

HOUSING OPPORTUNITY AREA

Planning Framework Consultation

New Planning Framework for Infill Development in the City of Joondalup

PART A – GENERAL INFORMATION

The State Government has a strategy for the future development of Perth that aims to accommodate 47% of all new dwellings as infill development within existing suburbs and has set residential infill targets for each local government. For local governments like the City of Joondalup, which do not have many or any greenfield sites left, this growth needs to be accommodated as infill development.

The City of Joondalup is required to have a Local Housing Strategy to show how the future housing needs of its community will be met and how it plans to achieve the residential infill target set for it by the State Government.

The City of Joondalup started developing its Local Housing Strategy in 2010 by identifying suitable areas for medium density. These areas are known as Housing Opportunity Areas (or HOAs) and were strategically selected, based on a set of criteria, including proximity to train stations, high frequency bus routes and activity centres.

The opportunity for increased densities in these HOAs was given statutory effect through Amendment No. 73 to the City of Joondalup's *District Planning Scheme No. 2 (DPS2)*, which was approved by the (then) Minister for Planning in January 2016.

Since then, residents in HOAs have been able to redevelop their properties in line with the higher densities allocated to these areas. However, a number of residents are concerned about the development outcomes occurring in these areas and called on the City of Joondalup to review how infill development is managed.

At the Council meeting in November 2017, the Council responded to these concerns by agreeing to a series of actions:

- A review of the City of Joondalup's consultation procedures and adoption of a new consultation process for development applications for multiple dwellings (apartments) in the HOAs.

- Preparation of a new Planning Consultation Policy to provide greater certainty and transparency regarding consultation undertaken for planning proposals.
- Amendment to the Terms of Reference of the Joondalup Design Reference Panel to subject a greater number of multiple dwelling (apartment) proposals to independent design review as part of the City of Joondalup's assessment of the proposals.
- Preparation of a new Planning Framework (amendment to the City of Joondalup's planning scheme and design-led local planning policy) for the City of Joondalup's HOAs that requires a higher quality of design and better manages the impact of development on existing residents and streetscapes.

The City of Joondalup recognises there is a high level of community interest in the HOAs and the review of these areas will assist in determining how to establish better planning conditions and controls to support high quality development in the identified areas.

Through the review of the HOAs and establishment of a new Planning Framework for infill development, the City of Joondalup wishes to guide the development of medium density development through high quality urban, architectural and environmental design and the provision of a diverse range of housing forms.

An expert external consultant project team has been assembled to conduct the current review of the HOAs. This project team will provide an independent report, with recommendations to the City of Joondalup on the formation of the Planning Framework.

The project team includes:

- Taylor Burrell Barnett – Town Planning
- Gresley Abas – Neighbourhood Design and Architecture
- NGIS – Geographical Information Systems
- Creating Communities – Stakeholder Engagement and Communications
- York Property Group – Economic Feasibility
- Anthony Duckworth-Smith – Collaborative Place Design



An extensive community engagement process will be undertaken to inform the development of the new Planning Framework. This will include:

- Information on the HOA Planning Framework website, including Frequently Asked Questions
- Online survey (hard copies available upon request)
- Five Listening Post sessions at different times and locations throughout the City of Joondalup
- An industry forum
- Design workshops for the different Housing Opportunity Areas
- Consultation on the Planning Framework, once developed by the consultants

The City of Joondalup encourages you to take the time to read this document and subsequently register to be involved in the community engagement process at joondalup.wa.gov.au/HOA or contact **9400 4019** or HOAPlanningFramework@joondalup.wa.gov.au

PART B – FREQUENTLY ASKED QUESTIONS AND ANSWERS

This section provides answers to questions that you may have regarding the HOAs and what is proposed in the review process.

Previous planning and development of the HOAs

1. What is an HOA?

Ten Housing Opportunity Areas (HOAs) have been nominated as being particularly suitable for increased residential density. The areas are generally close to railway stations, major commercial centres and frequent bus routes. Given the proximity to these amenities and facilities, the areas were identified as being most suitable for potential development opportunities.

