



Level 3 369 Newcastle Street Northbridge 6003 Western Australia

p: 08 9221 1991 f: 08 9221 1919 info@rowegroup.com.au rowegroup.com.au

Job Ref: 7809 16 October 2023

City of Joondalup 90 Boas Avenue JOONDALUP WA 6027

Attention: Chris Leigh - Director Development Services

Dear Sir

Application under Regulation 17 - (Minor) Amendments Requested to Approval Lot 9 (No. 937) Whitfords Avenue, Woodvale

We refer to the abovementioned application (DAP/15/00832) which was previously considered by the Metro North West Joint Development Assessment Panel ('JDAP'). The Metro Inner-North JDAP resolved to grant conditional approval at its meeting held on 27 July 2016.

Rowe Group acts on behalf of Citypride Holdings Pty Ltd ('Client'), the owners of Lot 9 (No. 937), Whitfords Avenue, Woodvale (the 'subject site'). As instructed by our Client, our office has prepared a request to amend the timeframe for substantial commencement of the development in accordance with Regulation 17(1) (a) of the *Planning and Development (Development Assessment Panels) Regulations 2011*.

With respect to this request, please find attached the following documents:

- Completed and signed MRS Form 1, DAP Form 2 and City of Joondalup Application for Development Approval; and
- A copy of the current Certificate of Title.

LOCATION AND SITE DESCRIPTION

The subject site is located in the Municipality of the City of Joondalup, approximately 23 kilometres north of the Perth Central Area and 10 kilometres south-south east of the Joondalup City Centre.

The subject site is situated in Woodvale and bound by Whitfords Avenue to the south, a BP Service Station which was recently subject to redevelopment to incorporate a McDonalds fast food outlet, a Red Rooster fast food outlet to the west and the Woodvale Boulevard Shopping Centre to the north.



The subject site comprises one land parcel, being:

• Lot 9 held on Plan 18093, Certificate of Title Volume 1906, Folio 705.

The subject site has a total land area of 2,200 square metres, with a frontage of 41.34 metres to Whitfords Avenue.

Refer Attachment 1 - Certificate of Title and Survey Plan.

A search of the relevant Certificate of Title reveals there are currently a number of caveats and a restrictive covenant over the subject site. These aspects received extensive consideration as part of the JDAP approval process and have not been subject to alteration since this time.

BACKGROUND

The initial application for development approval was lodged in June 2015 and proposed the construction of a three-storey commercial development with basement parking, consisting of Health Centre uses together with Office, Retail; Pharmacy and Café activities. The commercial development was proposed to be constructed in two stages, in the following format:

Stage 1

- a) Partial demolition of the existing Noodle Bar tenancy and reconfiguration of the remaining Medical Centre premises to accommodate the proposed Stage 1 building footprint;
- b) Construction of the Stage 1 development, at which point the Kingsley Woodvale Medical Centre as tenant of the existing Medical Centre would relocate into the new development;
- c) Upon relocation of the tenant, the remaining Medical Centre premises would be demolished to accommodate car parking and landscaping associated with Stage 1.

Stage 2

a) Construction of a basement extension and three levels for Office purposes, in a form integrated with the Stage 1 development.

CURRENT APPROVAL

The submitted application sought approval to both Stages 1 and 2. Following assessment by the City and pursuant to a Section 31 reconsideration associated with an Application for Review made to the State Administrative Tribunal, on 27 July 2016 the Metro North-West Joint Development Assessment Panel (**JDAP**) issued development approval (*JDAP ref. DAP/15/00832*) (**2016 approval**) to Stage 1 of the development.

On 4 September 2018, the City issued development approval (*City's ref. DA18/0735*) (**2018 approval**) for a 2-year time extension (i.e. until 4 September 2020) with no changes proposed to the plans or conditions. The



proponent subsequently engaged relevant consultants to prepare documentation associated with a Building Permit which was completed in 2019. However, the onset of the COVID-19 pandemic in early 2020 put these arrangements and the construction process on hold.

In response to the COVID-19 pandemic, the 'Clause 78H Notice of Exemption' applied an 'automatic' (additional) 2-year time extension; thereby extending the validity of approval until 4 September 2022. This was confirmed via correspondence with the City on 17 February 2022. An application to extend the approval timeframe was lodged with the City for its determination in July 2022.

