



# Building sustainable neighbourhoods

## LIVEABILITY AND DIVERSITY FOR FUTURE GENERATIONS

### Frequently Asked Questions

#### What is a local planning scheme?

Local planning schemes are documents that establish the rules that apply to development and land use within a local government. The rules of the scheme apply where someone develops a property (for example, building or extending a house, subdividing, or building a commercial development) and also relates to land uses that can be carried out on a property (for example, what businesses can be located in particular areas).

Local planning schemes include two parts:

- The scheme text, which includes the rules
- Scheme maps, which use “zones” and “reserves” to identify which rules apply to which areas across the City. This includes the density coding for residential lots (i.e. how many dwellings or units can be built)

The State Government has particular requirements for planning schemes prepared by local governments, including their content and structure. All local planning schemes are approved by the Minister for Planning.

The City of Joondalup’s current local planning scheme is Local Planning Scheme No. 3 (LPS3)

[joondalup.wa.gov.au/kb/resident/local-planning-scheme-4](http://joondalup.wa.gov.au/kb/resident/local-planning-scheme-4) (commonly referred to as LPS3 or the Scheme) and consists of a Scheme Text and Scheme Maps. LPS3 came into effect in October 2018.

#### What is a local planning strategy?

A local planning strategy sets the overall vision for future land use and development in a local government. It is not a statutory document, however its vision for the future direction of the City is implemented through the City’s planning scheme and associated policies.

Accordingly, a local planning strategy will typically be prepared before or at the same time as a local planning scheme. Local planning strategies need to be endorsed by the Western Australian Planning Commission (WAPC).

The City’s current local planning strategy [joondalup.wa.gov.au/kb/resident/local-planning-strategy](http://joondalup.wa.gov.au/kb/resident/local-planning-strategy) was endorsed by the WAPC in November 2017 and incorporates the recommendations of the City’s current Local Housing Strategy [joondalup.wa.gov.au/kb/resident/local-housing-strategy-2](http://joondalup.wa.gov.au/kb/resident/local-housing-strategy-2) and **Local Commercial Strategy** [joondalup.wa.gov.au/kb/resident/local-commercial-strategy-2](http://joondalup.wa.gov.au/kb/resident/local-commercial-strategy-2)

Since the adoption of the City’s current Local Planning Strategy and the supporting strategies that informed it (e.g. the Local Housing Strategy)

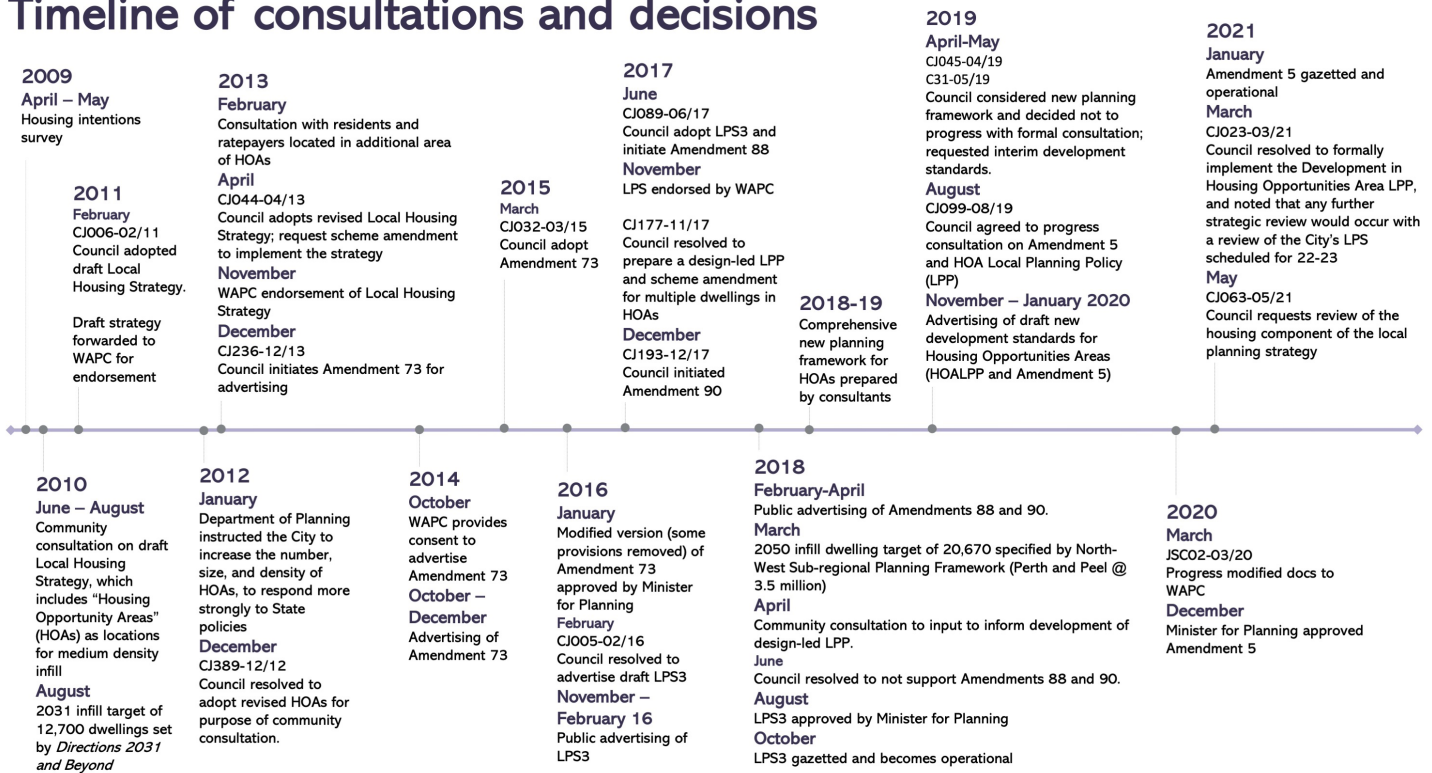
[joondalup.wa.gov.au/kb/resident/local-housing-strategy-2](http://joondalup.wa.gov.au/kb/resident/local-housing-strategy-2) the standard format of these documents has been modified by the State Government. Now a single local planning strategy needs to be prepared to encompass matters of housing and commercial development, rather than standalone housing and commercial strategies.