2. Why were HOAs designated by the City of Joondalup?

The State Government has a strategy for the future development of Perth that aims to accommodate 47% of all new dwellings as infill development within existing suburbs and has set residential infill targets for each local government. For local governments like the City of Joondalup, which do not have many or any greenfield sites left, this growth needs to be accommodated as infill development.

The City of Joondalup is required to have a Local Housing Strategy to show how the future housing needs of its community will be met and how it plans to achieve the residential infill target set for it by the State Government.

The City of Joondalup started developing its Local Housing Strategy in 2010 by identifying suitable areas for medium density. It was established early in the development of the strategy that it was not appropriate to take an ad hoc approach that would allow densification to occur everywhere throughout the City of Joondalup. Rather, a strategic approach was favoured that enabled residential density to increase in identified, appropriate areas.

Importantly, the City of Joondalup cannot meet its infill development targets through development in the Joondalup City Centre and other activity centres only. Other areas for increased density are also required to provide diversity of housing, increased housing choice and the ability for residents to age in place.

The following broad selection criteria were developed through the strategy to assist with selecting areas in the City of Joondalup for higher density investigation:

- 800m/10 minute walkable catchment around Currambine, Joondalup, Edgewater, Whitfords, Greenwood and Warwick railway stations
- 800m/10 minute walkable catchment around secondary centres of Whitfords and Warwick
- 400m/5-7 minute walkable catchment around district centres of Woodvale, Greenwood and Currambine
- 400m/5-7 minute walkable catchment around neighbourhood centres close to high frequency public transport services
- 400m/5-7 minute walkable catchment around high frequency bus routes
- suburbs which would benefit from revitalisation
- land abutting Right of Ways (laneways).

These selection criteria are consistent with and support the State planning policies and strategies.

Ten areas were identified where, based on the above-mentioned criteria, increased residential densities were considered appropriate. These areas are referred to as Housing Opportunity Areas (HOAs).

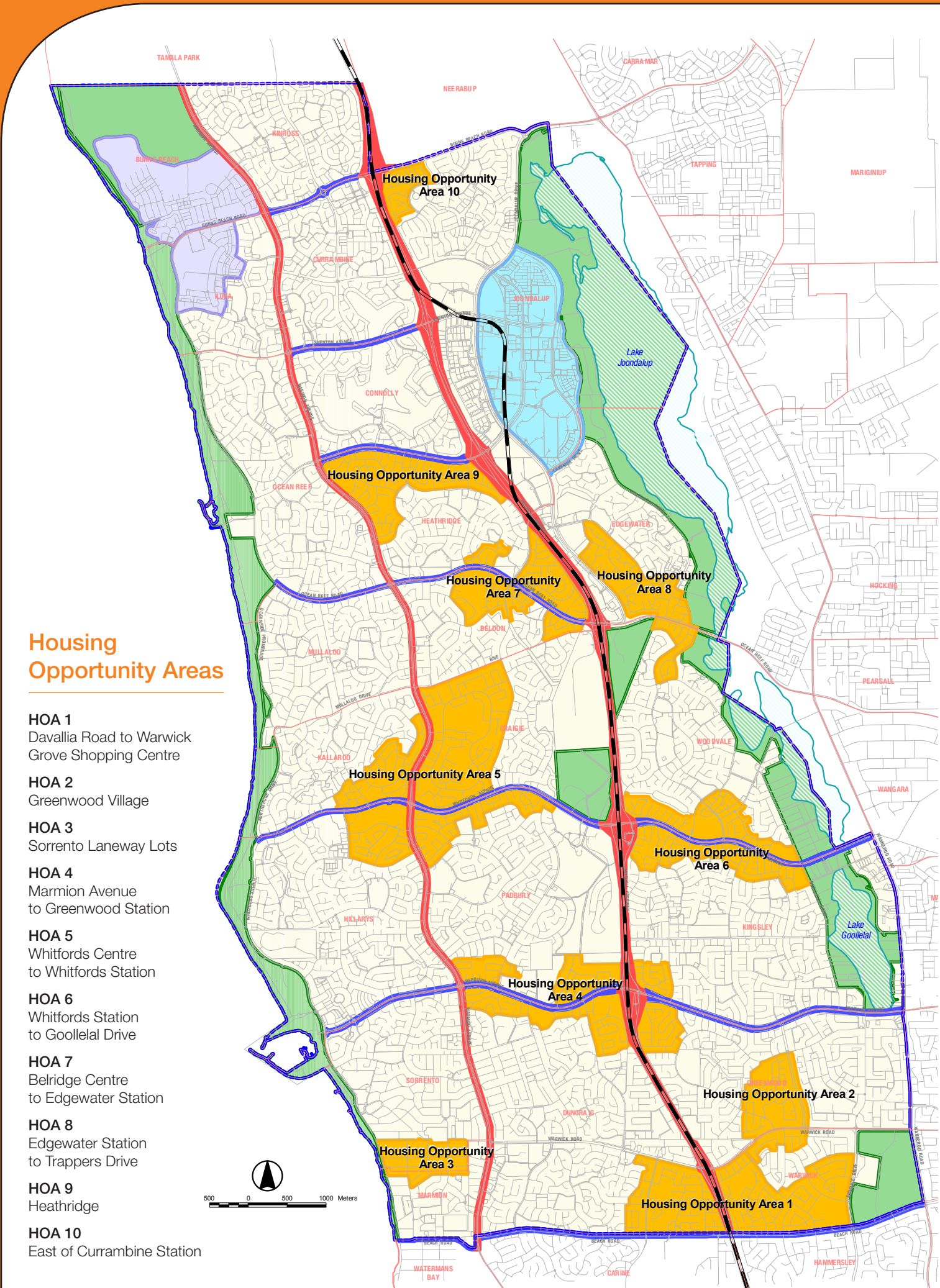
The HOAs provide a variety of residential densities, enabling the development of a range of dwelling types to provide housing choice for a diversity of households.

