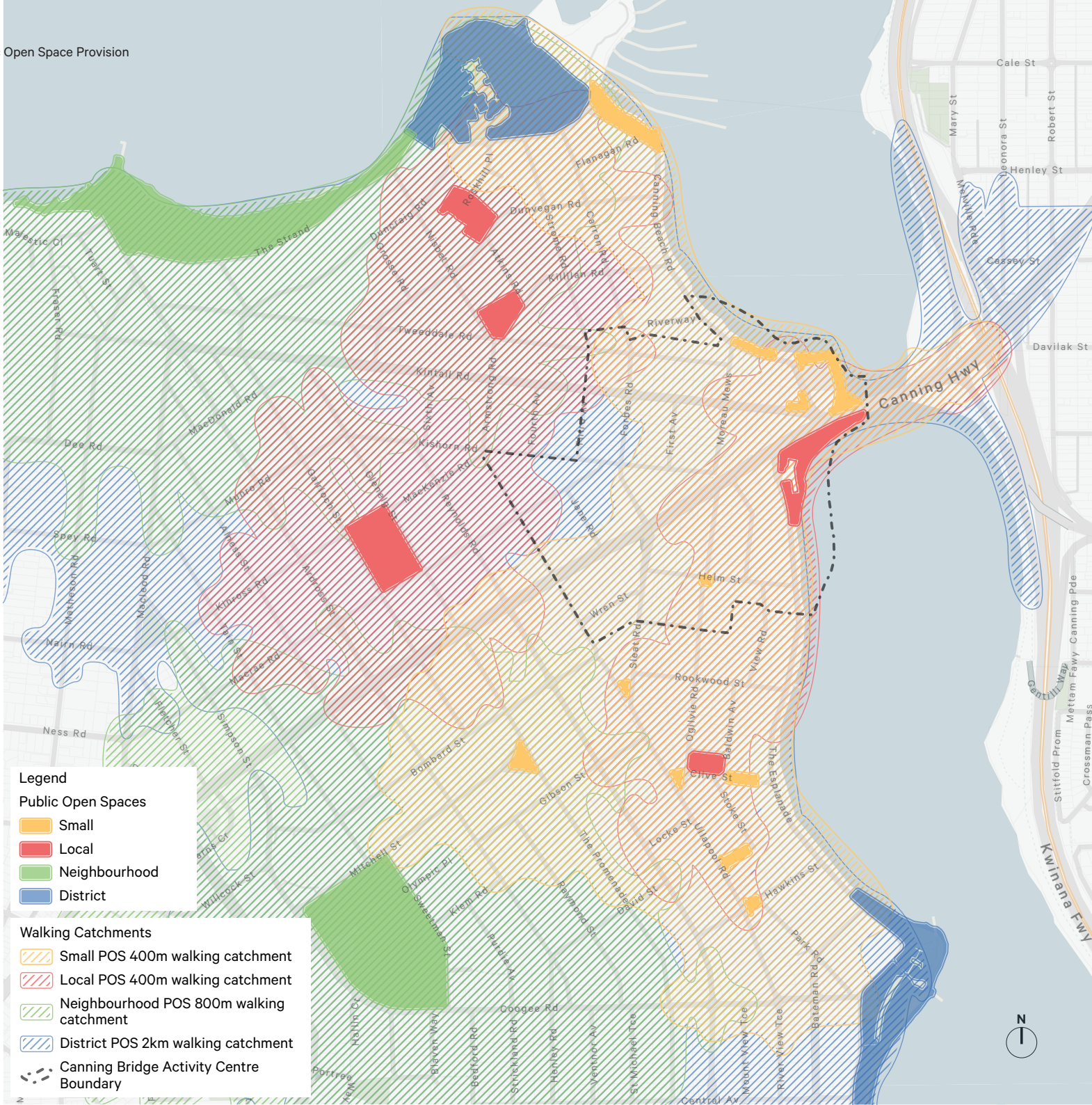


Figure 15. Access to public open space within the CBAC

Public open space function

Classification

The functions of public open space are denoted by the primary use and expected activities undertaken within a space. The City have identified four functions, being sport, recreation, nature and civic, which are defined below.

Table 11. Function classification

Function	Purpose	Description
Sport	Sport spaces provide a setting for formal structured or organised sporting pursuits capable of hosting team competitions.	Sport spaces are designed to accommodate playing surface, buffer zones, and supplementary infrastructure requirements such as clubrooms, training nets and storage, as well as spatial and access requirements for spectators and visitors such as streets and parking provision.
Recreation	Recreation spaces provide a setting for informal play and physical activity, relaxation, and social interaction.	These spaces enhance physical and mental health of the community through activity that provides amusement, tranquillity, or stimulation. Recreation spaces can be accessed by all to play, socialise, exercise, celebrate or participate in other activities that provide personal satisfaction or intrinsic reward. Examples of recreation spaces include: • Play spaces • Community purpose sites (e.g., amphitheatres or community gardens) • Skate parks and half-court basketball courts • Picnic/barbeque areas, gazebos, and casual seating • Casual exercise, walking and training space for individuals and small groups • Dog exercise and training areas • Farmers' markets
Nature	Nature spaces provide a setting for people to enjoy and connect with nature.	Sites are managed to enable access by the community whilst protecting environmental values and biodiversity. It may be possible to provide a high-quality space for improving environmental values, by considering the viability of the site and its contribution to local biodiversity. Examples of these spaces include beach and river foreshores and wetlands.
Civic	Civic spaces act as an extension of the community and host a wide range of activities for all members of the public.	Civic spaces can be identified as paved or otherwise, open pedestrian spaces that complement a main street and serve as a key connection or meeting point. Examples of these spaces can include plazas, piazzas, squares and courtyards..


Sport spaces
Pictured: Shirley Strickland Reserve



Recreation spaces
Pictured: Jack Howson Reserve


Nature spaces
Pictured: Goolugatup Heathcote Reserve



Civic spaces
Pictured: Melville Plaza

Key findings

Figure 16 identifies the functions and the ways the POS within the 800m walkable catchment have been designed to be utilised.

The key findings include that:

- There is both a higher number of recreation spaces and total area used primarily for recreation purposes.
- There is a concentration of recreation and nature spaces along the river foreshore.
- The sporting spaces are commonly located inland and away from the foreshore.

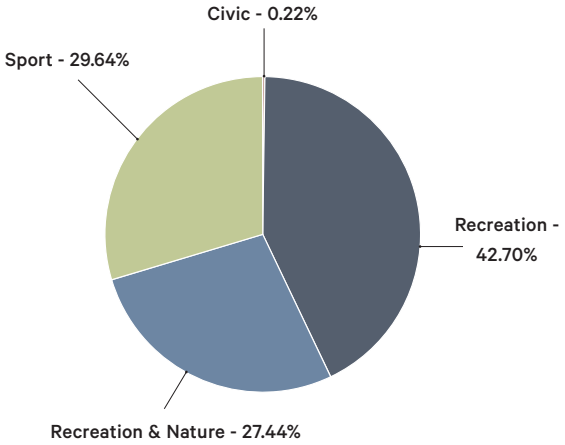


Figure 16. Functions of each public open space within the 800m walkable catchment from the CBAC

Streets as public open spaces

Figure 17 identifies the streets within the CBAC in grey, denoting freehold land and street verges, excluding private properties.

Streets are important social, economic, recreational and tourism assets. Section 3.4 analyses the quality of these streets as POS, which can be used to inform planning for and designing new POS and the prioritisation of streetscape upgrades.



Figure 17. Streets identified as freehold land within the CBAC and existing tree canopy
Data source: City of Melville Tree Inventory

Assessment framework

The key measures of a street as a public open space typically fall under three measurements. [9]

- How the street looks and functions
- What people think of the street
- How people are using the street

To measure the success of a street as a public space, we have identified eight criteria that each contribute towards a final score. This framework has been applied to each street within the activity centre for their role as a public space. Each criterion is assigned a score between 0 – 3, and all receive an equal weighting. Some of these criteria have been adapted from the Heart Foundation's 'Healthy Streets Design Check'. [10]

Table 12. Street assessment framework

Criteria	Key question	Importance	Score			
			0	1	2	3
Footpath quality	*Is the footpath safe and accessible for all users?*	People need a smooth, level walking surface. This metric assesses the risk of people tripping and falling when walking and spending time on footpaths. It is also vital to accessibility for those using strollers, mobility aids, wheelchairs, and wheeling luggage.	At the weakest point there is at least one major defect	At the weakest point there are minor defects	At the weakest point there is a non-slip surface without defects, but it is not level	At the weakest point there is an even, level, non-slip surface
Public seating	*Is there sufficient seating for people to stop and enjoy the space?*	People need places to sit down in streets to stop and rest, eat and socialise. Many people struggle to walk or cycle short journeys or use public transport if they are unable to rest at regular intervals.	Assessing the full length of the street the longest distance between public seats on this street is between 400m or more	Assessing the full length of the street the longest distance between public seats on this street is between 200m and 399m	Assessing the full length of the street the longest distance between public seats on this street is between 50m and 199m	Assessing the full length of the street the longest distance between public seats on the street is less than 50m
Lighting	*Is the street well and appropriately lit?*	For people to be able to walk and cycle at dusk and after dark they need a well-lit path. The choice of lighting affects how safe and relaxing the street feels for people walking and cycling.	Lighting of walking or cycling areas is absent or inconsistent	At the weakest point lighting has been designed for vehicle safety	At the weakest point there is purpose designed lighting provided to ensure safety of people walking and cycling	At the weakest point lighting has been specifically designed to prioritise comfort and safety of pedestrians and cyclists
Shade	*Is there sufficient shade for pedestrians?*	Everyone needs shade from the sun, particularly in the height of summer and in the middle of the day. Shade ensures people can stay at a comfortable temperature and makes walking and spending time on the streets a pleasurable activity.	Assessing the full length of the street there is less than 25% shade coverage	Assessing the full length of the street there is 25-49% shade coverage	Assessing the full length of the street there us 50-74% shade coverage	Assessing the full length of the street there is 75% or more shade coverage

9 Healthy Streets (2022). Healthy Streets Evaluation Framework. London, UK.
10 Heart Foundation (2021). Healthy Streets Design Check Assessment Tool. Australia

Criteria	Key question	Importance	Score			
			0	1	2	3
Environment and landscape	*Are there plants and grassed areas? Is it a nice space to stop and rest?*	The environment and surrounding landscape contribute to a person's experience within a place both visually and comfort-wise. It is important that streets have a diversity in tree species and verge plantings, significant green space and a high proportion of pervious surfaces.	There is no grass or planting present, and the dominant ground surface is impervious.	There is a minimum of one tree species and inconsistent turf.	There are visible pervious surfaces and more than one tree species and verge planting present on the street.	There is significant landscaping and a high percentage of pervious surfaces. Many diverse tree species and verge plantings are present.
Separation of people and traffic	*Is there appropriate separation between vehicles and pedestrians?*	The faster that motorised vehicles are travelling, the more intimidating, noisy, and polluting the experience is for those walking and spending time on the streets. It is necessary to have a buffer space between people walking and driving, so that there is sufficient space for people to walk and cycle at a safe distance from vehicle movement.	There is no pathway for pedestrians, and no signage to indicate a separation of movement.	There is a pedestrian path that is inconsistent, and pedestrians may be forced onto the road.	There is some signage and a separate path for pedestrians. There may not be safe designated crossing points.	There is clear separation of pathways and vehicular movement, including safe pedestrian crossing points and signage.
Human activity	*Are there things for people to see and do?*	Street environments need to be visually appealing to people interacting with them. It is important that users are provided with opportunities to interact with art, nature, socialise, shop, and utilise services. This can be achieved through varied frontages, street furniture, public art, commercial, retail, or lively residential activity.	There is no human activity on the street, shops, services, schools, or parks.	The street has some visual appeal and activity, with a minimum of one engaging frontage.	There is visible human activity in the street, with more than one engaging tenancy and frontage.	There is significant human activity on the street and opportunities to interact with community and/or businesses.
Traffic speed	*Does the street feel safe for pedestrians?*	This metric is measuring the greatest harm to people caused by motorised vehicles travelling at high speed. Vehicles travelling at higher speeds pose a danger to safety, especially of people walking, cycling and spending time on the street.	For the hour when vehicle speeds are the highest the 85th percentile is 50kmph or more	For the hour when vehicle speeds are the highest the 85th percentile is 40 – 49kmph	For the hour when vehicle speeds are the highest the 85th percentile is 30 – 39kmph	For the hour when vehicle speeds are the highest the 85th percentile is below 30kmph

Key findings

The table below assigns a score to each street within the CBAC using the assessment framework. The scorecard can be understood using the following traffic light system.

Very poor public amenity **Less than 10** | **Moderate public amenity** **10 – 12** | **Good public amenity** **13 or above**

From the final scores, we can see that the streets with the highest level of amenity are Canning Beach Road, Kintail Road, Kishorn Road and The Esplanade. The streets contributing the least as public open spaces, are Canning Highway, Helm Street, Kavanagh Street and Moreau Mews.

