

CENTRES STRATEGY

STATUS: **Council Policy** - *A strategic policy that sets governing principles and guides the direction of the organisation to align with community values and aspirations.*

Council policies are developed by the Policy Committee for approval by Council.

RESPONSIBLE DIRECTORATE: Planning and Community Development

OBJECTIVE:

STATEMENT:

1.1 OBJECTIVE AND PRINCIPLES

The main objective of the strategy is to adopt a new policy that seeks to take a fresh approach to the distribution, size and nature of centres in the City of Joondalup. In doing so the strategy adopts new terminology in classifying centres to help reflect this fresh approach to the reader or user. The new centres are city centre, town centre, small town centre and village centre. These equate to centres classified in the *Metropolitan Centres Policy* as shown in Table 1.

The strategy also interprets, applies and implements the draft 1999 *Metropolitan Centres Policy*, having regard to the particular circumstances that exist in the City of Joondalup. In the approach city centres replace the former regional centres, town centres replace former district centres, village centres replace the former neighbourhood centres, and local shops replace the previous local shops. Multiple ownership, integration, diversity, service and employment are key words synthesising the intent of the strategy.

The specific objective of this policy is to promote retail and incremental expansion of existing centres throughout the City of Joondalup as part of a catch-up strategy until 2006.

The Vision for Joondalup is to develop City Centre as:

- A viable alternative to Perth – in status and function.
- A major centre for commerce.
- A vibrant, living place filled with people day and night, the focus of the community, not only of Joondalup but the whole North-West Corridor for employment, entertainment, employment, shopping, restaurants, arts culture and university life.
- A high technology business environment, taking advantage of leading-edge opportunities to stimulate economic growth.

To promote throughout the suburbs the continuing evolution, development and expansion of small town and village centres, each a microcosm of the city centre, to

become the meeting places for people, the economic and social focus, in harmony with the local communities in which they are situated.

Strategy principles are:

The Centres Hierarchy

Promote Joondalup Centre as the primary commercial, social and cultural centre for the North West corridor, and as a 'city in the suburbs' and the preferred location for major offices and retailing as well as a rich mix of leisure, entertainment, recreation and community facilities.

Maintain town centres at Whitford City and Warwick Grove as significant regional nodes offering community focus by providing a mix of retail, office, leisure, entertainment, recreation and community facilities.

Promote small town centres more actively than has been the case to now. Allow such minor expansion as can be accommodated on site at Greenwood City. Consider allowing Woodvale to expand, or convert to, a small town centre. Promote Currabine as a small town centre in the medium term. Encourage mixed business to establish adjacent district centre sites.

Maintain the existing structure and distribution of neighbourhood centres for the period of the strategy. Subject to good urban design as envisaged by the Centre Zone and structure plans in the Town Planning Scheme, on a case by case basis, allow minor expansion and extensions as part of the redevelopment, renewal process which some centres are now due.

Mixed Business Areas/Community Business Parks¹

Opportunities for new developments of this type are limited. Notwithstanding this, and subject to good urban design, promote initiatives to establish new mixed business areas accommodating bulky goods outlets, warehouses, showrooms, service industries and small and medium scale business uses as part of all designated city, town and small town centres. These areas should be located in planned precincts, having good accessibility and exposure, on the fringe of industrial areas; and in locations convenient to the regional and district road network and accessible to public transport.

As a means of increasing the amount of retail floor area in Joondalup, and at the same time promoting diversity and multiple ownership of smaller retail establishments, one of the proposals in this strategy is to define a shop, or shops, not exceeding 200 m² nla on a separate lot as a mixed business with adequate street frontage and exposure.

Similarly, promote new initiatives for technology parks and community business parks in association with existing and planned centres and in appropriate freestanding locations.

¹ Community Business Parks are business centres, on sites, ideally, ranging from 4-10 hectares, which provide primarily for office-related activity. However, because such sites will be difficult to find in the City of Joondalup smaller projects should also be considered. They may be developed in association with existing centres or in freestanding locations.

The Nature and Form of Centres

Promote evolutionary revitalisation and re-modelling of existing centres, where practicable, along 'main street' principles, as integrated, mixed use, safe, attractive and vibrant centres that provide a community focus. This, in some instances, will involve the transition of existing residential uses to commercial uses.

Promote, as the preferred model, the expansion or redevelopment of selected parts of city centres, town centres, small town centres, village centres and local shops in the form of 'main street' centres, as proposed in the *Liveable Neighbourhoods: Community Design Code*.