3. Where are the HOAs located?

The locations of the 10 HOAs are shown in the map below.

- Housing Opportunity Area 1 – Davallia Road to Warwick Centre
- Housing Opportunity Area 2 – Greenwood Village
- Housing Opportunity Area 3 – Sorrento Laneway Lots
- Housing Opportunity Area 4 – Marmion Avenue to Greenwood Station
- Housing Opportunity Area 5 – Whitfords Centre to Whitfords Station
- Housing Opportunity Area 6 – Whitfords Station to Goollelal Drive
- Housing Opportunity Area 7 – Belridge Centre to Edgewater Station
- Housing Opportunity Area 8 – Edgewater Station to Trappers Drive
- Housing Opportunity Area 9 – Heathridge
- Housing Opportunity Area 10 – East of Currambine Station

For more detailed maps of each HOA please visit the HOA Planning Framework website joondalup.wa.gov.au/HOA



Housing Opportunity Areas

- HOA 1**
Davallia Road to Warwick Grove Shopping Centre
- HOA 2**
Greenwood Village
- HOA 3**
Sorrento Laneway Lots
- HOA 4**
Marmion Avenue to Greenwood Station
- HOA 5**
Whitfords Centre to Whitfords Station
- HOA 6**
Whitfords Station to Goollelal Drive
- HOA 7**
Belridge Centre to Edgewater Station
- HOA 8**
Edgewater Station to Trappers Drive
- HOA 9**
Heathridge
- HOA 10**
East of Currambine Station



4. The HOAs allow for increased residential density – what does this mean?

The *Residential Design Codes* (R-Codes) is a State Government planning policy, which provides the basis for controlling all residential development throughout Western Australia.

Under a local government planning scheme, properties are allocated a density code. The density code, or R-Code, for a property effectively limits or controls the number of dwellings that can be developed on that property.