#### Why is the City reviewing the housing component of the local planning strategy?

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

Local planning strategies inform local planning schemes. This means that a review of a local planning strategy is also required when reviewing a local planning scheme.

# Timeline of consultations and decisions



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 concern from some community members regarding the impacts of infill housing.

The project follows a number of preceding projects, community consultations, and decisions with respect to housing and infill in the City of Joondalup, summarised in the image above.

Previous projects and consultation, including the City’s most recent design policy for infill development which became operational in March 2021, have not alleviated concerns for some community members that the current planning framework for infill housing is under-delivering on liveability outcomes. Ongoing community advocacy around these issues and Council’s subsequent resolution at its May 2021 meeting has led to the need for the project to be undertaken ahead of schedule.



## What does “sustainable neighbourhoods”, “liveability” and “diversity” mean?

Sustainability, liveability, and diversity are recurring themes raised by community members in previous feedback around housing policy. Therefore, these themes have been brought into the language of the project. Project documents, communications and deliverables will be underpinned by the importance of liveability and sustainability and allows the housing review to be framed by a positive vision of achieving liveability through appropriate housing policy that addresses the needs of the City’s existing and future community.

Establishing a vision and objectives around sustainability, liveability and diversity will be a critical part of the project, and a key focus of community consultation undertaken in Phase two: Aligned and Informed Understanding.

Community consultation to understand community values around housing and liveability alongside understanding of what State policy, in particular principles of Design WA, seeks to achieve will frame the development of a collective vision and objectives around the concepts of sustainable neighbourhoods, liveability and diversity, and what they mean for housing across the City of Joondalup.

This vision and these objectives, which define a collective definition of sustainability, liveability, and diversity, will frame and evaluate the suitability of options and strategic responses developed in subsequent phases.



## What is meant by “density” and “housing types”?

Density is a planning term which provides a measure of the number of houses or dwellings in a given area. The standard measure of density is the number of dwellings per hectare, and this measure creates R-Codes that are applied in local planning schemes. For example, R20 anticipates 20 dwellings per hectare, and R80 anticipates 80 dwellings per hectare.

As density increases, lot sizes decrease and the number of dwellings that can be built increases. This influences the type and intensity of housing that can be developed.

Considering housing types provides an outcomes-based approach to consider and explore density.

The image above illustrates the housing types that are typically associated with low, medium, and high-density areas.