Table 13. Framework scoring system

Street	Road hierarchy	Footpath quality	Public seating	Lighting	Shade	Environment and landscape	Separation of people and traffic	Human activity	Traffic speed	Total score
Canning Beach Road	Local distributor	3	1	2	1	2	3	2	1	**15**
Canning Highway	Primary distributor	2	1	1	0	1	2	2	0	**9**
First Avenue	Access road	1	0	1	2	3	1	2	2	**12**
Forbes Road	Access road	2	1	1	2	2	1	1	2	**12**
Helm Street	Access road	1	0	1	1	2	1	1	2	**9**
Jane Road	Access road	1	0	1	2	2	1	1	2	**10**
Kavanagh Street	Access road	0	0	1	1	2	0	1	2	**7**
Kintail Road	District distributor	2	0	1	3	2	2	2	1	**13**
Kishorn Road	Access road	2	0	1	2	3	2	3	2	**15**
Macrae Road	Access road	1	0	2	3	2	1	1	2	**12**
Moreau Mews	Access road	1	0	1	1	1	2	1	2	**9**
Ogilvie Road	Access road	1	0	1	2	2	2	1	2	**11**
Sleat Road	Access road	2	0	1	1	1	2	1	2	**10**
The Esplanade	Local distributor	2	1	2	2	2	2	2	1	**14**
Third Avenue	Access road	0	0	1	3	3	0	1	2	**10**
Tweeddale Road	Access road	1	0	1	3	2	2	1	2	**12**
Wren Street	Access road	2	0	1	2	2	2	1	1	**11**



Canning Beach Road	15



Canning Highway	9



First Avenue	12



Forbes Road	12



Helm Street	9



Jane Road	12



Kavanagh Street	7



Kintail Road	13



Kishorn Road	15



Macrae Road 12



Moreau Mews 9



Ogilvie Road 11



Sleat Road 10



The Esplanade 14



Third Avenue 10



Tweeddale Road 12



Wren Street 11

Flooding considerations

There is a total 34.99ha POS within the study area, 16.11ha of which is likely to be subject to future flooding.

Therefore, almost half (46%) of POS in the study area is subject to flooding.



Figure 18. Maximum flood extent.
Data source: Department of Water Floodplain mapping tool (2022)



Pictured: Jeff Joseph Reserve

Recommended base provisions

Standards of provision

Standards of provision for infrastructure provide a basis to assess the need for facilities as a population changes. This standard of provision helps to identify the catchment area and likely demand for a community facility or conversely what might be needed.

These standards are generally expressed as a rate of facilities per head of population or age group. This aims to ensure equitable outcomes across a different geographic area, whilst the community are being provided adequate and equitable levels of community facilities within either their local service catchment or neighbourhood, as well as for the entire Local Government Area or region.

Unlike some types of core infrastructure, levels of provision for public open space needs to be flexible to accommodate population demographics, community identity, social outcomes, local constraints, and trends in participation. Consequently, there is no single 'industry accepted standard' across WA.

The most comprehensive industry guide for community facility provision has been prepared by Parks and Leisure Australia WA (PLAWA). The *'Western Australia Guidelines for Community Infrastructure'* (July 2020) provides recommendations for the rate of provision and means of considering future community facility needs. The guidelines offer a population range at which point the need for a community facility is triggered.

It must be noted however that population milestones are only one mechanism for determining need, and the Department of Sport and Recreation has recommended a public open space standard based on minimum areas of different open space categories per head of population.

Population trigger

The projected population for the study area is 5,299 at 2051, therefore the required provision of public open space is limited to spaces with a population trigger at or less than 6,000 people to account for all likely situations.

Table 14. Canning Bridge Activity Centre (City of Melville side) projected population

2021	2026	2031	2036	2041	2046	2051
2,465	3,231	3,820	4,176	4,543	4,918	5,299

Gap analysis

This section compares the existing provision of public open space to the PLAWA Guidelines recommended base provisions for public open space. Additional requirement is then calculated based on the forecasted population growth to determine whether additional facilities would be required in five-year increments aligning with the Census.

We have omitted decimal places and only used whole numbers in the table overleaf. It should be noted that the numbers of facilities under the heading of 'Additional Requirement' are non-accumulative, and the 'Total Facilities Needed by 2051' column should be considered as final tallies.

Where the recommended base provision is identified as '1:4,000 – 6,000', we have used the lower band of 4,000 as the minimum provision trigger. The number of additional facilities required has been calculated by dividing the estimated population by the upper band of 6,000 and rounding the number of required facilities to the nearest whole number.

Table 15 (Gap Analysis 1) compares the recommended base provisions to the existing provision within the CBAC, whilst **Table 16** (Gap Analysis 2) expands the catchment to all existing POS within an 800-metre walkable catchment from the CBAC boundary.

Table 15. Gap analysis 1 - Benchmarking against the existing provision within the CBAC

Hierarchy	Recommended base provision	Existing total	Existing provision within the CBAC	Recommended provision in 2021 Population. 2,465	Additional requirement					Spaces needed by 2051 pp. 5,299
					2026 pp. 3,231	2031 pp. 3,820	2036 pp. 4,176	2041 pp. 4,543	2046 pp. 4,918	
Regional POS (> 15ha)	1:250,000	0	*None in catchment area.*	Recommended = 0 Existing = 0	0	0	0	0	0	**0**
District POS (5ha – 15ha)	1:15,000 – 25,000	0	*None in catchment area.*	Recommended = 0 Existing = 0	0	0	0	0	0	**0**
Neighbourhood POS (1ha – 5ha)	1:5,000	0	*None in catchment area.*	Recommended = 0 Existing = 0	0	0	0	0	0	**+1**
Local POS (0.4ha – 1ha)	1:1,000	1	Apex Reserve	Recommended = 3 Existing = 1	+3	0	+1	0	0	**+5**

Table 16. Gap analysis 2 - Benchmarking against the existing provision within an 800-metre walkable catchment from the CBAC boundary

Hierarchy	Recommended base provision	Existing total	Existing provision within an 800m walkable catchment from the CBAC boundary	Recommended provision in 2021 Population. 2,465	Additional requirement					Spaces needed by 2051 pp. 5,299
					2026 pp. 3,231	2031 pp. 3,820	2036 pp. 4,176	2041 pp. 4,543	2046 pp. 4,918	
Regional POS (> 15ha)	1:250,000	0	*None in catchment area.*	Recommended = 0 Existing = 0	0	0	0	0	0	**0**
District POS (5ha – 15ha)	1:15,000 – 25,000	0	Deep Water Point Reserve Goolugatup Heathcote Reserve	Recommended = 0 Existing = 2	0	0	0	0	0	**0**
Neighbourhood POS (1ha – 5ha)	1:5,000	0	Jeff Joseph Reserve Shirley Strickland Reserve	Recommended = 0 Existing = 2	0	0	0	0	0	**0**
Local POS (0.4ha – 1ha)	1:1,000	1	Apex Reserve Gairloch Reserve Jack Howson Reserve Ogilvie Road Warwick Wild Park	Recommended = 3 Existing = 5	0	0	0	0	0	**+1**

Note: 'pp' refers to projected population.

Limitations and considerations

Benchmarks provide guidance on a preferred level of infrastructure provision, which we use in the context of our broader understanding of an area. Equally important to the planning process are several other considerations including site specific concerns, policy, emerging trends, local needs, area context and community and stakeholder perspectives.

Benchmarks are not a one-size-fits all tool and they need to be used with care. It is important to note that benchmarks should represent only one aspect of the City of Melville's decision-making process and always be evaluated against other qualitative measures such as usage, condition, and strategic priorities.

The key limitation to consider in this report is that benchmarks treat all members of a community the same and do not consider the current utilisation, functions and capacity of POS. According to PLAWA's guidelines, the City is likely to require one additional neighbourhood POS and five additional local POS by 2051 (or population equivalent) to meet the projected demand, however, these are based on greenfield standards and may not be realistic in the urban environment of an activity centre.

There are also eleven 'small' (<0.4ha) POS that currently service residents within the CBAC by being located within an 800-metre walkable catchment from the CBAC. These are not considered by PLAWA's guidelines, however along with streets, play an important role in the wider public realm.



Pictured: Shirley Strickland Reserve

Recommendations

Selection criteria

The following criteria have been informed by the key indicators of successful public open spaces and can be applied by the City as part of a high-level site selection process to assess available sites to determine their suitability to be used as future POS. It is recommended that this criteria is further developed with metrics, to enable a more thorough site selection process.

Access and connectivity

- Is the site accessible for all user groups and by all modes of transport?
- Is there off street and universal access parking available or can it be provided?
- Is the site located in proximity to community facilities or along a through route to other destinations?

Aesthetics

- Is the site open and inviting from the street?
- Will the site be comfortable to spend time in and aesthetically pleasing?

Activity spectrum

- Can the site deliver a variety of uses and activities on-site that cater to changing demographics? E.g., a mix of social, structured and unstructured recreation.
- Can the site cater for community events through open areas that can accommodate temporary infrastructure?
- Will the site be able to act as a meeting place for socialisation?
- Are the edges of the site activated (e.g., retail and commercial tenancies that interact with the public realm)?

Site condition

- Are there established trees and potential to retain landscape features?
- Is the site a sufficient size (between 0.4-5ha), dimension or shape?
- Are there opportunities for passive surveillance?

Additional requirement

The gap analysis found that when comparing the recommended base provision with the existing provision limited to POS within the CBAC boundary, the CBAC is likely to experience demand for the following public open spaces by 2051, or when the CBAC population reaches 5,299.

- 1 x neighbourhood POS (1-5ha); and
- 5 x local POS (0.4-1ha).

When we expanded this study to include the existing provision within an 800-metre walkable catchment from the CBAC boundary, this requirement reduced to:

- 1 x local POS (0.4-1ha)

These recommended base provisions are based on green field standards and it is understood that in retrofitting brown field areas, a more realistic public open space target may be appropriate - particularly one that considers other forms of public open space, such as streetscapes and small POS. This report considers the significant provision of small public open spaces (<0.4ha) that exist within and in proximity to the CBAC that service existing residents and the vital role of streets as public spaces in urban environments.

The minimum amenity required for a new neighbourhood POS is natural biodiversity, grass, seating, shade, play spaces, sport infrastructure, a drink fountain, pathways and bins. The minimum amenity required for local POS is the same, minus a drink fountain and sports infrastructure, however, given the activity centre environment, the usually optional drink fountain would be strongly recommended.

The primary functions of the existing public open space within the study area are used as recreation or recreation and nature (70.14%) and there is a sufficient provision of spaces used for sporting purposes (29.64%). There is a lack of natural biodiversity areas, due to the developed nature of the CBAC, therefore it is recommended that the provision of new POS should provide opportunities for people to enjoy and connect with nature where site appropriate.

Enhancing existing linkages

It is important to consider the location of new POS in the prioritisation of streetscape upgrades. It is recommended that the City focus on enhancing linkages that are not currently contributing amenity and activate these streets as new POS within the existing network, prioritising those that are adjacent to any sites designated as future POS within the CBAC.

The streets with the strongest level of amenity that positively contribute to the CBAC's public realm are Canning Beach Road, Kintail Road, Kishorn Road and The Esplanade. The next stage of this project should investigate the opportunities to upgrade Helm Street, Moreau Mews, and Canning Highway, which received the lowest scores against the street assessment framework. Streets such as Kavanagh Street, Sleat Road and Jane Road also received low amenity scores, however due to their location within the network, upgrades are likely to have a smaller impact.

Opportunities to improve streetscape amenity include:

- Active frontages (particularly for commercial and retail tenancies)
- Parklets
- Landscaping improvements and water sensitive urban design
- Tree planting and increased canopy
- Street furniture (different forms of seating)
- Street lighting
- Bicycle infrastructure
- Improved pathways and street crossings
- Public art



Figure 19. Parklet (Pakenham Street, Fremantle)



Figure 20. Urban square (RMIT University, Melbourne)



Figure 21. Active frontages and canopy (Rathdowne Street, Carlton)



Figure 23. Urban Orchard (Perth)



Figure 22. Street furniture (Lonsdale Street, Melbourne)



Figure 24. Water sensitive urban design (Marysville, Victoria)

Opportunities

The City own two sites within the CBAC: 'Moreau Mews Applecross' (23-31 Moreau Mews and 50-52 Kishorn Road, Applecross) and 'Esplanade Mt Pleasant' (13 The Esplanade, Mt Pleasant).

Figures 25 and **26** illustrate who these sites would serve through a walkable catchment if they were to be repurposed in full or in part as POS. The yellow indicates the 400m (5-minute) walkable catchment from that site, and the green hatch depicts the 400m catchment from all existing types of POS. While there are no existing gaps within the CBAC, meaning that all residents are currently within a 5-minute walk from an existing POS, it is important to note that these POS are not equal in terms of quality or size.

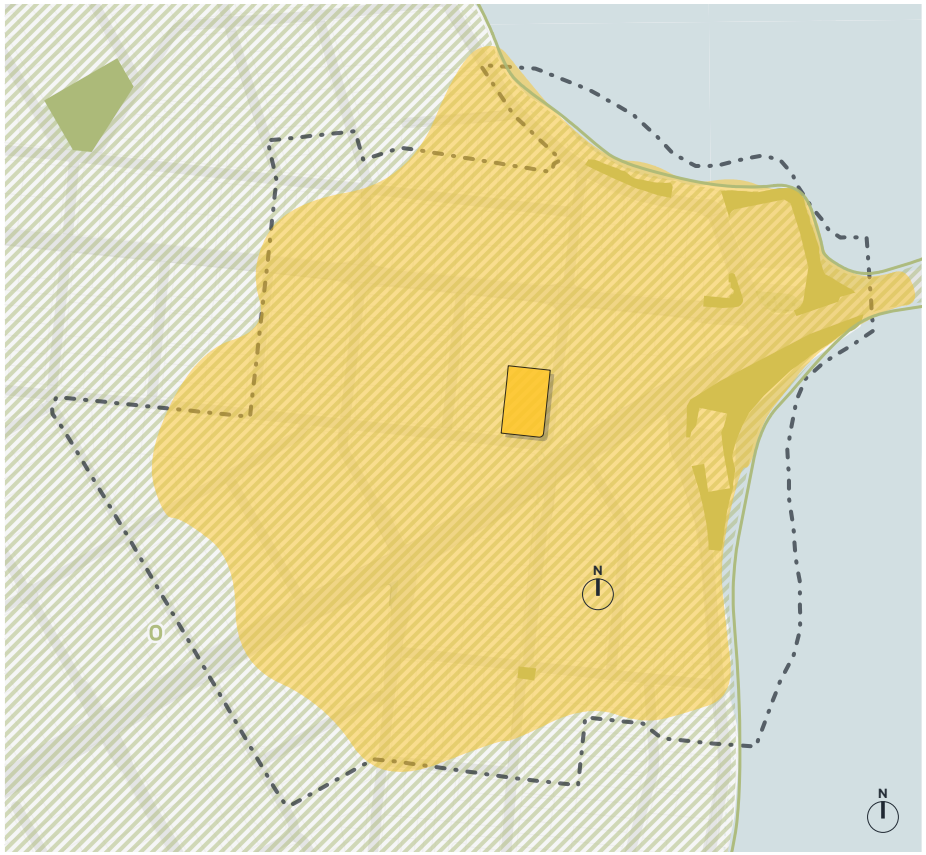


Figure 25. 'Moreau Mews Applecross Site'



Figure 26. 'Esplanade Mt Pleasant Site'

As the gap analysis identified, the CBAC is likely to require additional local POS. Both of the City-owned sites are between 0.4-1ha and therefore, if redeveloped as POS, would be classified as local POS.