For example, if a property has an R-Code of R20, this means that an average of 450 square metres of land is needed for each single house or grouped dwelling (townhouse/unit). If a property has an R-Code of R30, this means that an average of 300 square metres of land is required for each single and grouped dwelling. If a property has an R-Code of R40, this means that an average of 220 square metres of land is required for each single and grouped dwelling. The higher the density code, the less land is needed per dwelling.

Apartments (or multiple dwellings) are dealt with differently on land with a density code of R40 and above. As a result of changes made to the R-Codes by the State Government (commonly known as the Multi-Unit Housing Code), there is currently no requirement in the R-Codes for a minimum area of land per apartment on a lot with an R40 coding or higher and it is difficult to estimate how many apartments can be built on a lot, as this depends on other elements such as the size of each apartment, building setbacks, the provision of car parking bays and communal open space and areas of landscaping.

In the HOAs, a dual density code has been applied, for example R20/R40. Development at the lower density code needs to meet the standard criteria set out in the State Government's R-Codes. If there is a desire to develop at the higher density code, the proposed development must meet additional criteria. These additional criteria are set out in the City of Joondalup's *Residential Development Local Planning Policy* and the City of Joondalup's Planning Scheme.

Property owners are not obliged or required to develop their land and can choose to do nothing with the property in the HOA. However, property owners may choose to subdivide their block, if it is in keeping with what is permitted by the R-Codes and approved by the Western Australian Planning Commission. For details and visual examples of the R-Codes, please visit the HOA Planning Framework webpage joondalup.wa.gov.au/HOA

5. Which State planning strategies and policies influenced development of the Local Housing Strategy and identification of the HOAs?

The City of Joondalup is required to operate in accordance with the State Planning Framework and State Government Policy. The City of Joondalup must respond to the State's prioritisation of the strategic location of urban density to address urban sprawl.

State strategies and policies that are particularly relevant to why the Local Housing Strategy and HOAs were developed are listed below, with a brief note outlining their relevance.

- **State Planning Strategy 2050:** This strategy predicts a doubling of WA's population by 2050 and describes the role of local governments in accommodating this increased population.
- **Directions 2031:** This is a strategy that guides the future development and growth of the Peel and Perth area. Directions 2031 was developed by the Western Australian Planning Commission in anticipation of a significant increase in the population of the Perth Metropolitan Area. It sets the principles for a future Perth designed to sustainably accommodate population growth and economic development. In order to accommodate this level of growth in Perth, the strategy sets housing and employment targets in each local government area that must be addressed. To put it simply, the entire Perth Metropolitan Area and its infrastructure must be doubled in the next four decades.
- **Perth and Peel@3.5Million:** This strategy includes State-wide targets to supply 53% of future required homes in new suburbs and the remaining 47% of dwellings to be supplied through projects that plan for increased residential densities in existing suburbs through the preparation of Local Housing Strategies. The State Government has set a target for the Perth and Peel regions to accommodate an additional 380,000 new homes within established areas by 2050, of which 214,000 dwellings will need to be built within the central sub-region of Perth. As one of the world's most sprawling cities, the 47% infill target aims to:
 - Reduce urban spread, which is encroaching on existing bushland, vegetation and other important Swan coastal landforms.
 - Preserve food-producing land close to Perth now and into the future.
 - Preserve biodiversity and limit flora and fauna loss.
 - Provide greater diversity of housing types for changing demographics.

Under this strategy, which directly reflects the State Planning Strategy's growth predictions, the City of Joondalup should accommodate an additional 20,670 dwellings by 2050.

- **State Planning Policy 3 – Urban Growth and Settlement:** This policy defines the key principles for managing urban growth; including preventing sprawl; encouraging development in areas serviced by employment, public transport and amenity; regenerating underutilised urban land, rather than developing new land; reducing car-dependence; protecting biodiversity and water resources; reducing the use of non-renewable resources; and reducing generation of waste.



