



Building sustainable neighbourhoods

LIVEABILITY AND DIVERSITY FOR FUTURE GENERATIONS

Dwelling Target Analysis

Date: February 2023

Key Findings

- **Dwelling targets:** The Western Australian Planning Commission's *North-West Sub-Regional Planning Framework* establishes a dwelling target for the City of Joondalup of 22,630 additional dwellings by 2050.
- **Progress towards targets:** Between 2011 and 2022, an additional 2,938 dwellings were created which comprises approximately 13% of the 2050 dwelling target.
- **Delivery of additional housing:**
 - 6% (182) of additional dwellings was delivered within activity centres.
 - 34% (994) of additional dwellings was delivered within Housing Opportunity Areas (HOA).
 - 38% (1,124) of additional dwellings was delivered within structure plan areas.
 - 22% (638) of additional dwellings was delivered through residual low density redevelopment and subdivision.
- **Housing Opportunity Areas:** More than 50% of additional dwellings created in housing opportunity areas occurred within HOAs 1 and 5.
- **Housing typologies:**
 - 50% of additional dwellings have been delivered as single detached dwellings on green title lots.
 - 33% of additional housing have been delivered as semi-detached or detached dwellings on survey strata lots created through subdivision.
 - 17% of additional dwellings have been delivered as multiple dwellings.
- **Estimated dwelling yields:** Under the current Local Planning Strategy, a projection based on historic growth rates estimates an additional 6,817 dwellings will be created by 2050. In this scenario, the 2050 dwelling projection will not be achieved.

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Introduction

This report forms part of a suite of documents and reports to inform *building sustainable neighbourhoods*.

Building sustainable neighbourhoods: liveability and diversity for future generations is a significant strategic planning project being delivered by the City of Joondalup, which will review the housing component of the local planning strategy.

The project forms part of a broader review of the City's local planning strategy.

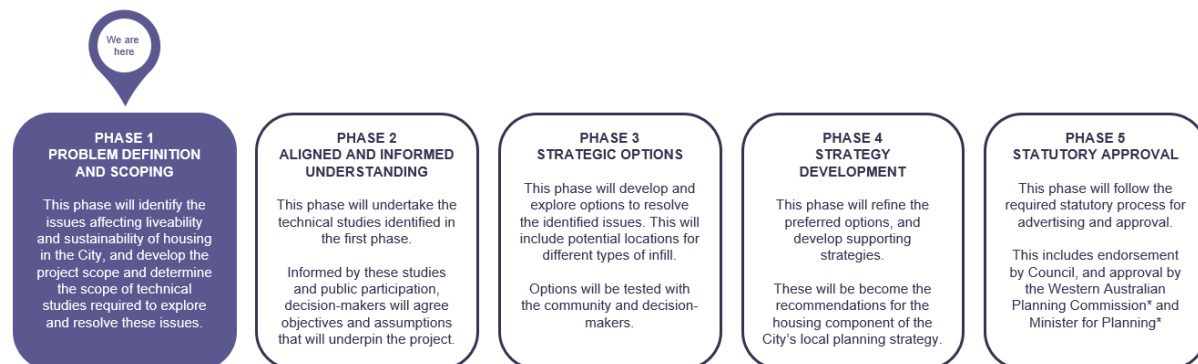
Project background

The *Planning and Development Act 2005* requires all local governments to maintain a local planning scheme, including regular five-yearly review of the scheme.

Commencing a review of the City's Local Planning Strategy was scheduled for the 2022/23 financial year. At its May 2021 meeting, Council agreed to bring forward the review of the housing component of the Local Planning Strategy to 2021/22 in response to ongoing, expressed community concern regarding the impacts of infill housing. The decision follows a number of preceding projects, community consultations, and decisions with respect to housing and infill in the City of Joondalup.

All processes associated with preparing, reviewing, and amending local planning schemes and strategies are specified in the *Planning and Development (Local Planning Schemes) Regulations 2015*. In accordance with the regulations, the City of Joondalup will review both its Local Planning Strategy and Local Planning Scheme No. 3, with the review of the housing element being progressed as a distinct sub-project: *building sustainable neighbourhoods*.