Building sustainable neighbourhoods will explore the suitability of various housing types across the City of

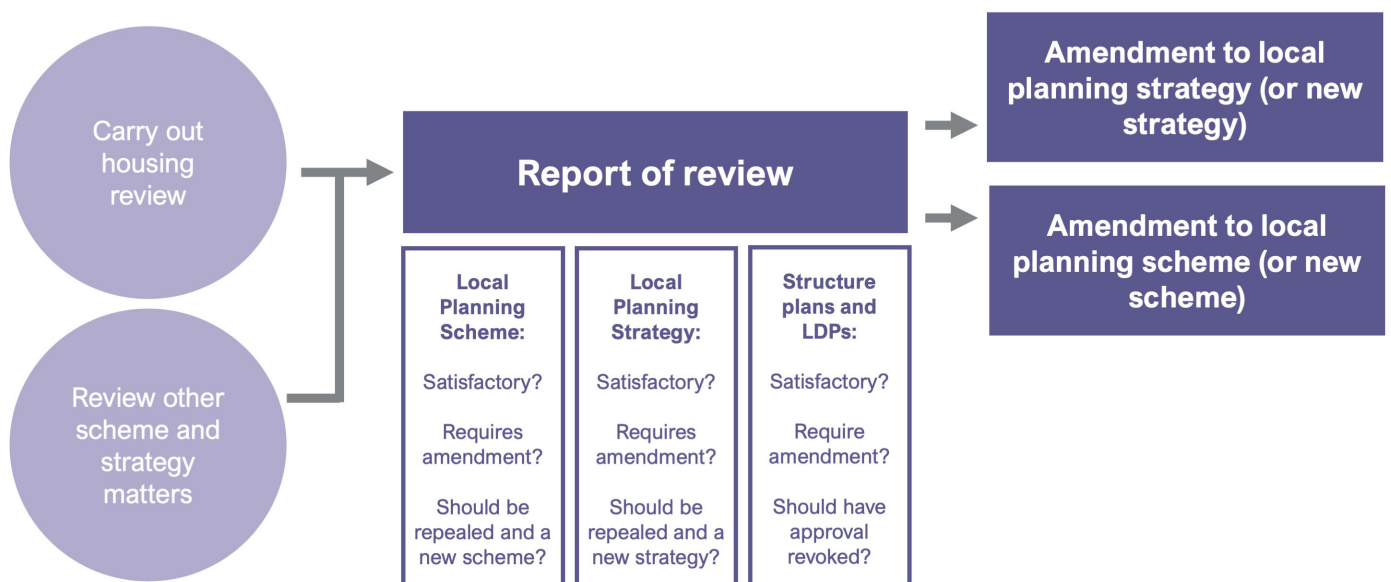
Joondalup to review the allocation of density across the City. The review will consider:

- Housing demand
- The housing needs of the community
- State infill targets and planning policy
- Community feedback
- Outcomes of technical studies undertaken to inform the review

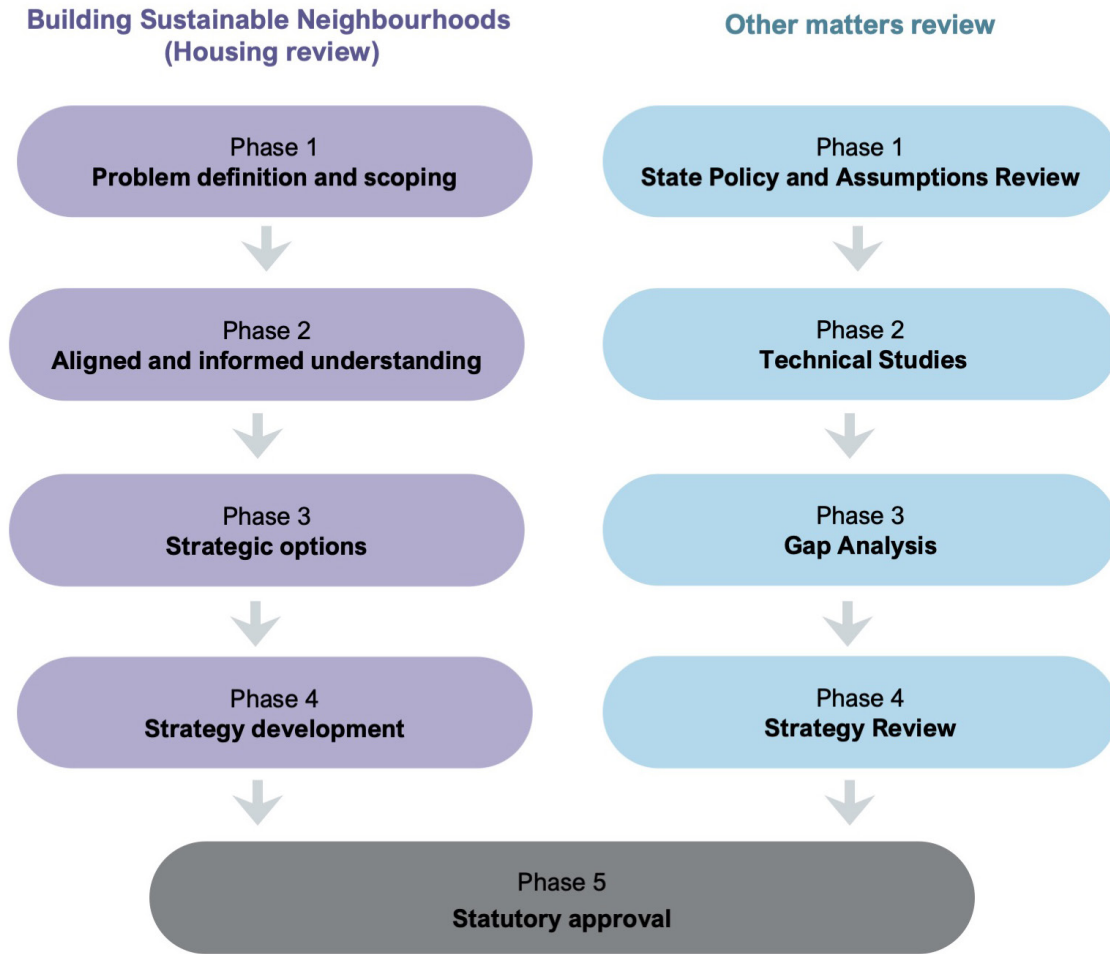
## How is the project being undertaken?