- Development Control Policy 1.6: Planning to Support Transit Use and Transit Oriented Development: This policy seeks to maximise the benefits to the community of an effective and well used public transit system by promoting planning and development outcomes that will support and sustain public transport use.
- Liveable Neighbourhoods 2009: This policy identifies how structure planning and subdivision should consider community design, movement networks, activity centres, lot design, public open space and education in order to create liveable neighbourhoods.
- State Planning Policy 3.1 – Residential Design Codes: The R-Codes enforce the design of most residential development in Western Australia. The planning and design requirements within each HOA must conform with the R-Codes, with some limited opportunity for variation.

6. How is development in the HOAs influenced by the City of Joondalup's Planning Schemes and Policies?

The density coding that currently applies to the HOAs under the City of Joondalup's existing planning scheme has also been incorporated into the City of Joondalup's draft new *Local Planning Scheme No. 3* (LPS 3). Draft LPS3 was adopted by Council at its meeting on 27 June 2017 (CJ089-06/17 refers) and is currently pending final consideration by the Western Australian Planning Commission and approval from the Minister for Transport; Planning; Lands.

The City of Joondalup also adopted its *Residential Development Local Planning Policy* in December 2015, which includes specific requirements for development at the higher density in HOAs.

The City of Joondalup does not have complete freedom when it comes to developing local planning policies that apply to residential development. In most cases, augmentation or replacement of deemed-to-comply requirements of the R-Codes require the approval of the Western Australian Planning Commission.

Since implementation of the Local Housing Strategy via Scheme Amendment No. 73 in early 2016, development has commenced throughout HOAs in line with the Strategy.

7. What engagement has been done by the City of Joondalup to date?

Public consultation on the first draft Local Housing Strategy was undertaken from 3 June 2010 to 16 August 2010 in the following manner:

- 63,685 letters and brochures, including a survey with a reply-paid envelope, were mailed out to residents and owners of the 58,087 residential properties in the City of Joondalup.
- Owners of commercial and mixed-use properties outside the City of Joondalup Centre received a letter advising them of the recommendation to change the residential density of their properties.

- Two public information sessions were held on Thursday, 17 June 2010 and Saturday, 19 June 2010 and were very well attended (100+ people at each session).
- A dedicated web page was created on the City of Joondalup's website and a dedicated telephone line enabled enquiries to be answered promptly.
- A number of notices and newspaper articles appeared in the local newspapers.
- City of Joondalup staff received numerous enquiries regarding the draft Local Housing Strategy both by telephone and in person at the City of Joondalup administration building.

A total of 6,926 valid surveys were returned. Separate to the survey, 88 written submissions and a number of multi-signature letters were also received.

Of the valid surveys received:

- 65% felt that HOAs in general were a good idea
- 75% of respondents who lived in an area identified as a HOA agreed with their property being included in a HOA
- 60% felt the density at that stage was acceptable, while 13% felt it was too low and 8% felt it was too high. The rest were undecided.

The Council adopted the draft Local Housing Strategy in February 2011 but, following direction from the (then) Department of Planning in 2012 to expand the boundaries of some HOAs and to increase densities in the HOAs, the draft Local Housing Strategy was updated and adopted by the Council in December 2012 for the purposes of further advertising.

For this second round of advertising the draft strategy, a different approach was taken. Letters were sent to the land owners that were not initially included in a HOA but were then proposed to be included. This targeted consultation was done with these owners because the City of Joondalup felt it had some room to move on exactly where to "draw the lines".

Targeted consultation of the proposed changes in densities was not done with landowners and residents already located within HOAs because the City of Joondalup felt it did not have room to move on the density increases specified by the (then) Department of Planning. Objections or concerns raised in response to this issue would have had no effect on the outcome and it was not considered appropriate to undertake "tokenistic" consultation on an issue if there was no intention to change the density in response to feedback received.

Public consultation on the revised Local Housing Strategy was undertaken from 1 February 2013 to 22 February 2013 in the following manner:

- 914 letters were sent to landowners who were not previously located within a HOA but were proposed to be included as part of the revised strategy.



- Notices were placed in the local newspapers.
- A notice was placed on the City of Joondalup website.
- Maps of the proposal were made available at the City of Joondalup administration building and Whitfords Customer Service Centre.