Promote greater diversity of land use and community activity in and close to centres at all levels in the hierarchy.

Employment

A key objective of this strategy is the promotion of employment within the whole city. While Joondalup city centre should always remain the focus for employment generation in the North-West Corridor, much more must be done to permeate employment opportunities into the town and village centres. This is in addition to the growth in home based employment that is expected to occur.

If employment self-sufficiency trends discussed in Section 3.2.1 of this report are to be improved, and for reasons discussed in that section it is important that they are, then much more emphasis must be placed on attracting employment generating uses to the city, town and village centres in Joondalup.

While public sector employment in government and local government is an important component of employment, it can never be the major component. Commerce, in its many forms, must fulfil that role. To boost opportunities for employment a primary objective for the strategy must be to attract more commerce to Joondalup.

Community Infrastructure

Make the best use of existing and planned community infrastructure, including public transport, arterial roads, trunk services and community facilities, in planning for centre development.

At the lower end of the shopping hierarchy in Joondalup, the practice has been to locate village (neighbourhood) centres on local residential distributor roads away from the more important roads and public transport routes. The Council should investigate the possibilities for new or expanded village centres to take advantage of the better exposure offered at entrances into residential neighbourhoods. The use of 'main street' shopping planning principles could be most productive in this regard.

Attitude and Approach to Centre Development

Promote a more flexible, open and innovative approach to centre development, providing for individual initiative and enterprise, wherever appropriate, and encouraging the emergence and implementation of new ideas. Encourage a diverse range of attractions for all age groups, including 'shoppertainment', 'eatertainment' and 'edutainment' type concepts, through family entertainment centres.

Conclusions

Implicit in the above statements is that expansion of commercial uses (of which retailing as defined in the Metropolitan Centres Policy (1999) is only a part) is a primary objective of this strategy and must be encouraged at all levels of the shopping centre hierarchy. The primary mechanism by which this can be accomplished in an orderly way is through the use of the structure plans in Centre zone in the Town Planning Scheme.

Centre zones should be created around all existing centres encompassing peripheral areas relative to the size of the centre. For example, a Village Centre zone might encompass a 100 metre wide peripheral area around the centre. A small town centre may encompass 200 metres, a large town centre 400 metre radius and a city centre 800 metres.

Within these centre zones structure plans should be used to delineate areas for different uses ranging from residential at higher densities to intensive commercial development. Obviously these structure plans will be tailored to maximise the attributes of each site – but should have the underlying objective of providing for an evolutionary transition to employment generating land uses.

1.2 Hierarchy of Centres

The hierarchy of centres² in the City of Joondalup is as follows:

City Centre:	Joondalup
Town Centres:	Whitford City Warwick Grove
Small Town Centres:	Currambine Greenwood Village Woodvale
Tourist Centres:	Hillarys Boat Harbour Ocean Reef Boat Harbour
Village Centres:	Beach Road, Duncraig Burregah Way, Duncraig Sheppard Way, Marmion Arnisdale Road, Duncraig Marri Road, Duncraig Coolibah Drive, Greenwood Moolanda Boulevard, Kingsley South Warburton Avenue, Padbury Kingsley Drive/Creaney Drive, Kingsley Hillarys (Flinders Avenue) Trappers Drive, Woodvale Perilya Road, Craigie Oceanside Promenade, Mullaloo Koorana Road, Mullaloo Gunter Grove, Beldon

² For the purpose of this classification:

- City, town, small town equate to strategic regional, regional and district centres as designated in the draft 1999 *Metropolitan Centres Policy Statement*.
- Village (neighbourhood) centres generally provide 1000-5,000m² nla retail floorspace.
- Local centres generally provide less than 1,000m² nla retail floorspace.

	Wisteria Parade, Edgewater
	Gwendoline Drive, Beldon
	Marina Boulevard, Ocean Reef
	Caridean Street, Heathridge
	Glenelg Place, Connolly
	Constellation Drive, Ocean Reef
	Iluka
	Currambine
	Candlewood Boulevard, Joondalup
	Kinross
Local Shops:	Lilburne Road, Duncraig
	Adalia Street, Kallaroo
	Moolanda Boulevard, Kingsley North
	Kinross Drive, Kinross
	Blackwattle Parade, Padbury
	Alexander Road, Padbury
	Harman Road, Sorrento
	West Coast Drive, Sorrento
	Hillarys (Whitfords Ave)
Other Centres:	Waldecks, Wanneroo Road, Kingsley
	West Coast Drive, Sorrento
Rail Station Precincts	Warwick Station
	Whitfords Station
	Edgewater Station
	Currambine Station

1.3 The Functions of Centres

Each level of centre in the hierarchy is intended to serve a set of functions. These are summarised in Table 1. In general centres at the different levels are supposed to be complementary rather than competitive in that they are supposedly servicing different segments of the market.