Following the lodgement of the R.17 request, during the re-engagement with the consultant team it was identified that modifications to the approved development plans would be required to address the following:

- a) Satisfying approval conditions,
- b) Incorporating subsequent amendments to relevant provisions from the National Construction Code; and
- c) Addressing anomalies identified during a review of the draft Building Permit documentation.

In response to the above and following discussion with the City's Director Planning and Community Development and Manager Planning Services at a meeting held in February 2023, it was agreed that the proponent would prepare amended plans identifying minor modifications to the development plans and also provide further information with respect to car parking. This updated material was lodged with the City in August 2023 however following discussion on the ability for the City to issue an approval under delegated authority, the applicant elected to proceed with an updated application for determination by the Metro Outer IDAP.

PLANNING & DEVELOPMENT (DEVELOPMENT ASSESSMENT PANELS) REGULATIONS 2011

The ability to amend an approval granted by a JDAP is outlined in Regulation 17 of the Regulations. This Regulation allows a proponent to make an application to extend the approval timeframe in which the development must be substantially commenced, to amend approval conditions; to amend an aspect of the development approval, make minor amendments to the development proposed, or to cancel the approval.

Regulation 17 states the following (underlining for emphasis):

An owner of land in respect of which development approval has been granted by the JDAP may make an application to the local government requesting the local government to do any or all of the following:

- a) to amend the approval so as to extend the period within which any development approved must be substantially commenced;
- b) to amend or delete any condition to which the approval is subject;
- c) to amend an aspect of the development approved which, if amended, would not substantially change the development approved;
- d) to cancel the approval.



Under the provisions of Regulation 19 (4) of the Regulations, the JDAP may determine an Application made under Regulation 17 (1) by either approving the Application, with or without conditions, or refusing the Application.

Following an amendment to the Regulations gazetted on 16 December 2016, Regulations 17A was inserted into the Regulations which allows the Responsible Authority to amend or cancel the development approval.

Notwithstanding the powers granted to the Responsible Authority under Regulation 17A, the request to amend aspects of the development is submitted for determination by the Metro Outer Development Assessment Panel and not the City of Joondalup as the Responsible Authority.

Regulation 17(1)(c) - amendments to approved plans

Within this R.17 request, it is requested that a set of plans which were previously approved by the JDAP be substituted with the corresponding plans. The amended development plans are included at Attachment 2.

The amendments sought within this application are as follows:

- 1) Increased setbacks to the northern and north-eastern (rear) boundaries to achieve the minimum 3m separation under the National Construction Code;
- 2) Relocation of the proposed bin store, bicycle/end of trip facilities and mechanical services, to better facilitate the storage of bins and access by waste collection vehicles;
- 3) Minor internal modifications to accommodate compliant travel distances, gradients and doorway/corridor widths to achieve compliance with the requirements of AS 1428.1.
- 4) Review of the ground floor level to ensure minimum height clearance for vehicles accessing the ramp, whilst maintaining a functional ground floor space.
- 5) Enlargement of the basement floor area within Stage 1; adjustment to the portion of the existing Medical Centre building to be retained following partial demolition; and a reduced width for vehicle access aisles.
- 6) Minor alterations to elevations;
- 7) Minor adjustment to floorspace allocations for approved uses.

In addition to the above, further information is provided with respect to car parking.

Refer Attachment 2 - Amended Development Plans.

Revision #1 - Increased setbacks to the northern and north-eastern (rear) boundaries

Within the development plans approved by the JDAP, the proposal incorporated setbacks of between nil and 1.2m. Whilst this was capable of approval under the former LPS2 and current LPS3, the glazing to these facades required fire protection or a performance solution to achieve compliance with the provisions relating to fire compartments, separation, and fire hazards under the National Construction Code.



In order to simplify the Building Permit process, the proposal now incorporates a minimum 3m setback to the northern and north-eastern (rear) boundaries which satisfies the requirements noted above. To achieve this, the overall development has been repositioned 3m to the south, with landscaping, access and manoeuvring requirements being maintained.

Revision #2 - Relocation of the proposed bin store, bicycle/end of trip facilities and mechanical services, to better facilitate the storage of bins and access by waste collection vehicles.