A total of 30 submissions were received, including three submissions received after the close of advertising. Of the submissions received, 19 were letters of support, nine were letters not in support, one submission was neutral, and one requested that a HOA boundary be expanded.

Development of a new Planning Framework for infill development

8. Why is the City of Joondalup reviewing the Housing Opportunity Areas and developing a new Planning Framework?

The engagement that informed the initial draft of the Local Housing Strategy and identification of the HOAs in 2010 was extensive. However, the Department of Planning (as it was known at the time) felt the original draft strategy did not respond strongly enough to State policy and required the City of Joondalup to make changes to the Strategy. In making these changes in 2013, a decision was made by Council to only send letters to the landowners that were not initially included in a HOA. Direct consultation (via letter) regarding the proposed changes in densities was not undertaken with landowners and residents already located within HOAs because the City of Joondalup did not have scope to change the density increases specified by the (then) Department of Planning.

It is now recognised that this level of engagement resulted in limited understanding within the community as to what was proposed in the updated Local Housing Strategy. The City of Joondalup recognises that, as a result, there is a high degree of community interest in the HOAs, with concerns and issues being raised by residents and ratepayers regarding new development that is occurring within each area.

The City of Joondalup has determined that there needs to be a review of the Planning Framework for infill development to ensure that key issues and opportunities are addressed, and quality development is fostered that reflects community aspirations.

9. What will the review of the Housing Opportunity Areas focus on?

In assessing how the planning rules for each HOA should be updated, the key considerations will be:

- Identifying any alternative methods for delivering medium density housing that may not have previously been considered.
- Identifying how the planning rules can reflect the local community's vision for the area.
- Identifying how to establish unique planning rules for each HOA to meet the unique community context.

- Designating the staging of changes (i.e. not all changes to the planning rules will necessarily occur at the same time).
- Assessing current densities as per the Residential Design Codes.
- Considering the different densities for different housing types.

The review will focus on housing types and built form. The elements below will be considered in how planning rules for each HOA are defined:

- Housing and built form
- Getting around
- Open space and green space
- Access to community facilities and services
- Access to commercial and retail facilities and services

10. Will the boundaries to the HOAs be changed?

It is possible that there will be some minor changes to the boundaries of the HOAs if it is deemed necessary or appropriate during the review process and if community feedback and feasibility studies indicate this is desirable. For this reason, residents both within existing HOAs and outside the HOAs will be engaged during the process.

11. Will there be any removal of HOAs or the addition of new HOAs?

No. Although boundaries may change slightly (see Question 10), the existing 10 HOAs are intended to remain and no new HOAs will be considered at this time.

12. Will there be any changes to the densities in the HOAs?

The appropriateness of current densities will be considered. However, due to the requirements for increased urban infill identified by the State Government, there will still be a need for some density in each HOA.

13. What is the decision-making process in relation to the new Planning Framework?

Once the proposed new framework has been developed by the consultant team, Joondalup Council will need to formally consider the new framework and decide whether to endorse the resulting planning scheme amendment and local planning policy for the purposes of statutory public consultation.

Once Council has made this decision, the proposed scheme amendment needs to be referred to the Environmental Protection Authority for consideration and to the Western Australian Planning Commission, seeking the Commission's permission to advertise the amendment. The draft local planning policy will also be forwarded to the Commission for its consideration.

Once the Commission has provided approval to advertise, the draft documents will be advertised by the City of Joondalup for 42 days. Following this advertising period, a further report will be presented to Council, which will detail the outcomes of the consultation and seek Council's final endorsement of the documents.



The Commission then needs to provide approval for the local planning policy and endorsement of the proposed scheme amendment. The final decision on the proposed scheme amendment rests with the Minister for Planning; Transport; Lands.

Once the Minister has approved the proposed scheme amendment, the amendment needs to be gazetted and only once this has occurred can the Planning Framework be properly implemented.

It is not certain how long this decision-making process will take as much of this process does not rest with the City of Joondalup.