The Planning and Development (Local Planning Schemes) Regulations 2015 (LPS Regulations) establish the statutory process under which the review will be carried out. To align the requested review of the City’s housing component of the local planning strategy with the LPS Regulations, the project will undertake a review of the local planning scheme in accordance with Part 6, Division 1 of the Regulations. This regulated process includes the preparation of a “report of review”, which reports on the appropriateness and currency of the scheme, strategy, and any structure plans and local development plans.

## Planning and Development (Local Planning Schemes) Regulations 2015 Part 6, Division 1 – Review of local planning scheme



# Project phases



The recommended scope involves two sub-projects: a “housing review” and an “other matters review”, the outcomes of which will be consolidated into a single statutory process that formally reviews the City’s local planning scheme and strategy.

Building sustainable neighbourhoods delivers the “housing review” sub-project and will be a comprehensive review of housing and density issues across the entire City of Joondalup. The scope of the review will include all housing and accommodation matters for the City, not just infill. The first phase will

include community consultation to confirm the issues to be investigated in the review and will inform the scope of works. This also includes technical studies, which will be carried out in subsequent project phases.

The scope of building sustainable neighbourhoods will be confirmed following delivery of the first phase (Problem Definition and Scoping), which will confirm the issues for the remaining project phases to examine and respond to. The anticipated project phases are shown in the image below.



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

## How long will the project take?

Timeframes associated with the project will depend on the decision-making process followed for each phase and in some instances are beyond the City's control.

Community consultation associated with Phase one (Problem Definition and Scoping) is anticipated to be undertaken in the second half of 2022. The results of Phase one are anticipated to be presented to at the end of 2022 or early 2023.

The timeframes associated with Phases two to four will be dependent on the scope of studies and range of issues confirmed through Phase one, however at this early stage are collectively estimated to take 18 months from Council endorsement of the scope of works associated with these phases.

Phase five (Statutory Approval) relates to any amendments to the local planning strategy and local planning scheme that may be required to implement outcomes of the review and will be initiated at the conclusion of Phase four. The process for these amendments is set out in state regulations, including statutory public advertising and approval processes. The timeframe associated with the statutory approval component of the project may take up to 18 months depending on the level of complexity and decision-making processes by State Government.

Where appropriate, opportunities will be explored to undertake project processes in parallel to reduce overall timeframes.

## What technical investigations are being undertaken to inform the project?

The first phase of building sustainable neighbourhoods is undertaking some initial analysis and community consultation to build on previous consultation outcomes and confirm the full range of housing issues experienced across the City. The outcome of this exercise will be a confirmed range of issues to be investigated by the project, and the scope of technical studies will be informed by the first Phase.

Investigations being undertaken in Phase one (problem definition and scoping) include:

- Analysis of all relevant, previous community consultation to identify housing and liveability issues previously raised by community members
- Additional community consultation to confirm housing and liveability issues and identify any additional issues from the perspective of previously unengaged community members, for example young people
- Analysis of the housing intentions of residents in the City of Joondalup
- Market demand analysis of housing types in the City of Joondalup
- Supply and demand analysis to identify potential housing supply issues

- Targets analysis, to review previously set state infill targets considering development undertaken since their establishment and to what extent the yield of high-density precincts, including the City Centre and Ocean Reef Marina, will contribute.