The plans approved by JDAP identified a bin storage area in the north-western corner of the basement adjacent to the vehicle entry/exit ramp, with Condition 9 of the approval requiring the preparation of a Waste Management Plan for approval by the City of Joondalup. Following the engagement of a consultant to prepare the Refuse Management Plan, the following concerns were identified:

- The bin store identified within the approved plan was not of sufficient size to accommodate the required number of bins.
- The basement head clearance of 2.2m would not accommodate a waste collection vehicle; and
- The gradient of the basement ramp would be too steep to enable staff to roll bins out for collection.

To address the above, the bin store has been relocated to the north-eastern corner of the basement and incorporates a service lift, which will enable bins to be raised to ground level for servicing by a waste collection vehicle within the carpark. A Waste Management Plan has been prepared in accordance with the above and is included at Attachment 3.

As part of the redistribution of services within the basement, the following changes are also proposed:

- The bicycle storage and end of trip facilities have been relocated to the former location of the bin store, which will maintain a high level of access adjacent to the entry/exit ramp;
- The floor area has been enlarged to incorporate an additional north-south aisle for vehicle movement, which will better accommodate parking arrangements within Stage 2 (subject to a separate application);
- The water storage tank and pumps associated with fire suppression have been removed, as they will not be required in association with the Stage 1 development.

Refer Attachment 3 - Waste Management Plan.

Revision #3 – Minor internal modifications to accommodate compliant travel distances, gradients, and doorway/corridor widths to achieve compliance with the requirements of AS 1428.1.

The internal alterations consist of the following:

a) Reconfiguration/repositioning of tenancies within the floor plates for each level, to suit the needs of prospective tenants; and



b) Minor adjustments to accommodate compliant travel distances, gradients and doorway/corridor widths to achieve compliance with the requirements of AS 1428.1.

With respect to item a) above, we note that aspects relating to car parking will be addressed elsewhere in this correspondence.

Clause 61 of Schedule 2 of the Deemed Provisions states that development approval is not required where the works are specified in Column 1 and the conditions in Column 2 are satisfied. Within the Table, item 5 is relevant and states that internal building work that does not materially affect the external appearance of the building is exempt from the requirement for development approval, provided that:

- neither the building nor any part of it is located in a heritage protected place; or
- the building is in a heritage protected place but the interior is specified as not being of heritage significance.

With respect to the internal alterations, these are considered to be minor in nature and conform to item 5 of Clause 61 of the Deemed Provisions. These changes are exempt from the requirement for development approval however they are shown within the submitted plans in order to provide a complete and accurate depiction of the development to be constructed.

Revision #4 - Review of the ground floor level to ensure minimum height clearance for vehicles accessing the ramp, whilst maintaining a functional ground floor space

The 2016 JDAP approval identified that a portion of the ground floor above the entry/exit ramp was to be raised by 300mm, in order to achieve the minimum overhead clearance for vehicles as prescribed within the NCC. As the ceiling level in this location was not raised a corresponding amount, this significantly limited the functionality of the tenancy in this location and did not achieve the minimum height clearance for leasable floorspace under the NCC. In order to address this, the ground floor level is proposed to be raised from 40.00 to 40.300, with a resulting increase to the overall building height from 14.2m (as approved) to 14.5m.

The proposed overall height requires discretion with respect to the City's adopted *Local Planning Policy - Commercial, Mixed Use and Service Commercial Zone* (**LPP** or **Policy**). The policy specifies a deemed-to-comply standard with respect to building height of 13m. We request that discretion be granted for the following reasons:

- The proposed height represents an increase of only 300mm greater than the approved height and,
 which will be indiscernible once the development is completed; and
- The proponent has explored options to reduce building height such as reducing the floor level of the basement, however this would create other issues such as the need to extend the vehicle access ramp which would encroach outside the property boundary.



Revision #5 - Adjustment to the basement floor area within the approval as follows:

- a) Expansion of the basement floor area within Stage 1 to better facilitate construction of the Stage 2 development;
- Adjustment to the portion of the existing Medical Centre development to be partially demolished to facilitate continued operation by this tenant during the Stage 1 construction process; and
- c) Obtain approval to the reduced vehicle aisle width from 5.8m to 5.650m;

With respect to item a) above, advice obtained from the Architect and Structural Engineer during the Building Permit documentation phase indicated that to achieve efficiencies in the ultimate basement construction, the Stage 1 basement area should be extended further east to a more central location within the lot. This would not increase the leasable area of stage 1, with this additional space to remain as a void until it is required within the Stage 2 development.