Nevertheless all centres are comprised of shops which are competitive to a greater or lesser extent. Generally a higher order centre will contain all the functions of lower order centres which will compete, but will also contain other additional functions which will not.

1.4 Recommendations for Specific Centres for the Strategy Period (2006)

1.4.1 City Centre

It is recommended that:

- For the period of this strategy, until 2006, the policy of actively promoting Joondalup in favour of competing centres should be continued, but should be reviewed after that time.
- In the long term, the Joondalup City Centre should continue to develop in accordance with approved structure plan towards a nla of approximately 100,000 m² although this figure should not be restrictive .
- There should be a sustained effort (including active lobbying by the Council) to attract tertiary sector (office) employment generating land uses. The

employment target of 45,000 jobs, while optimistic on current trends, should be retained.

1.4.2 Town Centres

It is recommended that:

Warwick Centre

- The Council consider any proposals for expansion of the centre or the establishment of mixed business in peripheral areas in the context of an approved structure plan based on 'main street' principles.

It is recommended that:

Whitford Centre

- Expansion to Whitford Centre be restricted to 50,000 m².
- Expansion should be in accordance with regional guidelines, in the context of intensification of surrounding land use (conversion of adjoining houses to non-retail mixed use), diversification of land use within the site, and an agreed structure plan

1.4.3 Small Town Centres

It is recommended that:

Currambine Centre

- No expansion over 10,000m² be permitted until it can be demonstrated that the planned commercial structure of the centres in the north of the City has been substantially developed to their planned sizes and trading patterns have settled.
- Nothing in the recommendation above shall preclude the incremental expansion of Currambine along 'main street principles' as envisaged under Section 5.2.6 of the Metropolitan Centres Policy contained in Statement of Planning Policy No 9 (17/10/00).

It is recommended that:

Greenwood Centre

- The shopping centre site and a peripheral area of about 200 metres wide around the site should be included in a Centre zone in the Town Planning Scheme.
- The Council consider any proposals for expansion of the centre or the establishment of mixed businesses in peripheral areas in the context of an approved structure plan based on 'main street' principles.

1.4.4 Tourist Centres

It is recommended that:

- The Council and the WAPC consider any proposals for expansion of a marina complex or the establishment of additional leisure orientated commercial business at Hillarys Marina and Ocean Beach Boat Harbour and in adjacent areas in the context of an approved structure plan.

1.4.5 Village Centres

It is recommended that:

- The Council progressively include village centres and peripheral areas, about 100 metres wide, in a Centre zone in the Town Planning Scheme as structure plans are approved.
- The Council consider any proposals for expansion of a centre or the establishment of mixed business in peripheral areas in the context of an approved structure plan based on 'main street' principles.

1.4.6 Local Shops

It is recommended that:

Insert new definition for local shops to not exceed 200 m² nla with an aggregate of not more than 1000 m², and on a separate lot of not less than 1000 m² with direct street frontage of not less than 20 metres. Local shops be permitted in the Business and Mixed Use zones as outlined in Schedule 3. No expansion should be permitted without the preparation of an acceptable centre plan.

1.4.7 Mixed Business Areas/Community Business Parks

It is recommended that:

- Facilitate provision of mixed business areas in centres at Whitford City, Warwick Grove, Currambine, Greenwood Village and Woodvale Boulevard.
- Encourage further growth and development of existing mixed business areas at Joondalup Service Trades Area and Canham Way.
- Promote and provide for community business parks:
 - within or adjacent to centres at all levels in the functional hierarchy;
 - on appropriate freestanding sites which:
 - are located within 500 metres of rail stations and public transport termini;
 - are located on major arterial roads which are easily accessible and benefit from good exposure;
 - have good road access, other services and a high quality physical environment;
 - are located so as not to adversely affect the amenity and character of existing -residential areas by way of privacy, traffic generation or other consequences incompatible with residential development;

- have minimum and maximum site areas of 4 hectares and 10 hectares respectively.

1.4.8 Station Precincts.

It is recommended that:

- The Council co-operates with Westrail to maximise commercial and other employment generating opportunities at railway stations.