Figures 27 and **28** illustrate how each site could fill the existing spatial gap in the provision of local POS. It can be read that the 'Moreau Mews Applecross Site' would better fill the space between the walkable catchments, whereas the walkable catchment from the 'Esplanade Mt Pleasant Site' would overlap with the existing provision.

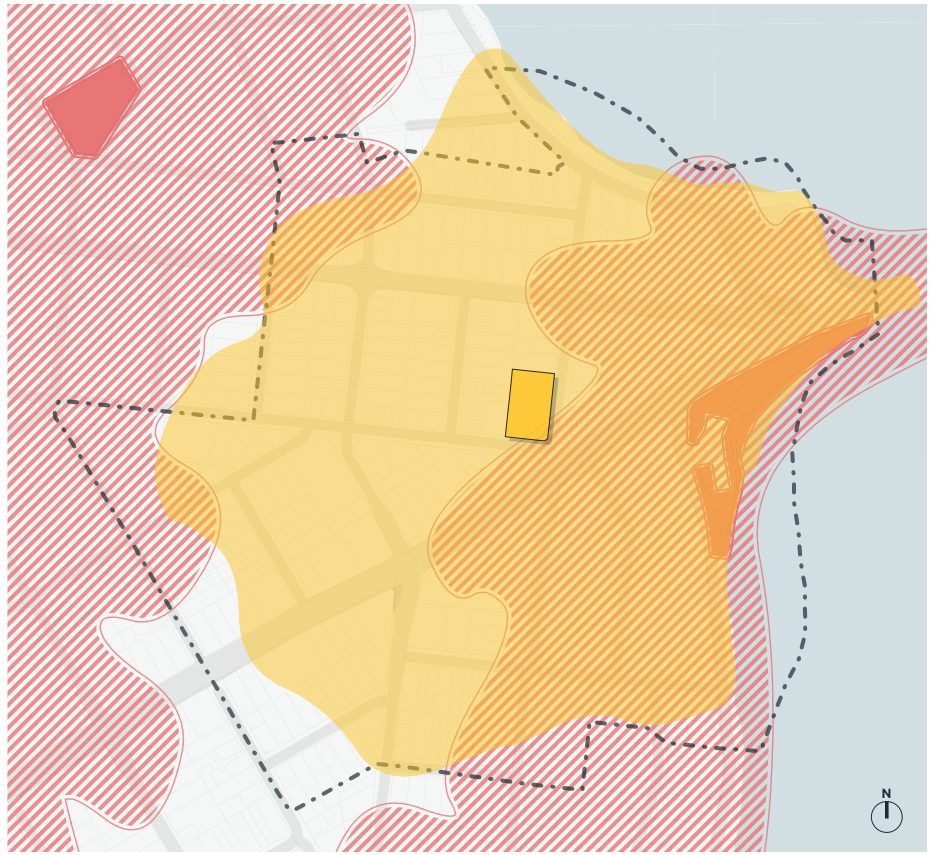


Figure 27. 'Moreau Mews Applecross Site'

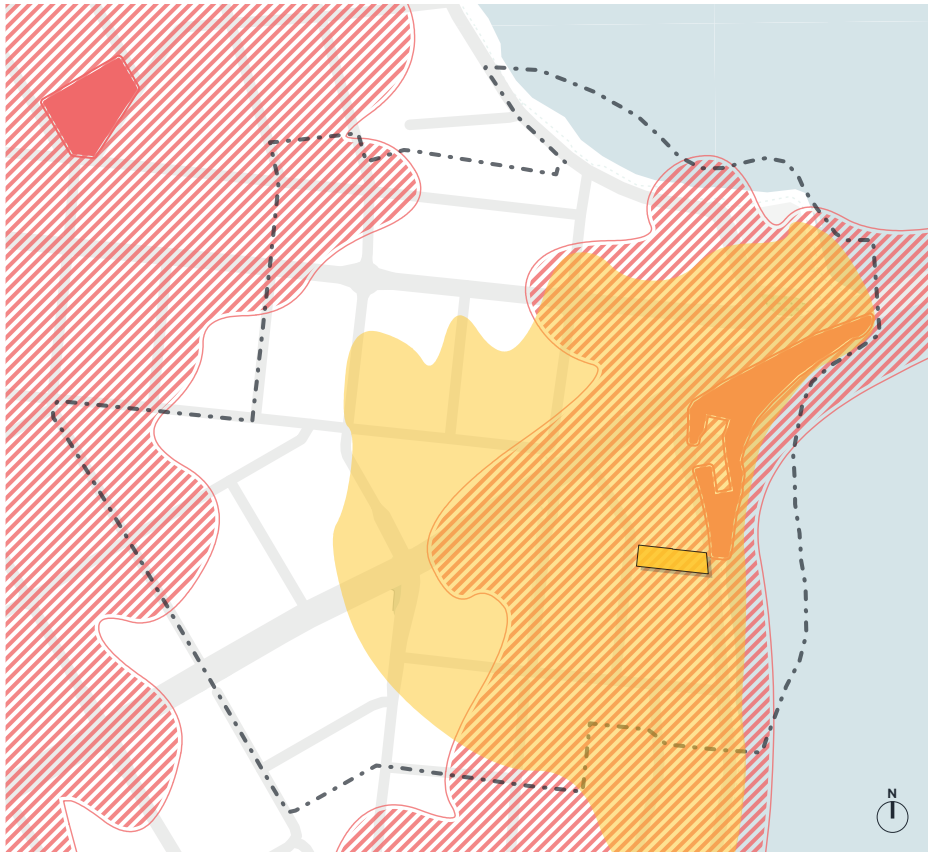


Figure 28. 'Esplanade Mt Pleasant Site'

Next steps

The final stages of the project will be informed by the key findings of this Public Open Space Analysis, and look to:

- Determine the underlying land value of existing City of Melville assets within the CBAC.
- Outline the high-level process and risks and benefits of each option and mechanism for funding public open space: community benefits (cash in lieu and on-site provision), development contribution schemes, contributions through subdivisions, acquisitions of land, and utilisation of existing City-owned land.
- Investigate the options and mechanism scenarios, documenting the benefits, risks and opportunity costs associated and applied to the CBAC.
- Provide recommendations of the preferred scenario to achieve the desired public open space, whilst balancing retention of City land for revenue generation purposes.
- Prepare two high level concepts for the development of a new POS in the form of a town square at Moreau Mews Applecross, demonstrating the opportunities to provide a high quality space that enhances the existing public realm and ties into the desired linkages throughout the activity centre.



Pictured: Canning Beach Road, Applecross

Phase 2. Funding Mechanisms

Public Open Space at Canning Bridge Activity Centre

Development Contribution Principles

Development contributions exacted through the planning system can be grouped into four mutually exclusive categories: user-pays charges; impact mitigation levies; value capture or value-sharing arrangements; and inclusionary requirements.

An understanding of the distinction between these four categories is fundamental to any review of existing practices, or proposals to develop new contributions regimes. The principles governing the fairness and applicability of any given type of contribution can vary considerably, with major implications for how such levies should be implemented and in turn, their acceptability to those responsible for payment.

Multiple contributions can be sought from the one proponent, invoking different justifications and their linked cost apportionment principles. The conceptual distinction between each type of development contribution is as follows:

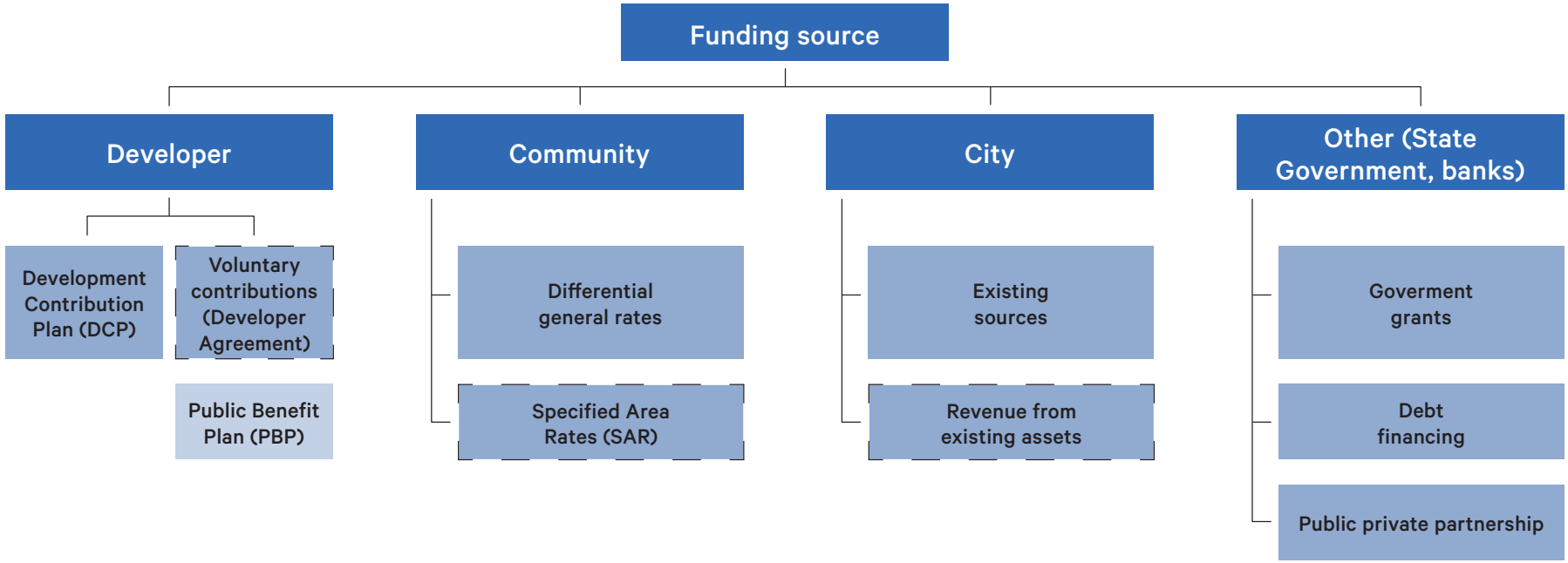
- **User charges:** These are payments required of developers to help fund planned shared infrastructure which will be used by the development in question. A key principle is that the developer should contribute in proportion to their expected share of the use of the infrastructure items in question. This forms the basis for Development Contribution Plans.
- **Impact fees:** Whereas user charges apply to planned infrastructure, impact fees apply when a development creates unanticipated demands on local infrastructure because of its design or timing. The underlying principle for cost appointment is the 'polluter or exacerbator pays' principle, that is, those who cause the cost impact are full responsible for the costs of abatement or rectification. This would apply even if the unplanned additional investments in local infrastructure subsequently provide opportunities/ benefits for other developments or users. Unlike user charges, impact fees cannot, by definition, be predetermined. They must be worked out on a case-by-case basis.
- **Value sharing or value capture arrangements (or betterment tax or development licensing fee):** This mechanism captures part of the uplift in the unimproved land value that follows from an infrastructure investment, site rezoning or development approval which allows for a higher value or more intensive land use. The justification for this type of contribution is that land use regulations and planning decisions inevitably create windfall land value increases for particular landowners. This additional land value has been 'created' by government decisions rather than landowner effort or investment and therefore, in principle, the community is entitled to share in the uplift that exceeds the normal profit from development activity. The proportion of land value uplift that should be shared is a key area of debate. In Australian practice, a 50% to 75% share of value being shared with the community is common.
- **Inclusionary requirements:** Inclusionary requirements are about ensuring that successive developments meet community expectations in relation to liveability, efficiency, and sustainability. In general, inclusionary requirements are satisfied through on-site provision of infrastructure (e.g., open space or off-street parking) or by satisfaction of specific design requirements (e.g., building setbacks, plot ratio, water, or energy efficiency measures, etc.). In the case of off-street parking and open space requirements, proponent may have to option of providing cash-in-lieu equivalents for off-site provisions (e.g., cash contribution to be used to fund consolidated local open space). All the costs of inclusionary requirements are typically met by development proponents.

The main mechanisms explored within Phase 2 look at User Charges or Impact Fees, as per the commonly used mechanisms within the WA Planning system.

Sources to Fund Public Open Space

There are four primary sources that can be leveraged to fund provision of public open space – through the developer, community, City (of Melville) or other various financial sources. There are four avenues through these sources that would be most applicable for the infill context for Canning Bridge, being a Development Contribution Plan (DCP), voluntary contributions (commonly referred to at a Public Benefit Plan in this context), Specified Area Rates (SAR) or through extracting revenue from existing (City) assets. These four avenues are explained in further detail in this report.

