

---

## 13 REPORTS OF SPECIAL POLICY COMMITTEE - 19 JUNE 2023

### 13.1 LOCAL PLANNING STRATEGY – HOUSING ISSUES AND PROPOSED PHASE 2 ACTIONS

<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Mr Chris Leigh Director Planning and Community Development
<b>FILE NUMBER</b>	109808, 101515
<b>AUTHORITY / DISCRETION</b>	Executive - The substantial direction setting and oversight role of Council, such as adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.

---

#### PURPOSE

For Council to consider the following:

- 1 The outcomes of Phase 1 of the review of the City's *Local Planning Strategy*.
- 2 The proposed actions to be undertaken in Phase 2 of the review of the City's *Local Planning Strategy*.

#### EXECUTIVE SUMMARY

At its meeting held on 18 May 2021 (CJ063-05/21 refers), Council resolved to bring forward the review of the housing component of the City's *Local Planning Strategy* to allow resource planning/procurement and project planning to commence in the 2021/22 financial year.

At its meeting held on 19 April 2022 (CJ047-04/22 refers), Council endorsed the project approach for the review of the *Local Planning Strategy* and a scope of works to be undertaken as part of Phase 1 of the project (problem definition and scoping).

The outcomes of the work undertaken in Phase 1 are presented in the documents included as attachments to this report. The Housing Issues and Phase 2 Actions report (Attachment 1 refers) outlines the issues identified through Phase 1, and the proposed actions to be undertaken in Phase 2 to investigate the potential for those issues to be addressed through the *Local Planning Strategy* and *Local Planning Scheme No. 3* review processes. The investigations for each of the issues will assist to inform the parameters for the development of spatial options for the allocation of density in Phase 3, and for the development of the strategy response in Phase 4 of the project.

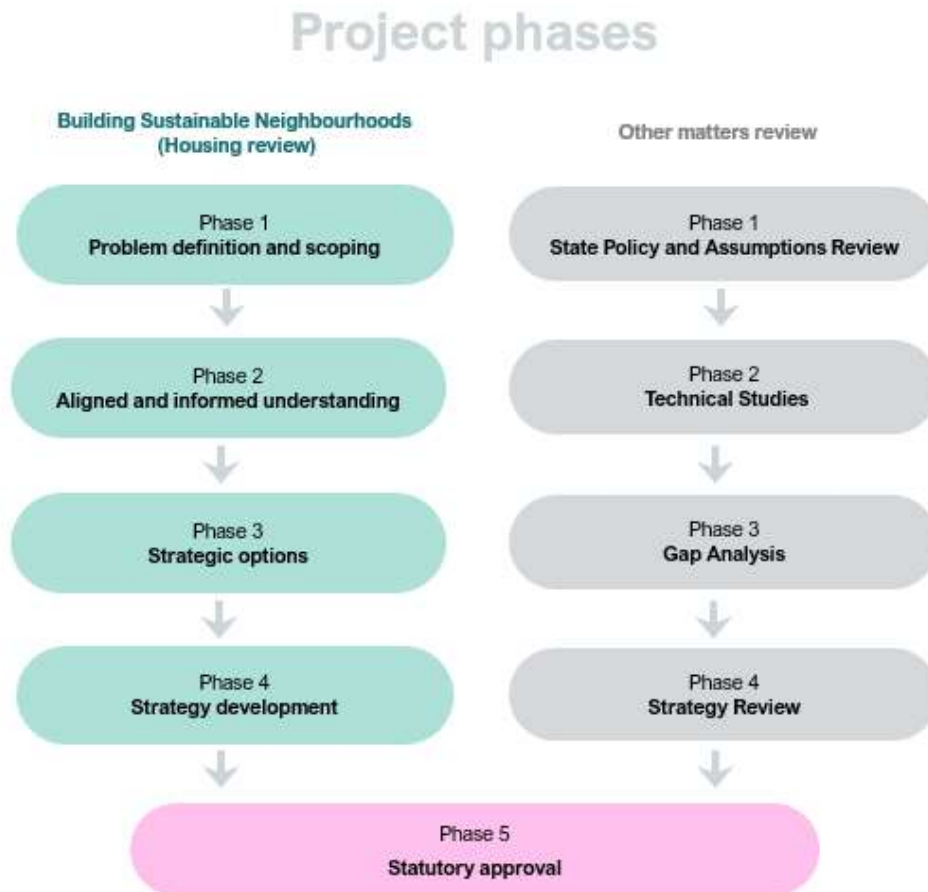
*It is therefore recommended that Council endorse the recommended Phase 2 actions as set out in Attachment 1 to Report 13.1 to allow for technical investigations identified to commence.*