14. Will the process refer to the State Government's *Design WA* initiative (which is still in draft)?

Design WA is a new suite of draft policies produced by the State Government to encourage good design in developments across Western Australia. By ensuring that planning and development consider good design, *Design WA* aims to improve built form outcomes.

In developing the new Planning Framework, the project team will consider the implications of what has been developed in *Design WA* so far. The project team will also liaise closely with the Department Planning, Lands and Heritage to determine the State's expectations around which aspects of *Design WA* the City of Joondalup will be able to vary through a new planning scheme amendment and local planning policy.

Elements of *Design WA* that are in draft form (as of August 2018) are:

- Draft State Planning Policy 7 Design of the Built Environment: the overarching policy
- Draft Apartment Design Policy: defines design standards for multiple dwelling and mixed-use developments
- Draft Design Review Guide: a guide for Design Review Panels
- Draft Design Skills Discussion Paper: discusses the potential for some projects to require the involvement of a qualified architect or designer
- What to look for when choosing a well-designed house or apartment: a guide to help Western Australian purchasers and renters choose a house or apartment.

The existing draft policies are available via this link: <https://www.planning.wa.gov.au/publications/DesignWA.aspx>

Other policy elements of *Design WA* that are being drafted by the State Government but are not yet available include:

- A Neighbourhood Design Policy
- A Precinct Design Policy
- A House Design Policy
- A Medium Density Design Policy
- A Community Engagement Guide

Community Engagement Process

15. What are the objectives of the community engagement processes for the review of the HOAs and development of the new Planning Framework

The objectives of the community engagement processes are to:

- Inform people about the review/planning process
- Build interest around the project
- Inform people of key policy settings and parameters for planning within the HOAs
- Invite and involve those that want to have input into planning for the HOAs
- Obtain sufficient feedback and input that will help inform the planning for the HOAs.
- Build knowledge on current urban planning and design opportunities and constraints for the HOAs
- Achieve greater understanding of decision-making among members of the community

The current community engagement process will offer a range of activities and different ways for individuals to provide their feedback.

16. How can I have my say?

The City of Joondalup strongly encourages community members to get involved in the engagement process. The table below summarises the upcoming engagement activities and how you can have your say.

17. Who can I contact for further information?

For further information regarding the HOA review process and development of the new Planning Framework please contact **9400 4019** or HOAPlanningFramework@joondalup.wa.gov.au



Engagement Activities	How to get involved
<p>Community Survey</p>	<p>Visit https://www.surveymonkey.com/r/COJ-HOA to complete the survey between 24 September to 29 October 2018 or contact 9400 4019 to obtain a hard copy of the survey.</p>
<p>Industry Forum: Professionals in the property industry will be invited to attend a forum in late September / early October.</p>	<p>If you represent an organisation in the property industry, please contact Joseph Sillis at joseph@creatingcommunities.com.au or 9284 0910.</p>
<p>Listening Posts: Drop in to any one of five pop-up sessions where project team members will be on hand to hear the key issues and opportunities you wish to raise.</p>	<p>Visit one of the following sessions:</p> <ol style="list-style-type: none"> 1. Wednesday 17 October Kingsley Memorial Clubrooms, Kingsley Attend anytime between 9.30am to 1.30pm 2. Thursday 18 October Emerald Park Clubrooms, Edgewater Attend anytime between 5.30pm to 8.30pm 3. Saturday 20 October Joondalup Civic Centre, Joondalup Attend anytime between 9.30am to 1.30pm 4. Tuesday 23 October Fleur Freame Pavilion, Padbury Attend anytime between 9.30am to 1.30pm 5. Wednesday 24 October Dorchester Hall, Warwick Attend anytime between 5.30pm to 8.30pm
<p>Community Design Workshops: Investigate the opportunities for your HOA by working in groups to discuss the planning and design considerations for your HOA.</p>	<p>To register your interest to be involved in the Community Design Workshops please visit joondalup.wa.gov.au/HOA contact 9400 4019 or HOAPlanningFramework@joondalup.wa.gov.au</p>