1.5 CONCLUSIONS

At present the City of Joondalup is under-supplied with retail and commercial floor area, relative to its population, when compared with the metropolitan region as a whole, or the more mature urban areas immediately to the south of the City, in the City of Stirling. Over the next 7-8 years Joondalup will be reaching maturity. Its residential areas will be fully developed. In time land uses will begin to evolve into the higher order uses which are more prevalent in the older areas of the metropolitan region. This strategy sets the initial stages of this in motion. The thrust of the recommendations is that the period to 2006 should be a catch up period for the City with respect to commercial activity – in its broadest sense – recognising that such landuses provide a service to the community and create employment.

The basis for this recommended strategy is that the Council should be positive and pro-active towards expanding the retail and commercial base in the City as a primary means of generating employment.

Notwithstanding that the community can be alarmed at, and antagonistic towards, unforeseen or ad hoc proposals to expand or introduce new shopping centres or commercial development in residential areas, this can be achieved if carried out sensitively and with full community consultation. The tools to achieve this are already incorporated in the Town Planning Scheme 'Centre' zone and structure plan provisions.


Amendments: CJ351-11/00, CJ206-10/05

Related Documentation:

Issued: October 2005

TABLE 1 - CITY OF JOONDALUP CENTRES STRATEGY

Centre Functions

 CITY CENTRE	TOWN CENTRE	SMALL TOWN CENTRE	TOURIST CENTRE	VILLAGE CENTRE	LOCAL SHOPS	CENTRES ADOPTING 'MAIN STREET' PRINCIPLES	
ALTERNATIVE MCP NAMES	Strategic Regional Centre	Regional Centre	District Centre	Tourist Centre	Neighbourhood and Local Centre		
PRIMARY FUNCTIONS	Multi purpose and major employment centres for a full range of retail, commercial, administrative, entertainment, leisure, recreation and regional community facilities	Multi-purpose centres for retail, commercial, community, leisure and entertainment facilities.	Centres for weekly retail, service and community facilities	Centres for tourist, commercial recreation and tourist and marine business open seven days a week till late.	Low key centres for convenience shopping, small offices and local services and community facilities within easy access from residential neighbourhood.	Daily consumables and services.	As for centres in the hierarchy.
PREFERRED LOCATION	Primary road, rail station and major public transport services.	Primary road, rail station and major public transport services.	Major distributor road, and public transport services.	Suitable coastal or other tourist location	District distributor road intersection and bus route, on the edge of the catchment area.	Main local distributor road intersection.	As for centres in the hierarchy
Office and Community Uses	Major offices of businesses and government, professional offices and major entertainment and leisure facilities.	Office development, professional offices and entertainment facilities.	District level offices such as professional, sales and service offices.	Offices and community services associated with tourist or marine business as appropriate. Some related professional offices may be appropriate.	Small offices and other low impact employment premises.	Not encouraged	As for centres in the hierarchy
Retail Types	Department stores, discount department stores, major supermarkets, major specialised stores, specialty and convenience stores.	Discount department stores, supermarkets, specialty stores and convenience stores.	Minor discount department stores, supermarkets, specialty stores and convenience stores.	Predominantly tourist orientated retail. Includes all marine and water based retailing. A Mix of convenience retailing should also be permitted.	Supermarkets, convenience stores and local shops.	Daily convenience goods only.	As for centres in the hierarchy
Licensed Premises*	Hotels, motels, taverns, restaurants, convention centre, liquor store, major amusement and recreational facilities	Hotels, motels, restaurants, liquor store, café, amusement & recreational facilities.	Hotel, taverns, restaurants and cafés.	Hotels, taverns, restaurants, night clubs, amusement parlours and cafes.	Low key café.	Small licensed café, less than 100 m ²	As for centres in the hierarchy