As a result of modification to the basement area, the extent of partial demolition of the existing Medical Centre development is increased, which is illustrated within the submitted plans. It must be noted that the portion to be retained is only to be for the duration of the Stage 1 construction process, at which point it is to be demolished completely.

In relation to item c), preliminary advice from the Structural Engineer at the time of the JDAP approval indicated that the method of retaining to the eastern and western boundaries would accommodate the intended car parking and associated manoeuvring within this space. In this regard, the proposed parking bays and associated vehicle aisle widths would satisfy relevant standards under the NCC.

As part of the preparation of documentation associated with a Building Permit for the project, the proposed retaining was examined in greater detail and it was determined that more substantial structures would be required. With the positioning of the required retaining to the eastern and western boundaries, this will reduce the internal width of the basement by 450mm and as a result, the proposed aisle widths for the three vehicle manoeuvring aisles is to be reduced by 150mm.

Advice from the Traffic Engineer involved with the project indicates that suitable manoeuvring can be achieved within the basement at the proposed reduced with and we therefore seek the City's discretion in this regard.

Revision #6 - Minor alterations to elevations

As a result of adjustments to the configuration of the basement and the repositioning of the building, there are several minor modifications to the building elevations. As these relate to the external appearance of the building they require an amended approval to be obtained. However, the modifications are minor in nature and will not alter items such as glazing, patron entry points or other aspects which would impact upon the appearance of the development from the streetscape.



The relocation of the bin store and associated service lift has introduced a service door to the north-eastern elevation to enable the servicing of bins. This entry faces the internal carpark for the shopping centre and would not be visible from Whitfords Avenue, nor would it directly face the shopping centre itself.

CAR PARKING

2016 Approval

In relation to the initial approval granted by the JDAP in July 2016, the Responsible Authority Report prepared by the City for consideration by the JDAP at its meeting of 27th July 2016 supported a reduced parking provision in accordance with the following table:

LAND USE (NLA)	DPS2 CAR PARKING STANDARD	CAR BAYS REQUIRED
Health Centre (Medical Centre) (1138.5m²)	1 per 30m² NLA	37.95
Office (824.4m²)	1 per 50m² NLA	16.4
Shop (157m²)	5 per 100m² NLA	7.85
Restaurant (77m²)	1 bay per 5m ² NLA	15.4
Bays required		77.6 (78)
Bays Provided		50
Shortfall		28 (35.9%)

It is worthy of note that at the time, the City had the ability to determine the medical uses in accordance with either of the following:

- With respect to land use: grant approval to this component under the use class of 'Medical Centre' or 'Health Centre';
- In relation to car parking: apply the car parking standard of 1 bay per 30m² NLA or 5 bays per consultant for each respective use.

Ultimately, it recommended that the Medical Centre use class be applied (as reflected in Condition 14 of the approval) together with the car parking standard of 1 bay per 30m² NLA. This car parking standard represented the base line, with further discretion exercised in recognition of the likelihood of multi-purpose trips within the facility and also with surrounding shops. Indeed, the northern entrance point of the proposed Medical Centre was subject to design improvements to strengthen pedestrian access and improve integration with the adjoining shopping centre site.



Parking standards within Local Planning Policy

In comparison to the 2016 approved plans, the floor areas for the overall development and specific land uses has changed as follows:

- a) The approved 'Office' floorspace of 824m² is reduced by 320m² to 504m²
- b) The approved 'Medical Centre' floorspace of 1138m² is increased by 320m² to 1458m²
- c) The approved 'Shop' (Pharmacy) floorspace of 157m² is increased by 60m² to 217m²

In conjunction with the above, the net leasable floor area for the development is increased from $2,196m^2$ to $2,261m^2$ which has occurred as a result of the following revisions:

- Change to the stair / lift core to increase internal leasable area to all levels;
- Corridor/circulation space change to increase leasable area to all levels;
- Deletion of toilet facilities to the pharmacy on the ground floor; and
- Adjustment of toilet layout to northeastern corner of the building to all levels.