These avenues are analysed in terms of their risks and benefits within the Canning Bridge context, and rated based on simple, multiple criteria (of equal weighting) to provide a relative recommendation. However, it should be noted that any of these sources could be pursued to fund POS.



Improving Public Spaces Policy (Policy No. CP – 103)

The City's *Improving Public Spaces Policy* outlines that 'it is important that the funding available for public spaces is utilised effectively and efficiently to deliver best value for the community.'

It states that the main issue for the City to address is not an overall lack of public spaces, but rather how to best improve the quality of the existing spaces.

Relevant principles are identified to help improve public spaces are:

- Prioritise improvements to the quality, useability, amenity, comfort, sustainability, variety, safety and accessibility of public spaces over the purchase of expensive freehold land for additional parklands. The City will only purchase freehold land for additional parkland if:
    - The identified needs of the local community are unable to be met by improving the quality, useability, amenity, sustainability, variety, safety and accessibility of public spaces;
    - A cost-effective opportunity arises; or
    - Existing local public spaces are demonstrably suffering from over-utilization.
- Recognise pedestrian-friendly streets as important public spaces.
- Upgrade underutilised public spaces to encourage more community use.

This Policy has been taken into consideration in analysing the different sources and mechanisms to fund POS within Canning Bridge.

Development Contribution Plan (DCP)

Multi Criteria Assessment
Level of Funding – Low/Medium
Implementation – Medium
Timeframe – Long Term
Precedent – Uncommon (built strata)



State Planning Policy 3.6 – Infrastructure Contributions (SPP 3.6) provides guidance on the preparation, establishment and operation of infrastructure contributions system in Western Australia. Development Contribution Plans (DCPs) are the primary tool established in SPP 3.6 as a system for sharing the cost of public infrastructure and facilities that are essential to meet the demands arising from population growth. A DCP must demonstrate 'need' for the infrastructure item to be funded and the connection ('nexus') between the infrastructure item and the demand being created by the development. DCP's are commonplace in newly urbanised areas where the need and nexus between new development and the need for infrastructure can be accurately defined. DCP's typically apply across an entire development area (or in this case, would be the CBAC), in recognition that almost all new development creates demand for new infrastructure.

Another mechanism utilised by the State Government to obtain POS provision or contributions, is through the Department of Planning Lands and Heritage (DPLH)'s Development Control Policy 2.3 Public Open Space in Residential Areas (DCP 2.3). DCP 2.3 requires a 10% POS contribution of the total land area for development over 5 lots, or the equivalent contribution through cash in lieu. DCP 2.3 stipulates that cash-in-lieu expenditure can only occur within the locality (suburb) of the subdivided lots from which the cash-in-lieu contribution came and where the subdivided lots are seen to benefit from the expenditure, so in this case, it would need to be utilised within the CBAC. This policy has typically operated in greenfield development or new subdivisions, however the need to review how it applies to developments and infill context has been raised in the industry. It is noted that the DCP 2.3 is subject to a comprehensive review, with the State Government expected to release updated guidelines as to how this applies to infill contexts within the first half of 2023.

Pros	Cons	Risks
• A DCP has capacity to ensure any development contributes towards the pressures it puts on the CoM in terms of infrastructure demand (i.e. a User/Polluter pays principle). • It enables the capacity to plan ahead for any future POS you want to deliver, so it works well to gather funds over a period of time and forward plan.	• Unlikely to cover full cost of POS (only applied to 'new' developments – there are developments that are substantially commenced within the precinct) • It cannot be applied retrospectively • Not a 'reliable' source of income and unlikely to receive funding within the next 3-4 years due to timeframes required to establish the DCP and when the next developments are likely to occur • Maximum cap of $5,000 per dwelling (subject to the support of the WAPC)	• Development uncertainty (cashflow and time risk) • Land and development cost escalation • Life span of 10 years

Public Benefit Plan

Multi Criteria Assessment
Level of Funding – Low
Implementation – Easy
Timeframe – Long Term
Precedent – Relatively Uncommon



Public Benefit Plans have been established as an interim mechanism in some local governments to help collect contributions from developers in infill areas that can be allocated toward identified community 'needs'. These Plans typically collect cash-in-lieu funds or identify provision of specific services/projects/infrastructure, that relate to a bonus or additional development (i.e. 'over and above the base caps) specified within a planning mechanism (such as an Activity Centre Plan).

A PBP typically identifies projects that will generally benefit the community above and beyond baseline infrastructure provision (as per a DCP). This means that a PBP does not always identify the holistic need of POS in an area, but rather additional improvements or upgrades that may be above and beyond

Depending on the structure of a PBP, it can provide guidance for how to collect cash in lieu contributions and how to deal with provision of benefits that are not identified in the Plan (i.e. how to assess if it constitutes a benefit). Ideally it will provide guidance for negotiation and assessment of these items to ensure reasonable benefits are provided.

Pros	Cons	Risks
• A PBP does not limit the provision and/or funding of items that are not identified in the project list, that otherwise align with the requirements of the CBAC • Relative ease of implementation, but requires a mechanism within the planning scheme	• Likely small funding capacity (compared to DCP) – it collects funds based on the 'over and above' development • Investment competitiveness of CoM – requirements for development above a certain height or provision	• Funding and timing uncertainty – based on development timing, but also on capacity of 'over and above' development that triggers a contribution • Political risk (there could be a perception of '*buying*' DA's)

Specified Area Rates

Multi Criteria Assessment
Level of Funding – Low
Implementation – Easy
Timeframe – Long Term
Precedent – Relatively Uncommon



The Local Government Act 1995 (Section 6.37) states that a Local Government may impose Specified Area Rates (SAR) for meeting the cost of providing, maintaining and/or renewing a service, facility or specific work, where ratepayers within the area:

- Have or will have access to, benefit from or contribute to the need for that service, facility or work.
- Residents charged special rates must be aware of them and what they are contributing to.

The LGA is required to use the money for which the rate is imposed in that financial year, otherwise place it in a reserve account, and cannot change the purpose of the reserve account.

The money may only be used for meeting the cost of providing the specific work, service or facility for which the rate was imposed.

Several other LGA's such as the City of Joondalup, Swan, Armadale and Gosnells use Specified Area Rates (SAR) to deliver either a higher standard of landscaping and/or specific (public) infrastructure.

Pros	Cons	Risks
• 'Reliable' and predictable source of funds as a specified rate • No significant lag in collection so able to access funds earlier for earlier POS delivery • Equity – existing and future households share the cost for a higher level of public infrastructure and service, rather than just new households as per a DCP or PBP	• Special rates constitute an increase to the cost of living and are on top of normal Council rates • Currently no demonstrable 'need' for additional POS, as such need for upgrades of existing POS needs to be demonstrated and clearly communicated	• Could discourage future investment and population growth in special rate areas • Public perception / political risk with increased rates

Revenue from Existing Assets

Multi Criteria Assessment
Level of Funding – High
Implementation – Low
Timeframe – Short Term
Precedent – Common



One avenue for providing POS within the CBAC would be through sale (full or partial) of existing assets, or by utilizing the funds from revenue of existing assets.

In accordance with Policy No. CP-005, The City will consider two options with respect to the funds arising from the disposal of any property:

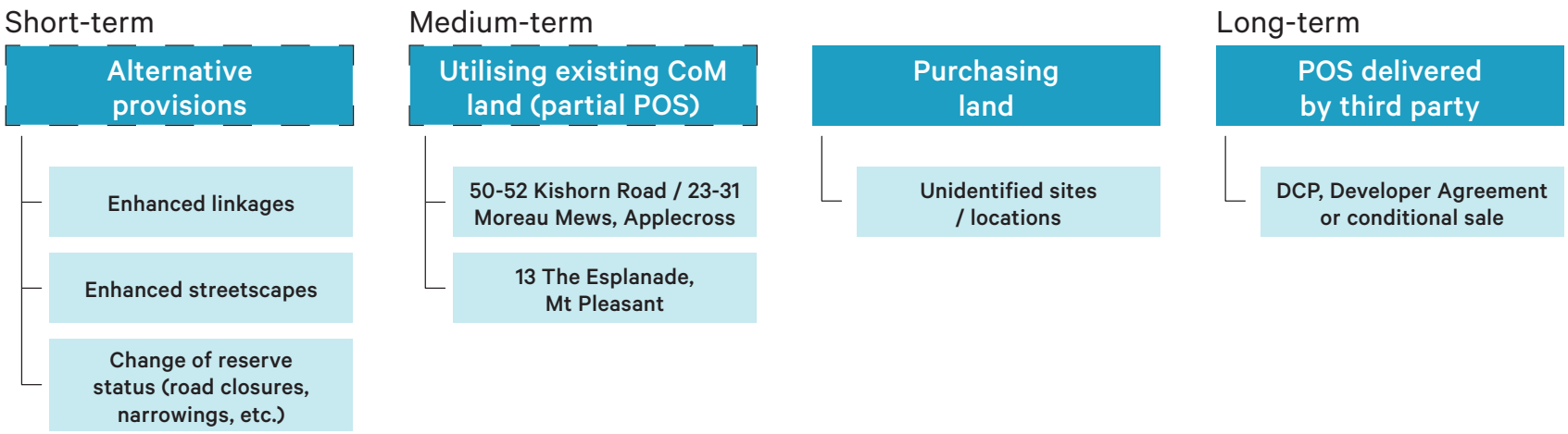
1. Use of the funds to acquire other property(s), providing either more strategic property holding/s (often used in regeneration areas or areas in which the local government wishes to catalyse development activity) or to acquire properties that will provide a recurrent income stream to the local government at a rate of return higher than that able to be returned from the original property, or
2. Use of the funds to deliver other facilities, services or fund operational activities.

Pros	Cons	Risks
• The proceeds from the sale of (or part of) the Esplanade site or the Moreau Mews site can be used for the development of a more strategically located site, in order to optimise the delivery of POS where it can generate the greatest value • This approach circumvents the need for protracted approval procedures and substantial administrative efforts • The funds would be available for deployment almost immediately or can be held in trust until they are required • Also the opportunity to receive revenue through ground leasing the existing assets	• Loss of control over the sold asset (might consider a sale with condition(s) • Uncertain level of interest and perceived value of asset to be sold from the market • Market volatility	• Potential public backlash or opposition to the sale

POS Delivery Mechanisms

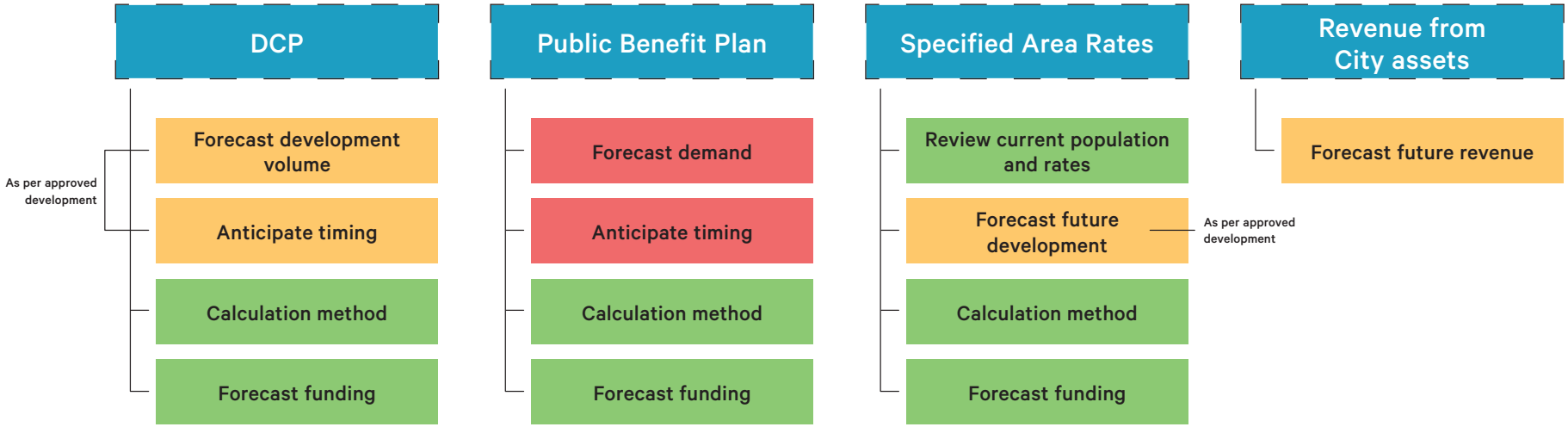
The figure below identifies short, medium and long-term priorities and recommendations for delivery mechanisms. With the knowledge that the activity centre is not likely to experience immediate demand for additional POS, the focus should be on the following.

- Short-term – Focus on increasing amenity and activate streets as new public spaces within the existing network.
- Medium to long-term – 1 x local POS (0.4ha – 1 ha) needed by 2051.



Estimated Funding Methodology

The colours indicate the accuracy level in determining each piece of information using a traffic light system, with the green being the easiest to calculate, yellow being moderate and red being near impossible to determine. Public Benefit Plans become the hardest to calculate received revenue from, followed by DCP's, with Specified Area Rates and revenue from City assets being the most straightforward to value.



Development Contribution Plan

- A typical DCP details what infrastructure will be needed, why it is needed, how much it will cost and when it is likely to be built.
- The Contributions are calculated using the cost of the DCP infrastructure needed, divided by the total estimated number of new dwellings in the DCP area to give a contribution value per new dwelling.
- For non-residential development, a rate per metre squared is used for the calculation instead of dwellings.
- Levies for community infrastructure projects are collected through the building permit process. The building permit applicant must pay the community infrastructure levy prior to the building permit being issued.