Building sustainable neighbourhoods will make recommendations for how the City's strategic planning framework can meet the City's future housing needs, including where different housing densities and types should be located within the City. The project will identify, explore and develop planning recommendations for liveable streets and housing in the City of Joondalup across five project phases.



*all planning documents must comply with state requirements to be approved

The project is currently in its first phase: problem definition and scoping. As part of this phase, the City is undertaking initial analysis and community consultation to understand the full range of housing issues being experienced across the City to inform preparation of a detailed scope for works, including the range of technical studies that will inform the project.

Report purpose

The City's current *Local Planning Strategy* is required to demonstrate alignment with the broader State Government planning framework and guiding documents. This includes demonstrating that the *Local Planning Strategy* will deliver the additional housing needed to meet infill and dwelling targets set out in the *North-West Sub-regional Planning Framework*.

The following Dwelling Target Review has been undertaken to understand how far the City has progressed towards achieving the infill and dwelling targets, and how and where additional housing has been delivered to date.

State Planning Framework and Target Setting

Infill dwelling targets have been established for all metropolitan local governments. In August 2010, the then draft *Directions 2031 and Beyond* established an infill target of 12,700 dwellings by 2031 for the City of Joondalup. In 2018, this infill target was revised to 20,670 dwellings by 2050 through the introduction of the *North-West Sub-regional Planning Framework*, as part of the *Perth and Peel @ 3.5 million* suite of documents. The framework also set out an 'additional dwellings' projection measuring the City's anticipated total number of dwellings by 2050. This projection anticipates the need for an additional 22,630 dwellings in the City of Joondalup by 2050. Excerpts from the North-West Sub-regional Planning Framework indicating infill targets and additional dwelling projections are shown below.

TABLE 4: Urban infill dwelling targets by local government

Local government	Dwelling target	Estimated population
Joondalup	20,670	45,470
Wanneroo	27,920	61,430
Total	48,590	106,900

TABLE 1.1: Existing and projected dwellings and population 2011–50

Local government	Existing dwellings (2011)	Existing population (2011)	Additional dwellings (2050)	Additional population (2050)	Total dwellings (2050)	Total population (2050)
Joondalup	58,560	162,210	22,630	41,350	81,190	203,560
Wanneroo	56,360	160,280	146,160	376,490	202,520	536,770
Total	114,920	322,490	168,790	417,840	283,710	740,330

The information in Table 1.1 identifies the existing and projected number of dwellings and population for the sub-region in 2011 and 2050, based on the draft framework scenario.

Dwelling Targets Analysis

Approach:

The *North-West Sub-Regional Planning Framework* provides the following definitions:

Infill or urban infill: *The redevelopment of existing urban areas at a higher density than currently exists.*

New urban areas (greenfield areas): *Undeveloped land that has been identified for future urban use as an Urban Expansion or Urban Investigation area.*

Based on guidance from the Department of Planning Lands and Heritage, and the date at which infill targets were first introduced, the benchmark year for this target analysis is determined as 2011.

There is minimal guidance provided to inform which areas are considered to be infill areas and which are considered new urban areas (greenfield). Given the limited undeveloped greenfield land remaining with the City of Joondalup, there is considered to be limited value in attempting to distinguish between greenfield and infill areas. As such, the following analysis focuses on assessing progress towards the total 'additional dwellings' projection for 2050 outlined in the *North-West Sub-regional Planning Framework*, rather than the 'urban infill' dwelling target.

Data Sources:

For the purpose of accurately assessing the progress towards the additional dwelling projection as set out in the *North-West Sub-regional Planning Framework*, a 'properties created' data set has been used.

The 'properties created' data is derived from the City's property and application database, Tech1. The data captures additional dwellings based on the rates classification being changed from 'vacant' to 'general' when a notice of completion is issued for a new build.

This dataset was considered the most appropriate and robust given it has minimal limitations and can therefore provide a high degree of certainty towards the accuracy of its outputs. Strengths and limitations of the dataset are noted below:

Strengths:

- Based on rated property data which gives certainty in dwelling completion
- Captures demolitions
- Data is available from the benchmark year (2011)
- Data is supplemented by a review of GIS aerial mapping for improved accuracy wherein new developments which have been constructed to roof completion have been counted.