In addition to the above, since the granting of the approval by the JDAP the planning framework applicable to the site has changed through the gazettal of Local Planning Scheme No.3 in 2018 and the adoption of the City's "Commercial, Mixed Use and Service Commercial Zone Local Planning Policy" ('LPP'). Within the updated framework, the parking standards are now included within the LPP at Section 5.6.1 - Car Parking Standards.

With respect to the above:

- a. The use of 'Health Centre' is longer included within LPS No.3;
- b. The car parking standard applicable to the Medical Centre use is maintained at 5 bays per consultant; and
- c. Notwithstanding the specific parking provisions for individual land uses, the LPP states as follows: 'The shopping centre parking standard applies to all non-residential land uses located within a shopping centre, regardless of the specific land use.'

With respect to item c) above, the Shopping Centre parking standard applicable in this instance would be 1 per 20m² NLA, given that the overall Shopping Centre floor area is less than 30,000m² NLA.

Accordingly, an updated parking assessment based upon Section 5.6.1 from the City's LPP is detailed below:

LAND USE (NLA)	LPP CAR PARKING STANDARD	CAR BAYS REQUIRED
Medical Centre (1458m²)	1 bay per 20m² NLA	74.7 (75)
Office (504m²)	1 bay per 20m² NLA	25.25 (26)
Shop (217m ²)	1 bay per 20m² NLA	10.9 (11)
Restaurant (82m²)	1 bay per 20m² NLA	4.1 (5)



LAND USE (NLA)	LPP CAR PARKING STANDARD	CAR BAYS REQUIRED
Overall (2261m2)	1 bay per 20m² NLA	113.05 (113)
Bays Provided		43
Shortfall		74

Notwithstanding the above, it is important to note that all lots within the Shopping Centre are subject to deeds of agreement dated 1991 and 1992 for reciprocal rights of access and car parking, with the City being a party to these deeds. Further information on this aspect is detailed in the next section.

Reciprocal Car Parking & Access Agreement

The subject Lot 9 is within the overall area identified as the Woodvale Shopping Centre which is subject to a reciprocal car parking and access agreement. This was referenced in the City's report to the 27 July 2016 JDAP meeting as follows:

"Approval for the Woodvale Commercial Centre was granted in April 1991. A nonretail commercial development to the south-west of the site was approved in July 1991 and was subject to conditions which included the requirement for reciprocal rights of access and car parking to be provided between individual landholdings within the commercial centre. A deed made between the owners of the shopping centre and the City of Wanneroo came into effect in July 1991, granting reciprocal access and parking rights across the commercial centre (Attachment 4 refers).

Since this date, the centre has been subdivided several times to create additional lots, including the creation of the subject lot in 1992. Upon sale of the subject lot, the owner of the shopping centre and the new owner entered into a deed in which the City of Joondalup is a party and requires the subject lot to be bound by the conditions and covenants contained in the July 1991 deed (Attachment 4 refers)."

A copy of the July 1991 deed relating to reciprocal access and parking within the Woodvale Shopping Centre is included at Attachment 4.

In relation to the deeds, the proponent has sought legal advice which indicates that the deeds establish a unity of obligation, which enshrines the notion of reciprocal parking for all future developments on the site bounding the area of the original development. Therefore, the 'site' for the purpose of calculating parking sufficiency requires an assessment of the whole site rather than Lot 9 in isolation.

In accordance with the above, an updated parking assessment based upon the parking standard from the LPP section 5.6.1, Car Parking Standards for the proposed development in relation to the overall Shopping Centre is detailed below:



FLOOR AREA	LPP CAR PARKING STANDARD	CAR BAYS REQUIRED
Gross Leasable Area = 14,961m ² This represents the overall floor area for all tenancies within the Shopping Centre including the proposed development, based upon aerial photography and limited online information (refer Attachment 5)	1 bay per 20m² NLA	561 bays
Net Lettable Area (NLA) = 11,220.75m ² NLA The calculation of 'Net Floor Area' assumes a reduction of 25% to Gross Floor Area, representing the exclusion of floorspace associated with malls, pathways and back of house functions		
Bays Provided		660
Surplus		99

As noted above, the overall parking demand for the existing Shopping Centre and proposed development represents a total of 561 bays, with the associated parking provision representing a surplus of 99 bays.