Based on previous community consultation outcomes, it is anticipated that the scope of technical investigations to be undertaken in Phase two is likely to include, though not limited to:

- Urban tree canopy mapping and analysis
- Urban heat analysis
- Public transport accessibility of train station precincts and activity centres
- Public open space condition and accessibility
- Service infrastructure capacity audit (strategic scale)
- Bushfire hazard level assessment.

The range of technical investigations required to inform building sustainable neighbourhoods will be confirmed following completion of Phase one.

## How much influence does the community have over the project?

A key aspect of the legislation governing local schemes and strategies is the need for these documents to comply with state policy; the Minister for Planning and/or the Western Australian Planning Commission has the power to instruct local governments to modify planning documents to align with state and regional policy.

The key State Government documents influencing the City's local planning framework include:

- Directions 2031 and Beyond (2010) [wa.gov.au/government/publications/directions-2031](https://www.wa.gov.au/government/publications/directions-2031)
- Perth and Peel @ 3.5 million (2018) [wa.gov.au/government/publications/perth-and-peel-35-million-frameworks](https://www.wa.gov.au/government/publications/perth-and-peel-35-million-frameworks)
- State Planning Policies, [wa.gov.au/government/document-collections/state-planning-policies](https://www.wa.gov.au/government/document-collections/state-planning-policies)

The state government has set housing infill targets for all Local Governments in Perth and Peel. Central to the current review of City's Local Planning Strategy is the need for the City to meet state government targets whilst responding to community expectations for built form outcomes in their neighbourhoods.

The significant influence of state policy and planning legislation, which can limit the extent to which community feedback can be acted upon in decision-making, presents a key challenge for community consultation. Council is not the final decision maker, and State Government, through the Western Australian



Planning Commission and the Minister for Planning, has the ability to instruct modifications to local planning schemes and strategies to align with state and regional planning frameworks. This can limit the ability of Council to act on feedback from the community on matters that the community cannot influence. As a result, community engagement associated with building sustainable neighbourhoods will be influenced by non-negotiables and project givens.

Some of these non-negotiables are:

- The City needs to produce a local planning strategy that shows how it can enable achievement of the housing targets set by the State Government
- The recommendations developed by building sustainable neighbourhoods will need to demonstrate how they align with State Government policy with respect to allocation and distribution of density
- Meeting housing targets and state policy are not the only considerations in reviewing infill and density. The strategy needs to take account of the greater good for the Joondalup community – now and into the future, meeting the housing needs of a diverse and changing community. This includes considering issues of housing affordability and diversity, and a full housing supply and demand analysis will be undertaken to understand the housing our community needs alongside infill targets set by the state
- Robust consultation processes are needed that engage with a representative cross-section of the community
- It will be important for the City to strike a balance across competing influences and interests. The

City needs to meet housing targets, and changes to density (be they increases, decreases, or reallocation to different areas) impacts on existing residents and landowners. This includes existing residents who live and/or have invested into the City’s different residential areas on the basis of the density currently allocated to them.

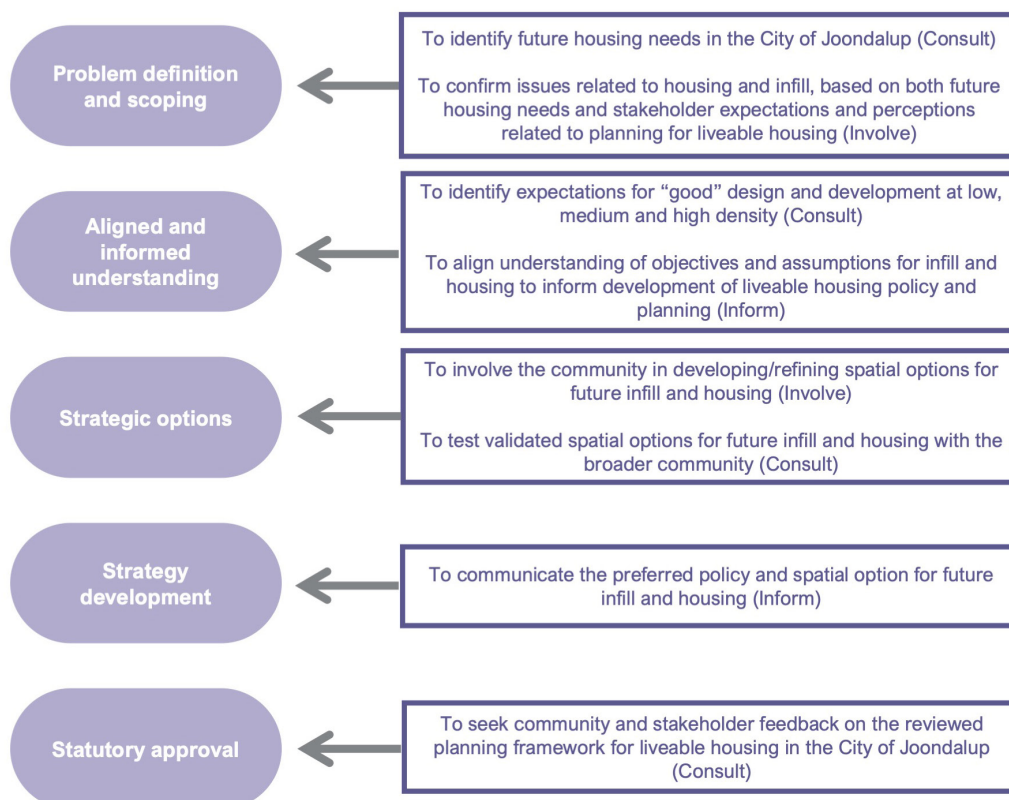
The City will keep the community informed about the project, including the status of the project, decisions made by local and state decision makers, and the external and non-negotiable influences on the City’s Local Planning Strategy. Where the state directs the City to modify any aspects of the strategy developed by the project, this will be communicated to the community.