Limitations:

- Based on rated properties so is dependent on submission of a notice of completion and the rates classification being updated in Tech1. While this delay has been accounted for in the data through the review of GIS ariel mapping, this process is subject to human error.

Additional dwelling numbers:

The following provides an overview of the statistics for additional dwellings constructed from January 2011 to June 2022. Data has been broken down into sub-categories which demonstrates how the additional dwellings have been delivered spatially and by typology.

It is noted that additional dwellings created in the Whitfords Activity Centre have been categorised as being additional to the activity centre and not additional to Housing Opportunity Area (HOA) 5 which overlaps the activity centre.

City of Joondalup

The following provides the total additional dwellings created in the City of Joondalup and the proportion developed inside and outside of HOAs.

Table 1 – City of Joondalup Total

Location	2011 – 2022 number	2011 – 2022 % of total
Outside HOA	1,944	67%
Inside HOA	994	33%
Total	2,938	100%

Housing Opportunity Areas

The following provides a breakdown of the additional dwellings created in each HOA.

Table 2 – HOA breakdown

Location	2011 – 2022 number	2011 – 2022 % of total
HOA 1	254	25.6%
HOA 2	49	4.9%
HOA 3	42	4.2%
HOA 4	76	7.6%
HOA 5	333	33.5%
HOA 6	86	8.7%
HOA 7	63	6.3%
HOA 8	38	3.8%
HOA 9	47	4.7%
HOA 10	6	0.6%
Total	994	100%

The above indicates a disparity of dwelling delivery between each HOA, with more than half of all new HOA dwellings created within HOA 1 and HOA 5. It is also noted that both HOA 1 and HOA 5 are spatially the two largest HOAs.

Activity Centres

The following provides the breakdown of the additional dwellings created within the higher order activity centres (secondary and above).

Table 3 – Activity Centres

Location	2011 – 2022 number	2011 – 2022 % of total
Joondalup Activity Centre	173	95%
Whitfords Activity Centre	9	5%
Warwick Activity Centre	0	0%
Total	182	100%

The above indicates a disparity between the delivery of additional dwellings between activity centres, with the Joondalup Activity Centre comprising 95% of total additional dwellings in activity centres between 2011 and 2022. It is also noted that the majority of the additional dwellings created in the Joondalup Activity Centre result from a single development (Arthouse).

Suburbs

The following provides the breakdown of all additional dwellings across each suburb, categorised into inside and outside of HOAs.

Table 4 – Suburb

Location	Outside HOA	Inside HOA	Total 2011 – 2022
Beldon	13	27	40
Burns Beach	427	n/a	427
Connolly	27	n/a	27
Craigie	210	153	363
Currambine	16	n/a	16
Duncraig	83	177	260
Edgewater	25	32	57
Greenwood	141	39	180
Heathridge	14	83	97
Hillarys	107	47	154
Iluka	268	n/a	268
Joondalup	178	6	184
Kallaroo	26	65	91
Kingsley	29	57	86
Kinross	66	n/a	66
Marmion	61	6	67
Mullaloo	60	n/a	60
Ocean Reef	62	n/a	62
Padbury	30	85	115
Sorrento	67	36	103
Warwick	4	142	146
Woodvale	30	39	69
Total	1,944	994	2,938

The above also includes dwellings created in activity centres.

Suburbs which are partially comprised of a HOA have notably contributed a greater portion of additional dwellings than suburbs which do not contain a HOA. Similarly, suburbs which have had some greenfield development capacity, such as Burns Beach and Iluka, have also contributed a greater portion of additional dwellings.

Structure Plan Areas

The following provides a breakdown of the additional dwellings created within structure plan areas.

Table 5 – Structure Plan areas

Location	2011 – 2022
MacNaughton Crescent Structure Plan (Kinross)	66
Hillarys Structure Plan	73
Marmion Structure Plan	7
(Former) Craigie Structure Plan	145
(Former) Camberwarra Structure Plan	59
Sheppard Way Structure Plan	2
Greenwood Structure Plan	77
Burns Beach Structure Plan	427
Iluka Structure Plan	268
Total	1,124

Structure plan areas have contributed approximately 38% of the total additional dwellings created in the City of Joondalup between 2011 and 2022. Structure plan areas are typically created over greenfield or brownfield sites (e.g. decommissioned school sites).