Limit

- WAPC State Planning Policy 3.6 at Clause 6.6(b) states a maximum $5,000 per dwelling contribution towards community 'soft' infrastructure. This applies to all new DCPs after the gazettal of SPP 3.6 in April 2021. Contributions cannot exceed the maximum amount and all items are to be justified, with the demand for infrastructure demonstrated through a Community Infrastructure Plan (CIP).

Based on this limit and the projected dwelling growth post 2031 (not including approved developments) the maximum amount to be raised by this mechanism is estimated to be $5 million between 2025-2035, based on 200 dwellings per year.

Public Benefit Plan

Due to the unreliability of Public Benefit Plans in terms of forecasting demand and timing, accurate funding calculations are unable to be estimated.

Specified Area Rates

- The public open space needs assessment identified a potential need for additional local POS by 2051.
- There is precedent for the use of SAR's for the 'provision of a higher standard of landscaping' in WA.
- Specified Area Rates are an additional rate charge that is applied separately to designated areas within the City.
- The calculation method for the Specified Area Rate is the same as the calculation of General Rates – the property Gross Rental Value is multiplied by the rate in the dollar.

Limit

- Technically, specified area rates could be in place for extended periods to raise sufficient funding meet the identified requirement based on the cost estimate for the identified works/service. However, a local government may only use the money raised from a specified area rate:
  - to meet the cost of providing the specific work, service or facility for which the rate was imposed; or
  - to repay money borrowed for anything referred to in paragraph (a) and interest on that money.
- Benchmarking of other LGA's in WA has revealed that SAR's citing a 'higher landscaping standard' specified area rate in the dollar ranges from $0.004013 - to $0.007267.
- It should be noted, however, that the cost and specific works/service or facility need to be identified in advance and the applicable rate in the dollar is to be calculated on this basis.

Based on the forecasted growth in dwellings and the above detailed 'rate in the dollar' range the estimated funding potential from this mechanism is $5.8 million - $10.5 million between 2031-2051.

Revenue from City Assets

- Two of the City's landholdings have been considered for this example:
- 50-52 Kishorn Road / 23-31 Moreau Mews, Applecross (4,057m²)
- 13 The Esplanade, Mt Pleasant (2,072m²)

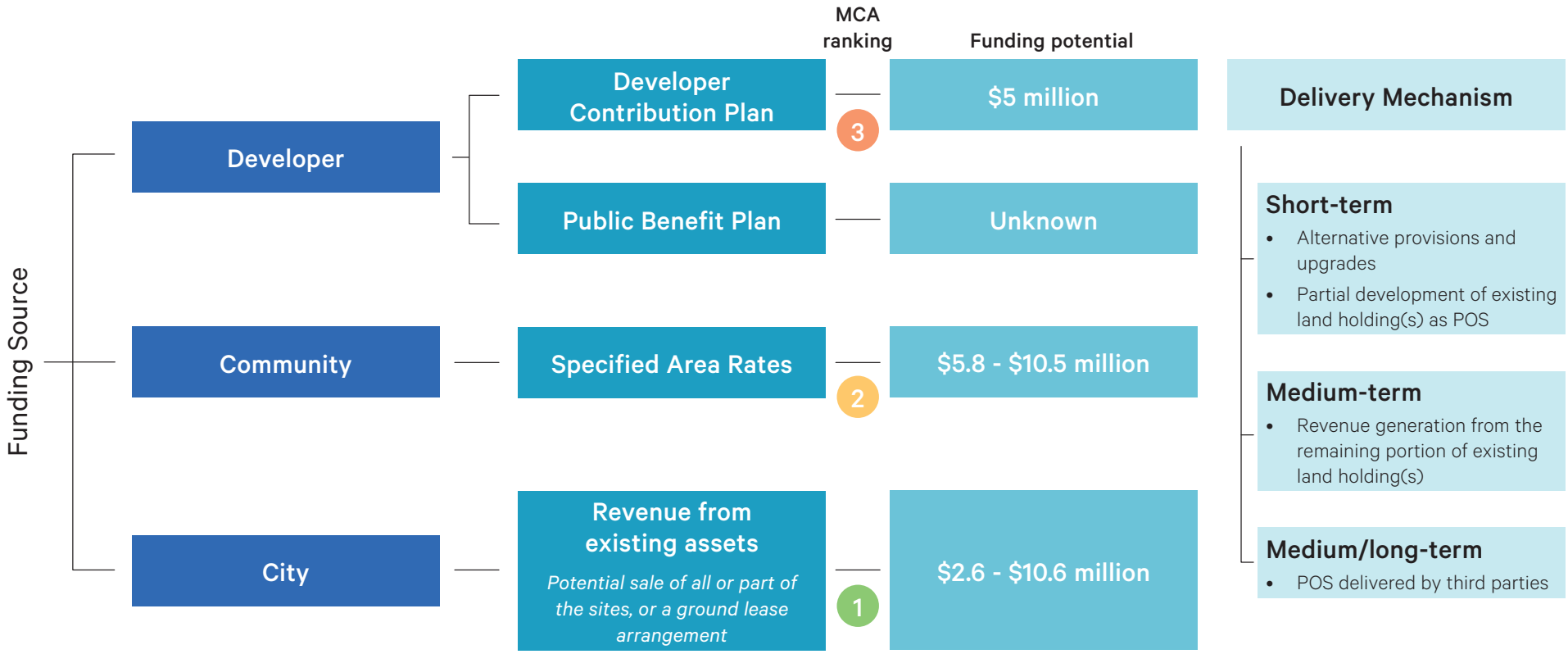
Limit

- It should be noted that the reported book value of the assets used in this example does not necessarily represent market value.
- International Valuation Standards define market value as: "*the estimated amount for which a property should exchange on the date of valuation between a willing buyer and a willing seller in an arm's-length transaction after proper marketing wherein the parties had each acted knowledgeably, prudently, and without compulsion.*"
- Moreover, the option to gain revenue through a part ground lease and part public open space at Moreau Mews Applecross has been considered in estimating the final funding potential from this option.

Based on the current (June 2022) book value the estimated funding potential from the sale of 13 The Esplanade Is approximately $8.8 million. Whereas based on the current book value, the estimated funding potential from the sale of the Moreau Mews site is up to $10.6 million.

Alternatively, the City could gain revenue through partial redevelopment of the site through a ground lease (potential revenue of $195,243 - $585,729).

Recommended Delivery Approach



Recommended Delivery Approach

Based on the key findings from Phase 1 'Public Open Space Analysis', it is understood that there is no immediate need for additional POS and that one 'local' (0.4-1ha) public open space is likely to be required by 2051 or when the population reaches 5,299 people – whichever happens first.

There are opportunities to provide improvements to or enhanced public spaces in the short-term through streetscape improvements, upgraded linkages, street closures, pocket parks and other 'quick wins'.

Use of a (to be defined) portion of the Moreau Mews or The Esplanade sites could provide additional POS in the short-term, responding to perceived community demand, whilst also being part of a broader package of funding options. Rather than one solve-all solution, it is recommend the City implement a suite of funding options to support a medium/long-term public open space program. This would comprise revenue from a combination of sources, for example, utilising a percentage of City assets for a ground lease, a Development Contribution Plan, Public Benefit Plan and Special Area Rates.



Phase 3. Opportunities at Moreau Mews Applecross

Public Open Space at Canning Bridge Activity Centre



‘Mingle at Moreau Mews’. Image source: City of Melville Facebook Page

The Opportunity

element were engaged to provide advice about the options and mechanisms that the City of Melville (the City) should consider to achieve additional open space outcomes in the Canning Bridge Activity Centre (CBAC). One of options the City wanted to pursue further was to consider creating public open space on an already City-owned site, which could achieve some provision of public open space, whilst also preserving the revenue generation function of the land.

Key Findings from the 'Canning Bridge Activity Centre Public Open Space Analysis'

As evidenced in the output of Phase 1, the 'Public Open Space Analysis', the Activity Centre is projected to experience an average annual growth rate of 2.58% from 2,456 people in 2021 to 5,299 in 2051. [11]

The gap analysis found that when comparing the recommended base provision of public open space (POS) with the existing provision within an 800-metre walkable catchment from the CBAC boundary, the CBAC is likely to experience demand for one local POS (0.4-1ha) by 2051 or when the population reached 5,299 - whichever occurs first. However, it must also be noted that these guidelines are based on greenfield standards and that in retrofitting brownfield areas such as activity centres, it is important to consider the roles of other forms of POS, such as streetscapes and small (<0.4ha) POS.

As such, it was recommended that the City focus on enhancing linkages that contribute little amenity, with the key links identified as Helm Street, Moreau Mews, and Canning Highway. These areas could be activated as new POS within the existing network, prioritising those that are adjacent to any sites designated as future POS. Opportunities to improve streetscape amenity include: active frontages, parklets, landscaping, increased canopy, street furniture, street lighting, bicycle infrastructure, improved pathways and street crossings, and public art.

11 Given the lack of official population projections for the CBAC to the west of Canning Bridge, element prepared a population forecast by disaggregating SA2 level DPLH 'WA Tomorrow Band C' forecast for 2031 to a mesh block level (based on the 2021 census population distribution by mesh block for each SA2 in the CBAC). On this basis the selected mesh blocks were forecast to reach a population of 2,732 by 2031 – representing a growth rate of 1% per annum. Following this, we utilised DA data provided by the City to inform population growth estimates for the period 2022-2036 and a CAGR of 2.0%-1.5% (declining) for the period 2036-2051.

The City owns two sites within the CBAC - the 'Moreau Mews Applecross' site (23-31 Moreau Mews and 50-52 Kishorn Road, Applecross) and the 'Esplanade Mt Pleasant' site (13 The Esplanade, Mt Pleasant). As the gap analysis identifies, the CBAC is likely to require additional local POS. Both of the City-owned sites are between 0.4-1ha and therefore, if redeveloped, would be classified as local POS. As found in Phase 1, the 'Moreau Mews Applecross Site' would better fill the gap in existing provision of local POS, whereas the walkable catchment from the 'Esplanade Mt Pleasant Site' would significantly overlap with the existing provision.

Site Context

Given the relative suitability of the two City-owned sites, this report identifies the opportunity for the Moreau Mews Applecross site to be redeveloped as part public open space in the form of an urban plaza, and part development (with the land use/s to be determined at a future stage). This document identifies the opportunity, key ingredients of successful urban plazas and local benchmarks, before identifying the options for the site and presenting the estimated costs of each option.

Moreau Mews Applecross has a total site area of 4,057m² and is centrally located within the activity centre, in the proximity and to the north of Canning Highway. The current uses on each lot are as follows:

- 23 Moreau Mews, Applecross - Housing complex combining three grouped dwellings
- 29 Moreau Mews, Applecross - City of Melville-owned carpark
- 31 Moreau Mews, Applecross - Insolvency service, law firm, property manager and catering company
- 50 - 52 Kishorn Road, Applecross - Support group manager service and property developments

The site interfaces with residential lots to the north, residential and commercial to the west, across Moreau Mews to the east there is an active frontage with Kinky Lizard on Mews cafe, and to the south across Kishorn Road there is on street car parking to the north of Canning Highway and the pedestrian footbridge.

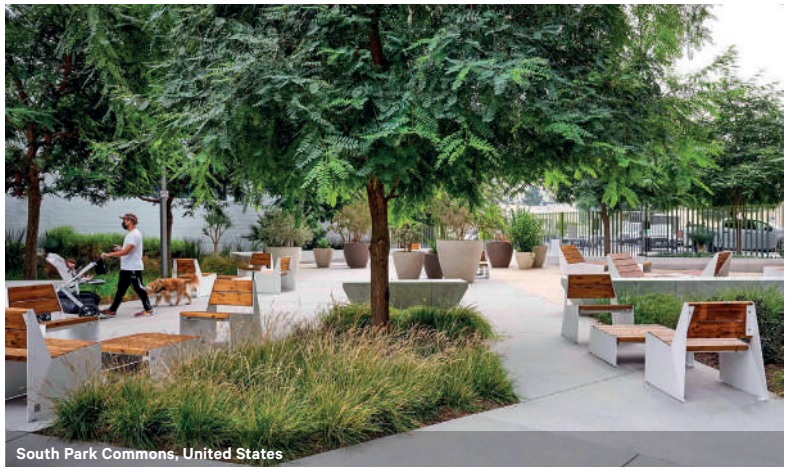
This site is a significant opportunity to provide POS in the centre of the Activity Centre, adjacent to Canning Highway. Previous community engagement conducted by the City identified demand for an urban plaza within the activity centre, and this site could be redeveloped (in part) as a new public open space that could provide significant physical, mental, social, environmental and economic benefits.



Figure 29. Moreau Mews Applecross (4,057m2/0.4ha)

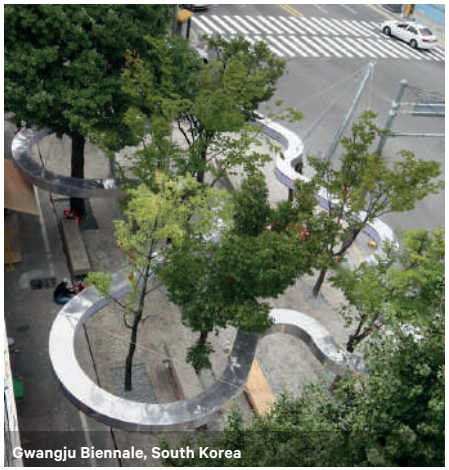
Key Ingredients of Successful Urban Plazas

The following key ingredients have been identified to inform a future design brief for the site, and should not be considered direct examples. The text annotations highlight the relevant element of each urban plaza that would contribute to the success of the redevelopment of Moreau Mews Applecross.