Refer Attachment 4 -Copies of the 1991 and 1992 Deeds relating to reciprocal access within the Woodvale Shopping Centre.

Refer Attachment 5 - Aerial Photo identifying existing and proposed floorspace areas within the Woodvale Shopping Centre.

Parking Demand Analysis

Within the Responsible Authority Report to the JDAP, it noted and accepted the following justifications regarding multi use trips:

- Medical centre patrons attending the pharmacy;
- The medical centre being comprised of general practitioners, specialists and paramedical professionals. This colocation allowing for patients to visit a general practitioner and obtain a referral for specialist medical diagnosis and / or treatment at the centre;
- 'Restaurant' (café) patrons attending following a medical appointment;
- The peak car parking demand for the medical centre was assessed at a reduced number in light of the above, with the assessment allowing the 'shop' and 'restaurant' uses to function with 43% of the parking ordinarily required, given the amount of multi-purpose trips that would occur;
- Cross-trade with the surrounding shops was also considered to reduce the parking demand as 32%
 of patrons of the medical centre undertook multi-purpose trips where they attended the surrounding
 shops as well.



As a result of the above, the JDAP granted approval to the development based upon a provision of 50 bays in lieu of 78 bays, representing a 36% reduction.

Donald Veal Consulting as the Traffic Engineer which undertook the 2016 parking assessment in support of the application has reviewed the amended plans in the context of the following:

- a. The reduced parking aisle width within the basement from 5.800m to 5.650m;
- b. Car parking provision and demand;
- c. Right of shared use to Parking Facilities within the Shopping Centre; and
- d. Overall Shopping Centre parking provision.

The review is summarised in the Technical Note which is included at Attachment 6. The summary from the Technical Note is reproduced below:

- The amendments to the previously approved development plans, and the constraints on the site, have resulted in a need to provide basement parking aisles 150mm less than the prescribed width. This is regarded as a minor variation, and should not significantly affect accessibility or manoeuvring within the basement parking area.
- The changes to both the development plans, and to the planning policies and scheme applied by the City of Joondalup, have resulted in a recalculation of the parking provision within the development and the provision requirements of the City. The new calculations show a technical shortfall of 70 bays, but demand is expected to be reduced significantly by shared trips and reciprocal parking both within the development site and the overall shopping centre.
- It is understood that all landowners within the overall shopping centre development, as well as the City of Joondalup, are parties to a legal agreement, by which all patrons of the shopping centre may use any parking bays within the centre. This over-arching reciprocal agreement results in a shopping centre-wide oversupply of 99 parking bays, including the amended development on Lot 9. Thus, no parking supply issues are envisaged as a result of the development.

Refer Attachment 6 - Technical Note from Donald Veal Consulting.



CONCLUSION

As outlined in this submission, we consider it is appropriate to approve the request for an extension of time and endorsement to the amended plans in relation to the JDAP approval for a medical centre at Lot 9 (No. 937) Whitfords Avenue, Woodvale in the following areas:

- 1) Increased setbacks to the northern and north-eastern (rear) boundaries to achieve a compliant fire rating under the National Construction Code (NCC);
- 2) Relocation of the proposed bin store, bicycle/end of trip facilities and mechanical services within the basement, to better facilitate the storage of bins and access by waste collection vehicles;
- 3) Minor internal modifications to accommodate compliant travel distances, gradients and doorway/corridor widths to achieve compliance with the requirements of AS 1428.1;
- 4) Review of the ground floor level to ensure minimum height clearance for vehicles accessing the ramp, whilst maintaining a functional ground floor space;
- 5) Adjustment to the basement floor area to better facilitate construction of the Stage 2 development, adjustment to the portion of the existing Medical Centre development to be partially demolished; and reduction to vehicle aisle width from 5.8m to 5.650m;
- 6) Minor alterations to elevations arising from the above.

In addition to the above, further information in relation to the parking arrangements associated with the overall Shopping Centre development demonstrates that the development is capable of approval under the current planning framework. The parking shortfall which arose following the gazettal of DPS3 and the associated LPP is more than capable of being accommodated within the overall development.

Should you require any further information or clarification in relation to this matter, please Greg Rowe or the writer on 9221 1991.

Yours faithfully,

Jeremy Hofland

Rowe Group