### How will the project engage community and stakeholders?

Effective and authentic community consultation will be a critical component of all phases of the housing review. To guide consultation, a **project stakeholder strategy** has been prepared, and can be accessed here. The stakeholder strategy establishes the framework for engaging with community and stakeholders for the housing review. The strategy will be supported by detailed community consultation plans prepared to guide the specific consultation activities to be undertaken in each phase of the project.

Consultation processes will focus on engaging with and hearing from a representative cross-section of the broader Joondalup community (including young people) so that all community aspirations can be considered by the project. The project stakeholder

## Consultation objectives



strategy indicates the anticipated objectives of consultation associated with each phase of the project; this will be confirmed following confirmation of issues in the first phase.

When making recommendations or decisions on options, the City will seek feedback from the community to inform those decisions. The City will inform stakeholders of the options available, listen to and acknowledge community concerns and ideas, and provide feedback on how feedback provided by community and stakeholders influenced recommendations and the decision. The City will listen to and acknowledge concerns, even if they cannot be acted upon as a result of external and non-negotiable influences.

The City will identify aspects of the project that are not restricted or constrained by project non-negotiables or state requirements, and provide opportunity for the community to directly work with the project team and contribute to developing options or alternatives, to ensure that community concerns and aspirations are directly reflected in the options developed and considered. An example of this is in Phase one, which will involve the community in identifying and confirming the full range of housing issues to be considered in the scoping of technical studies and investigations. The City will provide feedback on how community involvement influenced the options or recommendations developed in these project aspects. Where opportunity for full involvement cannot be offered, the City will inform the community about what external and non-negotiable influences limit the extent of involvement that can be offered, and seek feedback on options before making decisions.

## Has there been previous community consultation on housing issues in the City?

There have been several major consultation processes over the last 10 years with respect to infill in the City of Joondalup. These are shown by the timeline below. The scale and frequency of previous consultation presents risk of consultation fatigue and frustration which must be considered in the development of successful and authentic consultation as part of building sustainable neighbourhoods.

Building sustainable neighbourhoods will be informed by previous consultations, acknowledging that many community members have already shared their concerns and issues around housing in the City. The project is analysing all previous consultation outcomes to identify the list of issues for the project to consider, and this analysis and interpretation will be confirmed with community members in the first phase of consultation.