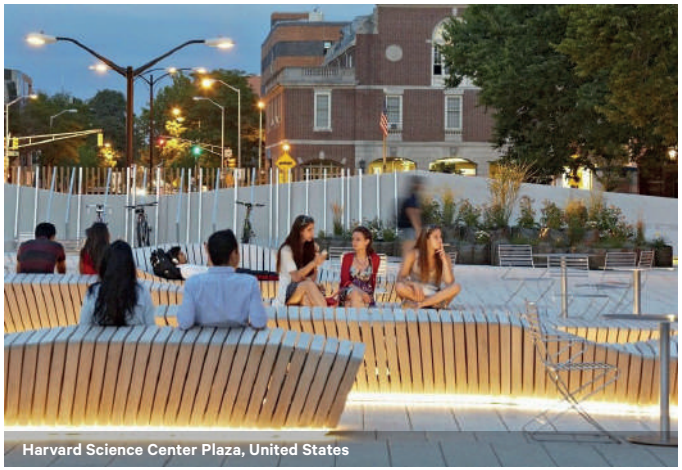
South Park Commons, United States

Increased biodiversity in planting for environmental benefits



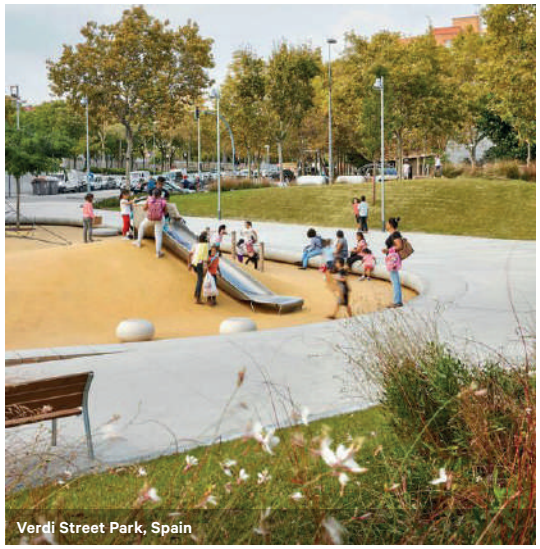
Gwangju Biennale, South Korea

Integrated and functional artwork



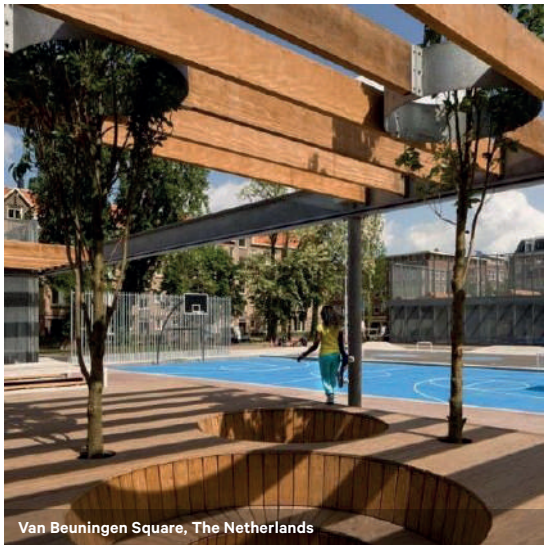
Harvard Science Center Plaza, United States

Varied seating to accommodate different user groups



Verdi Street Park, Spain

Multi-use spaces



Van Beuningen Square, The Netherlands

Recreation opportunities for physical health benefits



Changzhou Product Experience Center, China

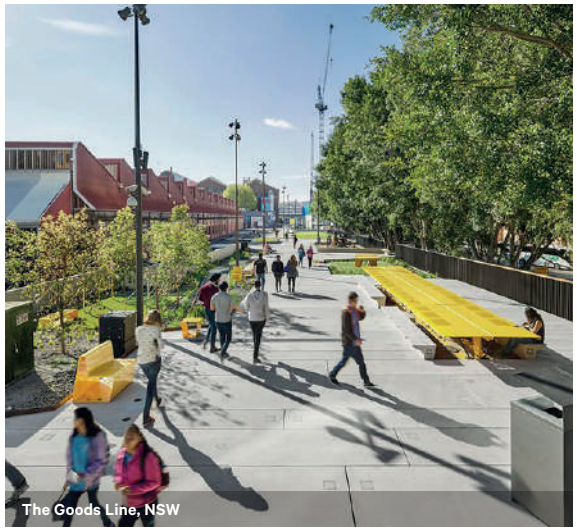
All age play


South Park Commons, United States

Tree canopy to mitigate the urban heat island effect


Darling Square, NSW

Built shade for weather protection


The Goods Line, NSW

Clear and cohesive design to enhance the identity of a space


Muzeynyy Park, Russia

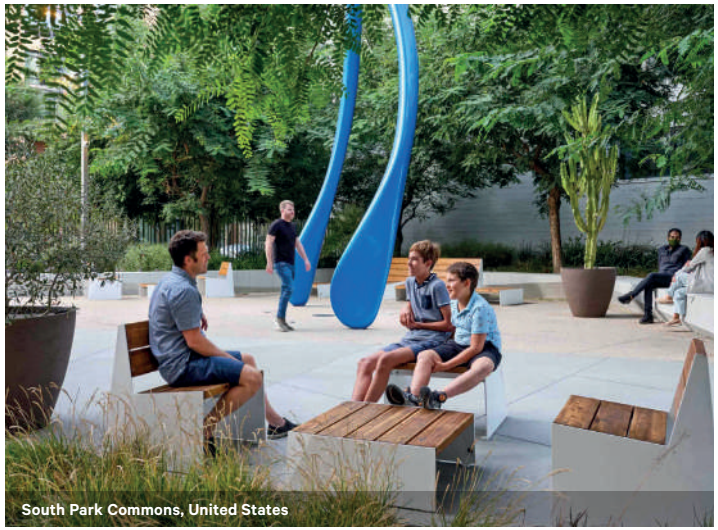
Opportunities for social connection


The Cubby Playground, WA

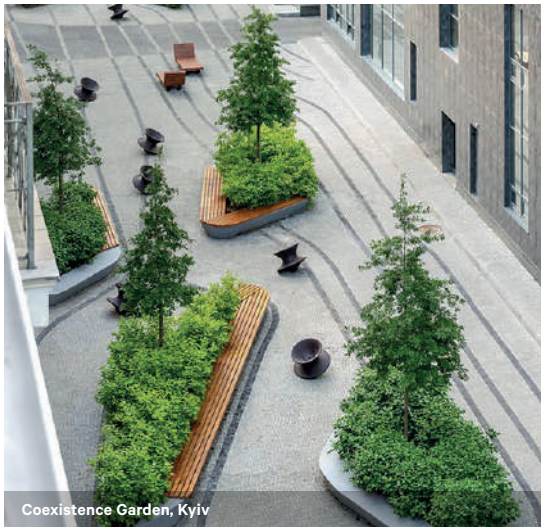
Encouraging social and cognitive development


Mellin Park, United States

View lines for passive surveillance


South Park Commons, United States

Public art as a central attraction


Coexistence Garden, Kyiv

Landscaping integration


Guangzhou, China

Opportunities for incidental play


Madison Avenue, United States

Places for rest and relaxation


Harvest Walk Shopping Mall, Japan

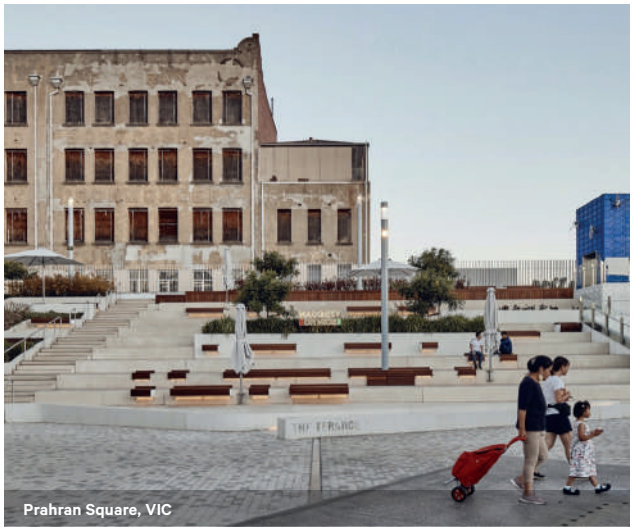
Use of permeable materials to increase passive surveillance


Battery Playscape, United States

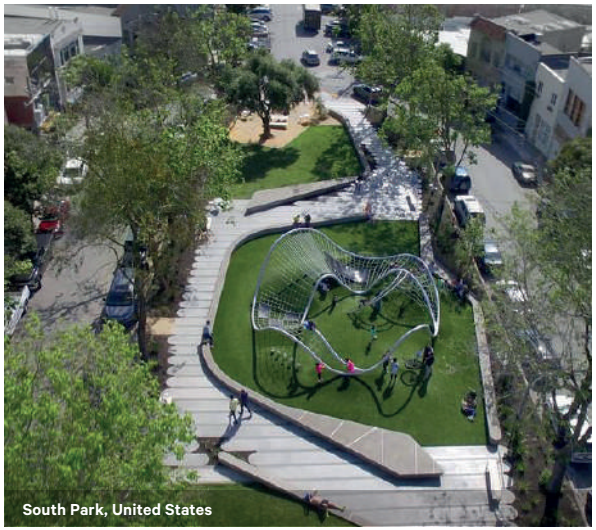
Spaces for parents to sit and supervise



Interpretive signage for wayfinding



Flexible spaces to hold events



Interactive artworks



Varied heights to create visual interest



Places for large groups to socialise



Aesthetic and functional seating



Grassed areas for relief within the urban environment

Local Benchmarks

The following urban plazas demonstrate the level of amenity that can be provided by spaces based on their varying sizes and configurations. We have chosen examples within metropolitan Perth, so that these sites can be directly compared to Moreau Mews in terms of location, interface, levels of activity and surrounding land uses. Each plaza has been assigned a ranking of standard, premium and economy to each space to summarise their level of amenity, likely cost per sqm and quality of the space.

Mary Street Piazza

Highgate

Standard

Size - approximately 70m^2

Amenities
Grass, seating, shade sails, stage, public art and a flexible space for events.

Relevance to Moreau Mews Applecross
Mary Street Piazza is located in an inner-urban (non-City) environment, with active frontages and several food and beverage retailers in proximity.







North Perth Common

North Perth

Standard

Size - approximately 400m^2

Amenities
Grass, seating, public art, lighting installation and landscaping.

Relevance to Moreau Mews Applecross
North Perth Common is located in an inner-urban environment and effectively repurposes a small space, with successful integration of public art and lighting.







Raine Square

Perth

Standard

Size - approximately 700m^2

Amenities
Seating and landscaping.

Relevance to Moreau Mews Applecross
Raine Square provides a protected space in the CBD for people to meet and socialise, with good quality landscaping, and active frontages in a commercial environment.







Manatj Park (Perth City Link)

Perth

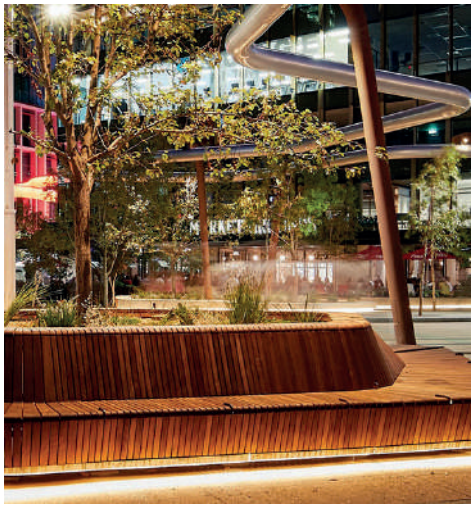
Standard

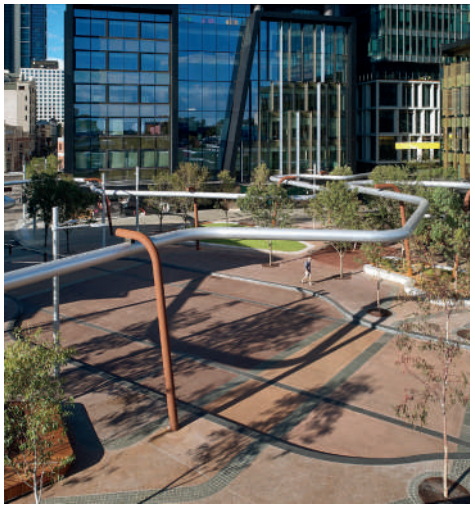
Size - approximately 950m^2

Amenities
Seating, public art and landscaping.

Relevance to Moreau Mews Applecross
Manatj Park has modern landscaping, integrated seating and public art, and is an enjoyable space to inhabit. However, it is recommended that Moreau Mews become more of a destination and utilise active frontages to create a new meeting place within the Activity Centre.







Yagan Square

Perth

Premium

Size - approximately 1,100m^2

Amenities
Grass, seating, water play, landscaping, public art, shade and a digital tower.

Relevance to Moreau Mews Applecross
Yagan Square is a premium public open space in the heart of the City. Relevant elements for Moreau Mews to consider are the active frontages, cultural interpretation, landscaping and public art.







Northbridge Piazza

Northbridge

Economy

Size - approximately 1,700m^2

Amenities
Grass, seating, outdoor screen, stage and a flexible space for events.

Relevance to Moreau Mews Applecross
Northbridge Piazza is used primarily for screenings and as a flexible space to host events. It is recommended that Moreau Mews provide significantly more amenity than the Piazza, for example, landscaping, additional seating, incidental play and public artwork to create a more modern urban plaza.







Urban Orchard

Perth

Standard

Size - approximately 1,900m^2

Amenities
Grass, seating, a flexible space for events, stage and landscaping.

Relevance to Moreau Mews Applecross
Urban Orchard is more of a larger-scale site that is used for a range of events, located within the cultural precinct. The level of landscaping, grassed areas and catenary lighting is a good benchmark for Moreau Mews.