A number of the above structure plan areas have now been fully developed and the structure plans revoked.

Housing typologies

The below outlines the total additional dwellings created, broken down by property type. The property type are:

Green title: A property which has no common property areas that are shared and will typically accommodate a single, detached dwelling.

Survey strata: A property which has typically resulted from the subdivision of an existing green title lot. Survey strata lots operate essentially the same as a green title lot, however some survey strata properties can have commonly owned property (typically a driveway) which is utilised by each of the owners in the strata. Survey strata lots typically house single detached dwellings or grouped dwellings.

Multiple dwelling: Multiple dwellings occur where there is more than one dwelling on a lot and where any part of one dwelling is located vertically above any part of another dwelling. Multiple dwellings are commonly known as apartments.

Table 6 – Additional dwellings by typology

Location	Green title	Survey strata	Multiple dwelling	Total
Inside HOA	126	675	193	994
Outside HOA	1,360	281	303	2,042
Total	1,486	956	496	2,938

Approximately 50% of the total additional dwellings created were green title properties and 33% survey strata development accounted for the remaining 17% of additional dwellings comprised of multiple dwellings.

Considering all green title properties and a portion of survey strata properties created are associated with single detached dwellings, this indicates that an overall majority of the total additional dwellings created between 2011 – 2022 have been developed as single detached dwellings.

Table 7 outlines the total additional multiple dwellings created in higher order activity centres (secondary or above).

Table 7 – Multiple dwellings in activity centres

Location	2011 – 2022
Joondalup Activity Centre	170
Whitfords Activity Centre	7
Warwick Activity Centre	0
Total	177

Multiple dwelling developments comprised 98% of all the additional dwellings in the Joondalup Activity Centre and 77% of all the additional dwellings developed in the Whitfords Activity Centre. Generally, the uptake of multiple dwellings in activity centres has been low. The remainder of multiple dwelling developments outside of higher order activity centres have occurred in HOAs, and to a more limited extent in structure plan areas and local centres.

Delivery of 2050 Dwelling Targets:

Delivery of additional dwellings 2011 – 2022

The below table provides a summary the additional dwellings developed from 2011 to 2022.

Table 8 – Additional Dwellings by Planning Area

Planning Area	2011 – 2022 (number)	% Additional dwellings
Activity centres	182	6%
Housing opportunity areas	994	34%
Structure plan areas	1,124	38%
Residual low-density development	638	22%
Total	2,938	100%

Approximately 13% of the total 2050 dwelling projection has been delivered since 2011.

To meet the additional dwelling projection set out in the *North-West Sub-regional Planning Framework* by 2050, the remaining 87% of dwellings will need to be developed within the next 28 years.

Estimated dwelling yields

Table 9 provides a projection of potential dwelling yields to 2050 based on historic growth trends. The below projection assumes the following:

- Development rates between 2011 to 2022 will remain consistent to 2050 for each of the planning areas listed.
- Ocean Reef Marina has an anticipated development yield of 1300 additional dwellings and is assumed to be developed to capacity by 2050.
- Sorrento Activity Centre has recently received development approval for 75 additional dwellings and is assumed to be developed by 2050.
- Greenwood Structure Plan, Burns Beach Structure Plan and Iluka Structure Plan areas are assumed to have been developed to capacity by 2050 based on historical growth rates. As such the residual development capacity for these areas has been used.

Table 9: Estimated Additional Dwelling Yield by Planning Area

Planning Area	Historical growth rate (dwellings/year)	Additional dwellings 2050
Joondalup Activity Centre	15.7	440
Whitfords Activity Centre	1.3	36
Warwick Activity Centre	0.0	0
Ocean Reef Marina	0.0	1,300
Housing Opportunity Areas	165.7	4,639
Greenwood LDP	12.8	58
Burns Beach SP	38.8	333
Iluka SP	24.3	51
Total		6,857

The WAPC's *North-West Sub-Regional Planning Framework* establishes a projection of 22,630 additional dwellings by 2050. Given approximately 2,938 dwellings have already been created during the applicable period, a further 19,345 dwellings would need to be provided to achieve the target. A projection based on historic growth rates indicates that the 2050 dwelling projection will not be achieved, noting that market conditions may change in future which would affect this projection.