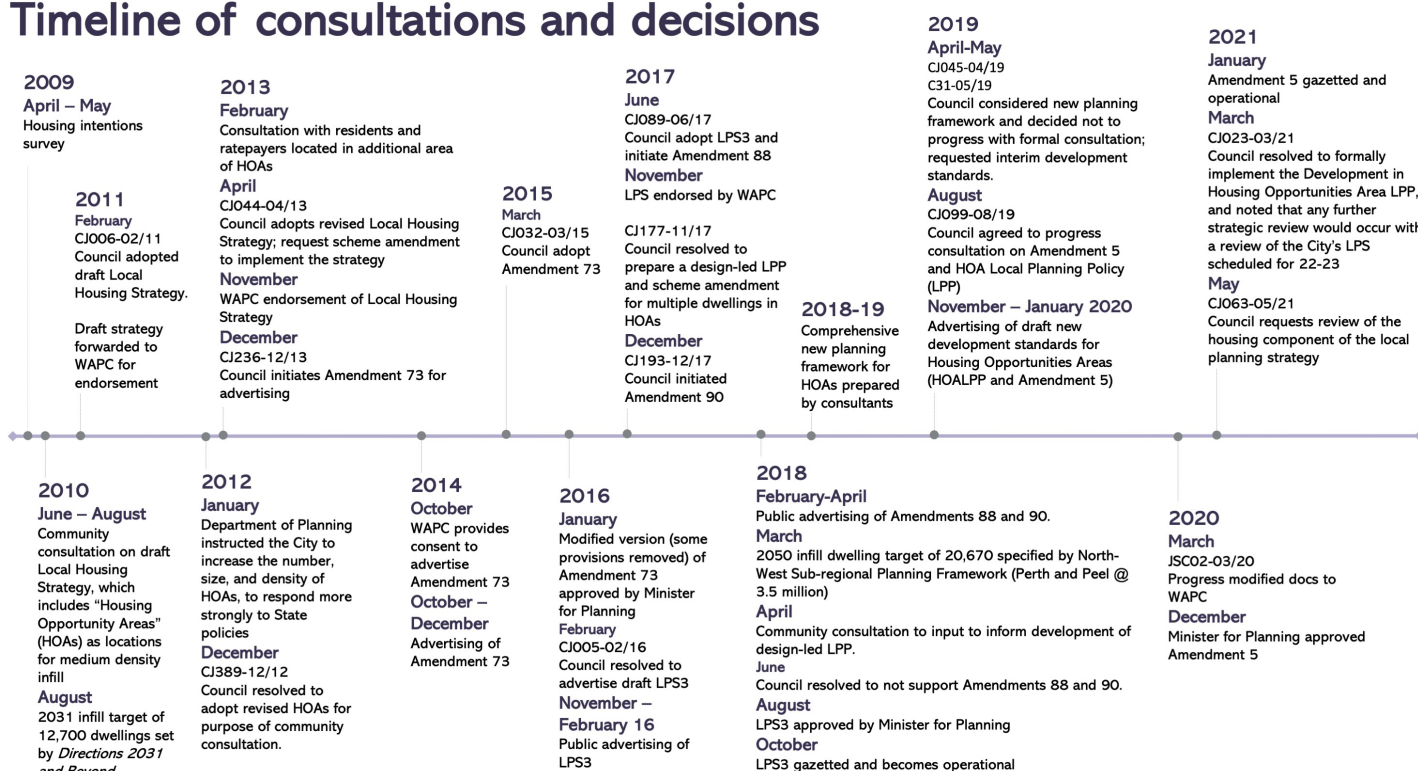
In addition, recognising that previous consultations have focussed predominantly on housing opportunity areas and it is important to broaden and increase participation, building sustainable neighbourhoods will include further opportunities for community and stakeholder engagement.

The **project stakeholder strategy** includes more information about how the project will engage with community and stakeholders.

## What are Housing Opportunity Areas?

Housing Opportunity Areas are locations in the City of Joondalup within which existing low density properties can be redeveloped to medium density. The image

## Timeline of consultations and decisions





below illustrates the housing types that are typically associated with low and medium density areas.

The location and extent of the Housing Opportunity Areas were determined by the City's existing Local Housing Strategy and Local Planning Strategy. There are 10 Housing Opportunity Areas in the City; they are generally located around public transport routes and near activity centres.

### Will the City retain the existing Housing Opportunity Areas (HOAs)?

The project is not bound by retaining the current boundaries or density coding of the existing HOAs. The project will take a "blank slate" approach to reviewing the density and form of housing across all residential areas of the City, including the HOAs. The project will not be limited to matters of infill nor will it assume the HOAs will remain the locations for infill in the City.

The review will make recommendations regarding the appropriate location, scale and form of low, medium, and high density across the City. Therefore, it may result in changes to the existing housing opportunity areas as well as other residential parts of the City. The review may result in recommendations for down coding of some areas, and conversely may result in recommendations for upcoding of some areas.

Changes to the City's local planning strategy, including changes to the Housing Opportunity Areas, will require approval of the Western Australian Planning Commission and Minister for Planning. Therefore, any recommendations of building sustainable neighbourhoods that would be a change in direction will need to be well researched and justified to demonstrate alignment with the State Government planning requirements and infrastructure capacity.

### Will the City review or change policy standards within existing Housing Opportunity Areas?

Building sustainable neighbourhoods is a strategic review of all housing issues and residential areas across the City, and is not restricted to Housing Opportunity Areas, which are the locations identified for medium density infill by the City's current local planning strategy.