Central Park

Perth

Standard

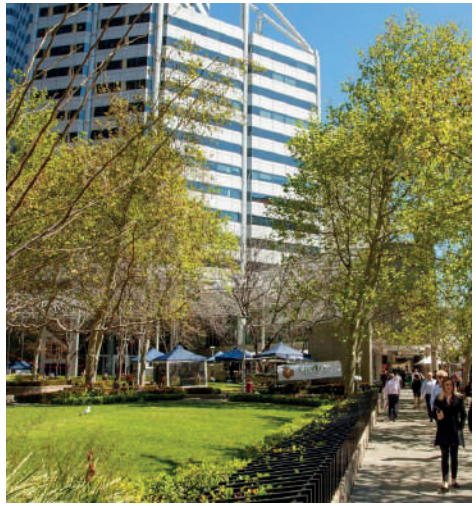
Size - approximately 2,500m^2

Amenities
Grass, seating, shade and a flexible space for events.

Relevance to Moreau Mews Applecross
Central Park holds less relevance, as a space primarily for city-workers to meet, socialise and eat lunch. The space is used for markets and other temporary pop-up events, which could continue to be held at Moreau Mews.







BHP Waterpark

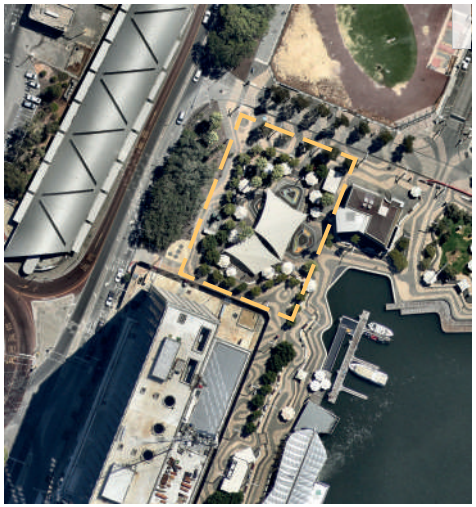
Elizabeth Quay

Premium

Size - approximately 2,782m^2

Amenities
Water park, public art, landscaping, seating and shade.

Relevance to Moreau Mews Applecross
The BHP Waterpark is a destination space, however the use of shade sails, landscaping and varied mix of materials sets a strong precedent for the delivery of new public open spaces that the City should consider.







Mindeerup Piazza

South Perth

Premium

Size - approximately 4,000m^2

Amenities
Grass, seating, public art, landscaping and a sound and light show at night.

Relevance to Moreau Mews Applecross
Mindeerup Piazza is an award-winning space, recognised for its public art and recognisable palette. The space forms an urban piazza adjacent to a commercial strip, and is used for pop-up events and a space for workers in South Perth to eat lunch.







James Street Mall

Perth

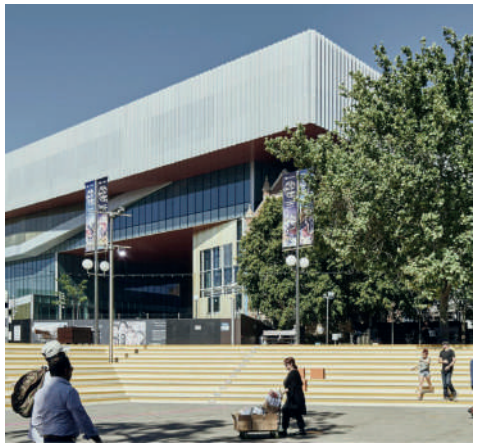
Premium

Size - approximately 4,000m^2

Amenities
Grass, seating, flexible spaces for events and landscaping.

Relevance to Moreau Mews Applecross
James Street Mall is a linkage, connecting the Cultural Centre to Beaufort Street and is surrounded on two sides by built form, similar to Moreau Mews.






Perth Cultural Centre

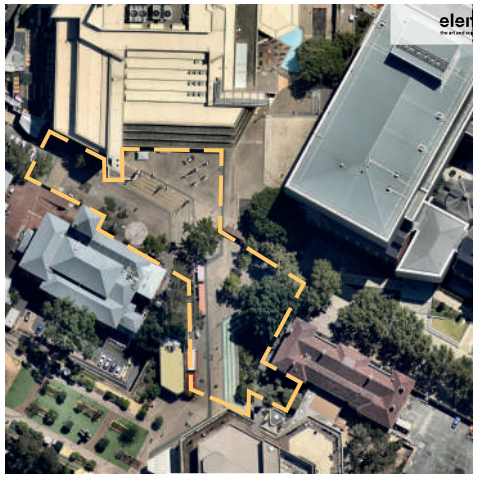
Perth

Economy

Size - approximately 4,000m^2

Amenities
Grass, seating, flexible spaces for events and landscaping.

Relevance to Moreau Mews Applecross
The design for Moreau Mews could take inspiration from the different levels of seating and creation of a stage that can be used to hold events such as night markets, art installations and children's festivals.





Forrest Place

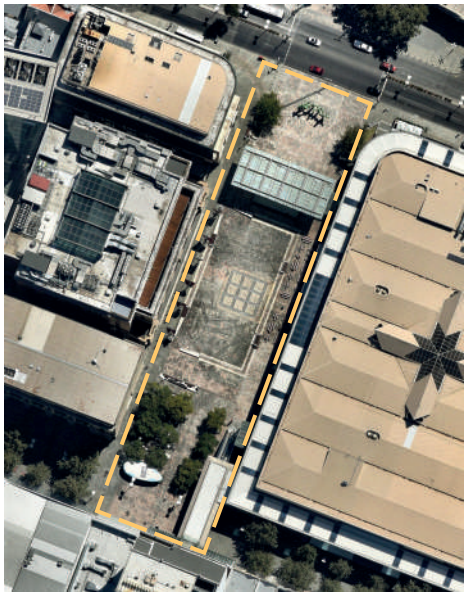
Perth

Standard

Size - approximately 4,700m^2

Amenities
Water play infrastructure, a flexible space for events, stage, public art, seating and limited landscaping.

Relevance to Moreau Mews Applecross
Forrest Place plays a significant role in Perth, being the primary location for large events in the metropolitan area. It is not the most relevant comparison, however is important to understand the scale in comparison to how much land should be used for development compared to public open space at Moreau Mews.







Elizabeth Quay Island

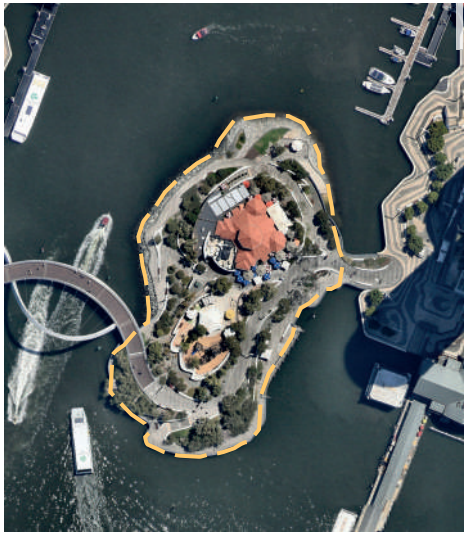
Perth

Standard

Size - approximately 5,400m^2

Amenities
Play infrastructure, seating, shade and landscaping.

Relevance to Moreau Mews Applecross
Elizabeth Quay Island plays a tourism role, rather than servicing existing residents within the local catchment.
As such it is not the ideal comparison, however with limited natural shade, we can take inspiration from the provision of built shade, in a similar hot urban environment.







Walyalup Koort

Fremantle

Premium

Size - approximately 6,000m^2

Amenities
Grass, play infrastructure, seating, landscaping, public art and a flexible space for events.

Relevance to Moreau Mews Applecross
While Walyalup Koort is on a significantly larger scale, the redevelopment of Moreau Mews could incorporate similar elements - grassed areas, landscaping, play infrastructure and public art. It is recommended given the environment, that unlike Walyalup Koort, Moreau Mews implement shade sails in addition to natural tree canopy providing relief.







Options Analysis and Costings

Donald Cantt Watts Corke (DCWC) Quantity Surveyors provided high-level costings and square metre rates for five options, based on proposed percentages of the site to be used for public open space, as opposed to development area. It must be noted that the associated plans should be used to illustrate the percentages of each usage, and do not recommend a location or configuration for each use. The shape and location of each use should be further analysed in future stages. All scopes, quantities and rates are provisional, therefore the costings are subject to adjustment.

Summary

The table below illustrates how the Council land at Moreau Mews Applecross could serve a dual role, providing public open space in the short-term by utilising part of the site and creating a revenue stream in the medium to long-term to help fund the acquisition of additional sites for the purpose of public open space. The mechanisms to acquire additional open space in the longer term are heavily reliant upon the ongoing income from ground lease or similar, and the acquisition program may struggle without this revenue.

Option	Public open space area	Total cost of public open space (per sqm)			Development area	Potential revenue per sqm Based on land value of $3500 p/ sqm & a ground lease rate of 5.5%	Approximate income over 40-year period 2023 dollars
		Low spec.	Medium spec.	High spec.			
Option 1	1,014.25m² (25% of the site)	$507,125	$1,014,250	$2,535,625	3,042.75m² (75% of the site)	$585,729	$23.4M
Option 2	1,338.81m² (33% of the site)	$669,405	$1,338,810	$3,347,025	2,718.19m² (67% of the site)	$585,729	$20.9M
Option 3	2,028.50m² (50% of the site)	$1,014,250	$2,028,500	$5,071,250	2,028.50m² (50% of the site)	$390,486	$15.6M
Option 4	2,718.19m² (67% of the site)	$1,359,095	$2,718,190	$6,795,475	1,338.81m² (33% of the site)	$257,720	$10.3M
Option 5	3,042.75m² (75% of the site)	$1,521,375	$3,042,750	$7,606,875	1,014.25m² (25% of the site)	$195,243	$7.8M

Assumptions and Exclusions

The project costings have been calculated based upon the following assumptions and exclusions.

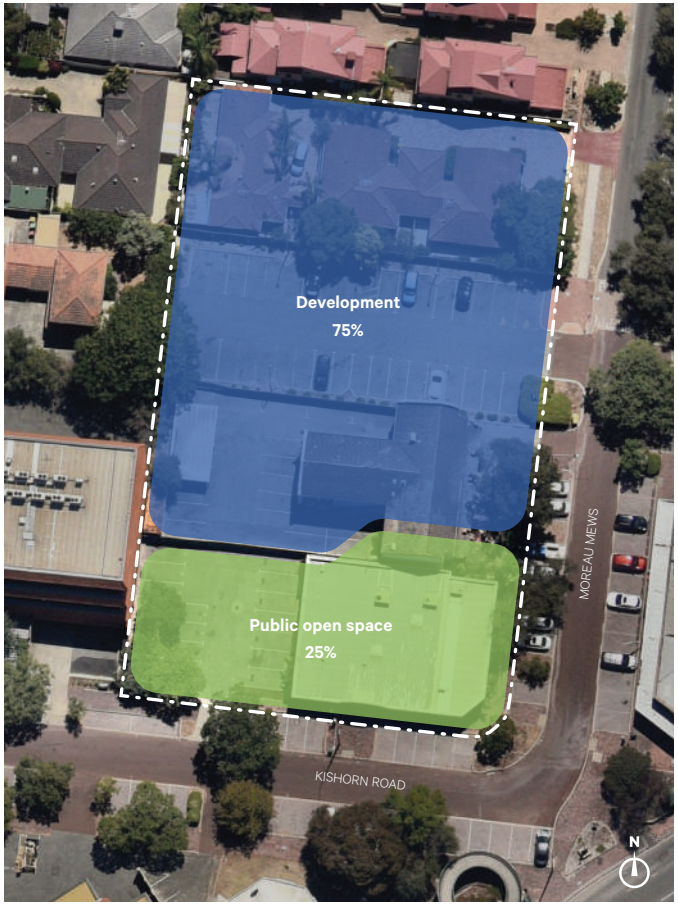
- Excludes GST.
- Excludes Environmental Offset and Management Plans etc.
- Assumes services infrastructure at site boundary.
- Excludes abnormal ground conditions, contamination etc.
- Excludes major services diversions.
- Excludes major utility upgrades, contributions and headworks.
- Excludes works to any conservation areas.
- Excludes fences to general site.
- Excludes legal costs, site costs, agents fees and finance etc.
- Excludes land purchase costs.
- Costs assume Competitive Tender process with local builders using basic selection of materials.
- Excludes escalation, therefore all prices are current day.
- Assumes the retention of existing trees where possible.