	CITY CENTRE	TOWN CENTRE	SMALL TOWN CENTRE	TOURIST CENTRE	VILLAGE CENTRE	LOCAL SHOPS	CENTRES ADOPTING 'MAIN STREET' PRINCIPLES
Fast Food Outlet	Free-standing appropriate	Free-standing appropriate	Free-standing appropriate	Free standing as appropriate.	Low key in centre	Not permitted	As for centres in the hierarchy
Cinemas	Major multi screen cinema complexes	Major multi screen cinema complexes	Maximum of two cinemas screens.	Maximum of two cinemas screens.	Maximum of one cinema screen.	Not permitted	As for centres in the hierarchy
Shopping Floorspace Guide	Unrestricted, or up to 100,000 m ² as specified	Up to 50,000 m ²	Up to 15,000 m ²	Size determined by structure plan.	Up to 3,000 m ² , or 4,500 m ² where siting criteria is satisfied.	200 m ² max for each shop, aggregate less than 1,000 m ²	Up to 100,000 m ² depending on the hierarchy and MCP qualifications.
Plans	Structure Plan	Structure Plan	Structure Plan	Structure plans supported by architectural perspectives and artists impressions.	Structure Plan	Outline Plan	Structure Plan
Other Retail/ Commercial**	To be provided adjacent to main centre.	To be provided adjacent to main centre.	To be encouraged.	To be encouraged – especially craft industries and sales.	Permitted subject to siting criteria.	Not permitted	As for centres in the hierarchy
Per Capita n/a Rate	Combined with regional centres	0.62 m ²	0.41m ²	Per capita ratio not applicable	0.55 m ²	Not applicable	
Other Design Criteria				Main street principles with as much 'public domain' as possible.		Designed to service 200 homes.	Main Street principles.

* Approvals subject to licenses granted under the provisions of the Liquor Act, 1988.

** Any commercial use which is harmonious in its context to surrounding uses.

SCHEDULE 3 – RETAIL NET LETTABLE AREA FOR CENTRES

MAP REF NO	LOCALITY	CENTRE TYPE	MAXIMUM NLA (m ²)
	Joondalup City Centre including Lakeside Shopping Centre	C	Up to 100,000
	Whitford City	T	50,000
	Warwick Grove	T	38,000
	Currambine	ST	10,000
	Greenwood Village	ST	10,000
	Woodvale	ST	10,000
	Hillarys Boat Harbour	Tourist	To be determined by Structure Plan
	Ocean Reef Boat Harbour	Tourist	To be determined by Structure Plan
1	Beach Road, Duncraig	V	Below 4,500*
2	Burragah Way, Duncraig	V	Below 4,500*
3	Sheppard Way, Marmion	V	Below 4,500*
4	Arnisdale Road, Duncraig	V	Below 4,500*
5	Marri Road, Duncraig	V	Below 4,500*
6	Coolibah Drive, Greenwood	V	Below 4,500*
7	Moolanda Boulevard, Kingsley South	V	Below 4,500*
8	Warburton Avenue, Padbury	V	Below 4,500*
9	Kingsley Drive/Creaney Drive, Kingsley	V	Below 4,500*
10	Hillarys (Flinders Avenue)	V	Below 4,500*
11	Trappers Drive, Woodvale	V	5,000*
12	Perilya Road, Craigie	V	Below 4,500*
13	Oceanside Promenade, Mullaloo	V	Below 4,500*
14	Koorana Road, Mullaloo	V	Below 4,500*
15	Gunter Grove, Beldon	V	Below 4,500*
16	Wisteria Parade, Edgewater	V	Below 4,500*
17	Gwendoline Drive, Beldon	V	5,000*
18	Marina Boulevard, Ocean Reef	V	Below 4,500*
19	Caridean Street, Heathridge	V	Below 4,500*
20	Glenelg Place, Connolly	V	Below 4,500*
21	Constellation Drive, Ocean Reef	V	Below 4,500*
22	Iluka	V	Below 4,500*
23	Currambine	V	Below 4,500*
24	Candlewood Boulevard, Joondalup	V	Below 4,500*
25	Kinross	V	Below 4,500*
	Lilburne Road, Duncraig	LS	Below 1,000**
	Adalia Street, Kallaroo	LS	Below 1,000**
	Moolanda Boulevard, Kingsley North	LS	Below 1,000**
	Kinross Drive, Kinross	LS	Below 1,000**
	Blackwattle Parade, Padbury	LS	Below 1,000**
	Alexander Road, Padbury	LS	Below 1,000**
	Harman Road, Sorrento	LS	Below 1,000**
	West Coast Drive, Sorrento	LS	Below 1,000**
	Hillarys (Whitfords Avenue)	LS	Below 1,000**

NOTES

- * Generally Village Centres over 3,000 m² or expansion to over this figure will not be supported unless it can be shown there is a need and that the proposed expansion will be based on 'mainstreet' shopping principles.
- ** Generally local shops over 1,000 m² or expansion to over this figure will not be supported.

CLASSIFICATION OF CENTRES

C	City Centre
T	Town Centre
ST	Small Town Centre
V	Village Centre
LS	Local Shops