The scale of the project is significant and strategic. Any review of detailed policy standards and aspects will be explored in later phases of the project depending on the recommendations of the review. The likelihood of changes to the City's current policy cannot be pre-empted until the review takes its course.

Separate to Building sustainable neighbourhoods, the introduction of the Medium Density Code by the state government, as described in a question below, will have transitional arrangements which require local governments to audit local planning policies. The City may be required to review the *Housing Opportunity Areas Local Planning Policy* as a result of this process.

### What is the Development in Housing Opportunity Areas Local Planning Policy achieving?

Some residents raised concern about the type of development that was occurring in Housing Opportunity Areas and called on the City to review how infill development is managed.

The City responded to these concerns by developing draft new development standards for housing opportunity areas consisting of a local planning policy and an amendment to the City's Local Planning Scheme No. 3, culminating in the City's *Development in Housing Opportunity Areas Local Planning Policy* (HOALPP).

The HOALPP was prepared following a substantial consultation process and came into operation in March 2021 following approval by the Western Australian Planning Commission.

The policy's implementation has resulted in changes to the design of medium density housing previously being developed in the City's housing opportunity areas to improve outcomes for infill development. These



changes include:

- Introducing a minimum landscaped area
- Introducing on site tree planting requirements
- Improved public domain interface requirements
- Two-storey maximum building height
- Increased garage street setback to allow for on-site visitor parking
- Internal size and layout requirements
- Solar and daylight access requirements
- Natural ventilation requirements.

The changes to development within Housing Opportunity Areas are summarised here.

[joondalup.wa.gov.au/kb/resident/revision-changes-to-development-within-housing-opportunity-areas](https://joondalup.wa.gov.au/kb/resident/revision-changes-to-development-within-housing-opportunity-areas)

### What impact will the State medium density code have in the interim?

The state is preparing a new Medium Density Housing Code to improve the quality and consistency of housing in WA and promote a wider range of building types that are more in keeping with their site, the streetscape and neighbourhood around them. The new Medium Density Housing Code will be built into the Residential Design Codes – or R-Codes.

The draft Medium Density housing Code was released for public comment in April 2021.

According to information available on the Department of Planning, Lands and Heritage website, the target for finalisation of the policy is by mid-2022, with implementation later in the year.

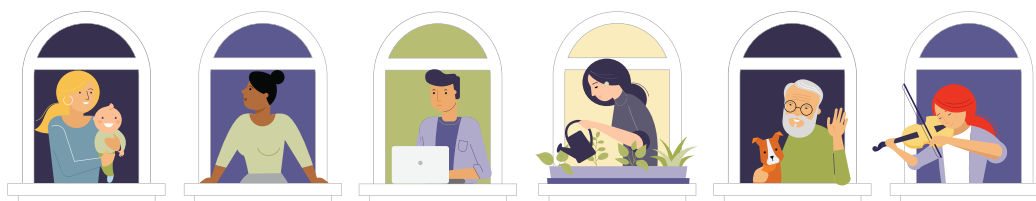
When it becomes operational, the Medium Density Code will replace the current R-Codes relevant to single and grouped dwellings, in areas coded R30 and above, and multiple dwellings (apartments) in areas coded R30-R60. However, it is anticipated that the Medium Density Code will not immediately replace local planning policy standards for medium

density localities. The draft code includes transitional provisions for situations where a local government has an adopted local planning policy. As per the draft Medium Density Code released for public comment. Pre-existing local planning policies, including the City's *Development in Housing Opportunity Areas Local Planning Policy*, will still have effect for a period of 12 months from the gazettal date.

The transitional arrangements of the draft Medium Density Code released for public comment require local governments to, within three months of the gazettal of the new code, conduct an audit of current local planning policies that amend or replace any aspect of the new code, which would require WAPC consent to amend or replace. Following this review, the local government is to report to the WAPC advising of its intentions for the local planning policies that are recommended to be amended (and require WAPC consent) or retained and provide appropriate justification. Following this review, the local government is to report to the WAPC advising of its intentions to either amend existing local planning policies to be consistent with the new code (where WAPC consent is required) or to retain existing policies as they are, supported by appropriate justification.

The WAPC would then determine whether to support the local government recommendations, with or without amendment, and advise the local government accordingly. Where the WAPC is satisfied with the justification provided, an existing local planning policy that has previously received its approval may continue to operate for a period determined by the WAPC.

For more information visit [joondalup.wa.gov.au](https://joondalup.wa.gov.au) or contact **9400 4000**.



[joondalup.wa.gov.au](https://joondalup.wa.gov.au)