'Mingle at Moreau Mews'. Image source: City of Melville Facebook

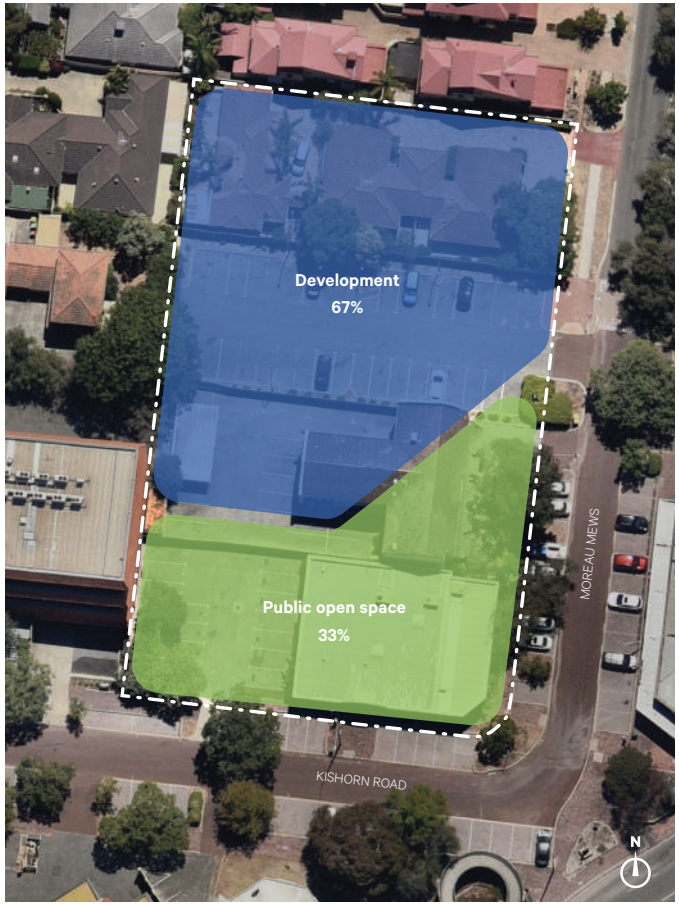
Option 1

Public open space area	Total cost of public open space (per sqm)			Develop-ment area	Potential revenue per sqm Based on land value of $3500 p/sqm & a ground lease rate of 5.5%	Approx. income over 40-year period 2023 dollars
	Low spec.	Medium spec.	High spec.			
1,014.25m² (25%)	$507,125	$1,014,250	$2,535,625	3,042.75m² (75%)	$585,729	$23.4M



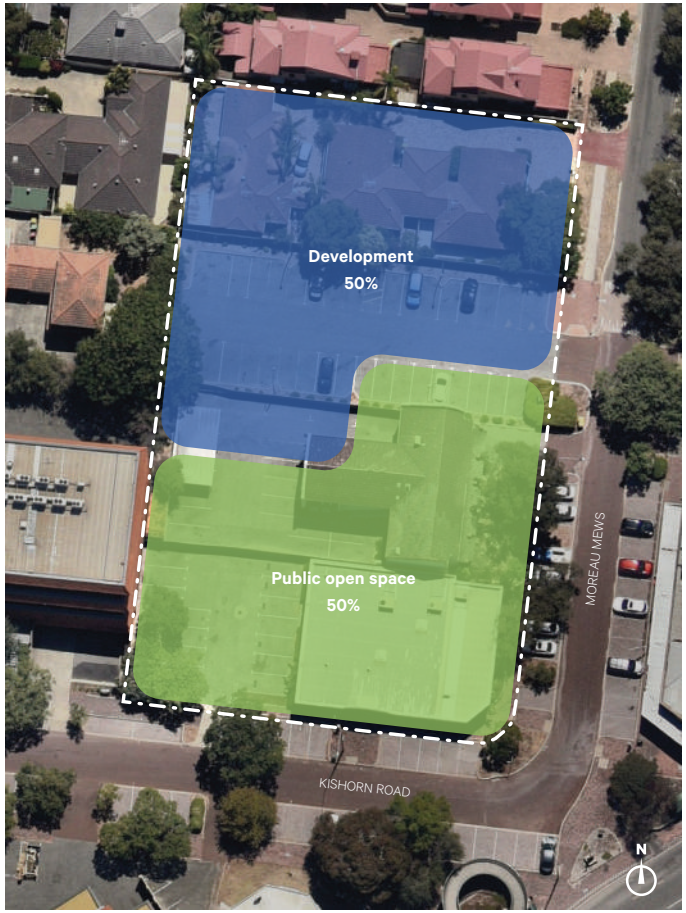
Option 2

Public open space area	Total cost of public open space (per sqm)			Develop-ment area	Potential revenue per sqm Based on land value of $3500 p/sqm & a ground lease rate of 5.5%	Approximate income over 40-year period 2023 dollars
	Low spec.	Medium spec.	High spec.			
1,338.81m² (33%)	$669,405	$1,338,810	$3,347,025	2,718.19m² (67%)	$585,729	$20.9M



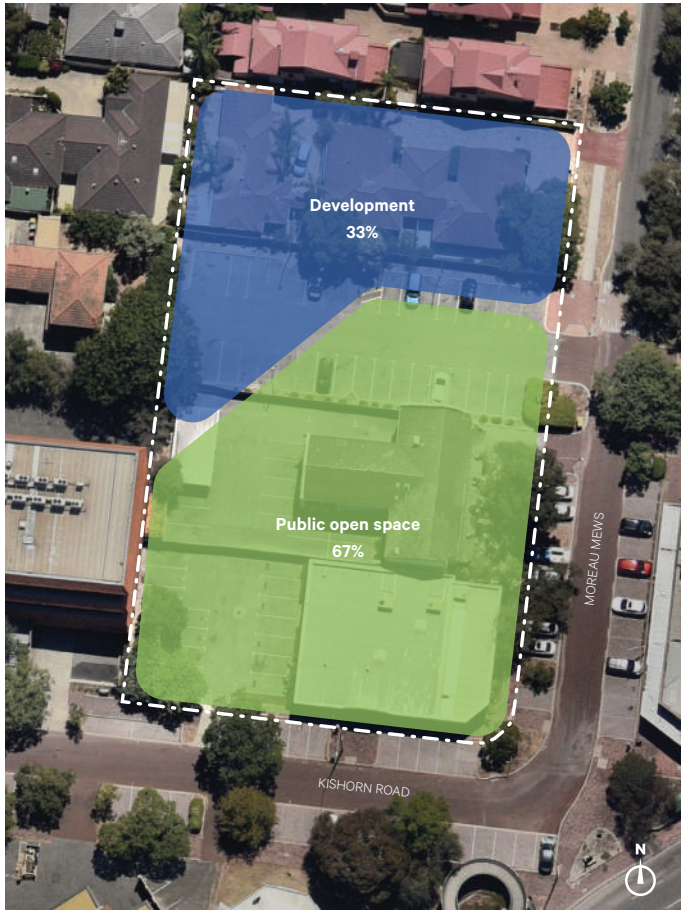
Option 3

Public open space area	Total cost of public open space (per sqm)			Develop-ment area	Potential revenue per sqm Based on land value of $3500 p/sqm & a ground lease rate of 5.5%	Approx. income over 40-year period 2023 dollars
	Low spec.	Medium spec.	High spec.			
2,028.50m² (50%)	$1,014,250	$2,028,500	$5,071,250	2,028.50m² (50%)	$390,486	$15.6M



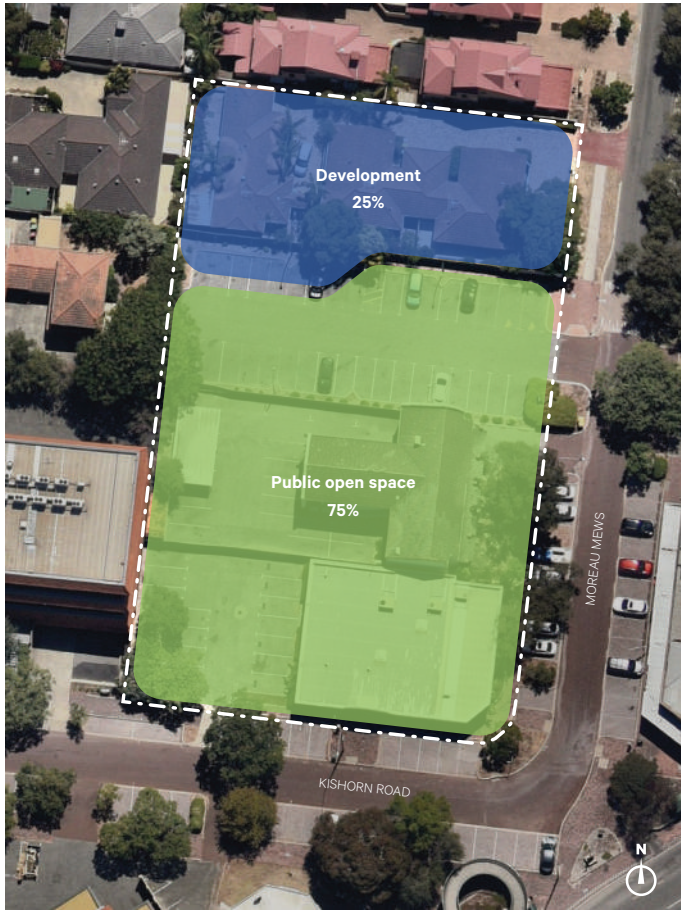
Option 4

Public open space area	Total cost of public open space (per sqm)			Develop-ment area	Potential revenue per sqm Based on land value of $3500 p/sqm & a ground lease rate of 5.5%	Approx. income over 40-year period 2023 dollars
	Low spec.	Medium spec.	High spec.			
2,718.19m² (67%)	$1,359,095	$2,718,190	$6,795,475	1,338.81m² (33%)	$257,720	$10.3M



Option 5

Public open space area	Total cost of public open space (per sqm)			Develop-ment area	Potential revenue per sqm Based on land value of $3500 p/sqm & a ground lease rate of 5.5%	Approx. income over 40-year period 2023 dollars
	Low spec.	Medium spec.	High spec.			
3,042.75m² (75%)	$1,521,375	$3,042,750	$7,606,875	1,014.25m² (25%)	$195,243	$7.8M



Canning Bridge Options - Business Case Budget

					Low	Medium	High
Item	**Description**	**Quantity**	**Unit**	**Rate ($)**	**Total ($)**	**Total ($)**	**Total ($)**
1.00	**BUILDINGS**						
1.01	Allowance for New Building		Note		Excluded	Excluded	Excluded
	TOTAL BUILDING COST	**-**		**-**	**Excluded**	**Excluded**	**Excluded**
2.00	**External Works & Landscaping**						
2.01	Allowance for Site Clearance	1,000	m^2	10	10,000	10,000	10,000
2.02	Allowance for demolition of buildings / structures		Note		Excluded	Excluded	Excluded
2.03	Allowance for demolition / removal of hardstandings	1	Sum	50,000	50,000	50,000	50,000
2.04	Allowance for demolition of asbestos		Note		Excluded	Excluded	Excluded
2.05	Allowance for general earthworks to site	1,000	m^2	50	50,000	50,000	75,000
2.06	Allowance for hard landscaping (assume 50% of site)	500	m^2	175	87,500	175,000	375,000
2.07	Allowance for soft landscaping / shrubs generally (assume 50% of site)	500	m^2	100	50,000	100,000	300,000
2.08	Allowance for interface with existing pavements	1	Sum	5,000	5,000	5,000	5,000
2.09	Allowance for cross overs complete		Note		Excluded	Excluded	Excluded
2.10	Allowance for play equipment		Note		Excluded	25,000	50,000
2.11	Allowance for seating, furniture, bins etc	1	P.Sum	25,000	25,000	50,000	100,000
2.12	Allowance for canopy		Note		Excluded	Excluded	150,000
2.13	Allowance for event type space		Note		Excluded	Excluded	100,000
2.14	Allowance for signage	1	P.Sum	5,000	5,000	10,000	20,000
2.15	Allowance for Main Contractors Preliminaries and Margin	12%	Sum	282,500	33,900	57,000	148,200
	External Works & Landscaping Sub Total				**316,400**	**532,000**	**1,383,200**
3.00	**Site Services**						
3.01	Allowance for water points (connected to existing infrastructure)	3	No	2,500	7,500	10,000	20,000
3.02	Allowance for path / ground lighting (connected to existing infrastructure)	1	P.Sum	25,000	25,000	50,000	100,000
3.03	Allowance for small power reticulation through site (connected to existing infrastructure	1	P.Sum	10,000	10,000	20,000	30,000

					Low	Medium	High
Item	Description	Quantity	Unit	Rate ($)	Total ($)	Total ($)	Total ($)
3.04	Allowance for AV / IT to site		Note		Excluded	25,000	50,000
3.05	Allowance for general CCTV coverage		Note		Excluded	25,000	50,000
3.06	Allowance for Main Contractors Preliminaries and Margin	12%	Sum	42,500	5,100	15,600	30,000
	External Services Sub Total				**47,600**	**145,600**	**280,000**
	TOTAL CONSTRUCTION COSTS				**364,000**	**677,600**	**1,663,200**
4.01	Design Contingencies	5.00%		364,000	18,200	33,880	83,160
4.02	Construction Contingencies	5.00%		364,000	18,200	33,880	83,160
4.03	Headworks and Statutory Charges		Note		Excluded	Excluded	Excluded
4.04	Building Act Compliance		Note		Excluded	Excluded	Excluded
4.05	Percent for Public Art	1.00%		364,000	3,640	6,776	16,632
4.06	Land Costs (if applicable)		Note		Excluded	Excluded	Excluded
4.07	Professional Fees	15.00%		364,000	54,600	101,640	249,480
	On-Costs - Sub Total				**94,640**	**176,176**	**432,432**
	GROSS PROJECT COST				**458,640**	**853,776**	**2,095,632**
5.00	Escalation						
5.01	Base date of pricing - March 2023						
5.02	Escalation		Note		Excluded	Excluded	Excluded
	Escalation - Sub Total				**-**	**-**	**-**
	ESCALATED NET PROJECT COST				**458,640**	**853,776**	**2,095,632**
6.00	Local Authority Managed Costs						
6.01	Special Client Agency Provisions		Note		Excluded	Excluded	Excluded
6.02	Project Management Costs	10%		458,640	45,864	85,378	209,563
6.03	Administration Fees		Note		Excluded	Excluded	Excluded
6.04	Commissioning, Relocation Costs and Disbursements		Note		Excluded	Excluded	Excluded
6.05	Land Acquisition & Native Title Compensation (if applicable)		Note		Excluded	Excluded	Excluded
	Total Local Authority Costs				**45,864**	**85,378**	**209,563**
	ESTIMATED GROSS PROJECT (COMMITMENT) TOTAL COST				**504,504**	**939,154**	**2,305,195**

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