## BACKGROUND

At its meeting held on 19 April 2022 (CJ047-04/22 refers), Council endorsed the following:

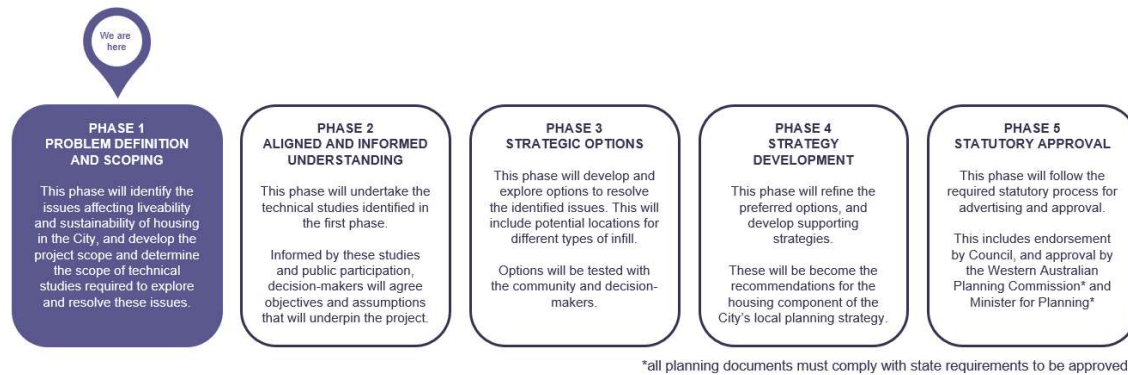
- The project approach for the review of the City's *Local Planning Strategy*.
- The scope of works associated with the review of the City's *Local Planning Strategy*.
- The draft Stakeholder Strategy for the housing component of the *Local Planning Strategy* review.
- The scope of works associated with Phase 1 of the housing review.

The project approach and scope of works associated with the review of the City's *Local Planning Strategy* is organised in five phases as follows:



The *Local Planning Strategy* review involves two sub-projects: a 'housing review' (*Building Sustainable Neighbourhoods*) 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 Strategy* and *Local Planning Scheme No. 3*.

The project is currently in the final component of the Phase 1: *problem definition and scoping*.



Phase 1 of *Building Sustainable Neighbourhoods* has involved community consultation and technical analyses to inform the problem definition for the project and the establishment of the actions to be undertaken in Phase 2 to allow the issues identified to be investigated.

Phase 1 of the 'other matters review' has involved a gap analysis of the City's current *Local Planning Strategy* to identify where strategic actions may require updating. This gap analysis has been undertaken in the context of the current State planning policy framework and has informed the technical studies and investigations needed as part of Phase 2 (as well as those that will be required as part of future phases).

The above work has informed the Housing Issues and Phase 2 Actions report of the project (Attachment 1 refers).

## DETAILS

### Phase 1 - Housing review

The following outlines the work undertaken in Phase 1 of the 'housing review' (*Building Sustainable Neighbourhoods*) component of the *Local Planning Strategy* review and the issues identified as a result.

#### Community consultation

Community consultation was undertaken as part of Phase 1 of *Building Sustainable Neighbourhoods* in accordance with the Council endorsed Phase 1 Community Consultation Plan, and was undertaken by consultants Research Solutions over a period of approximately two months from 5 September 2022 to 4 November 2022.

The following sets out community consultation activities undertaken:

- random telephone survey (801 residents)
- face to face intercept surveys (53 residents)
- guided discussions via online board (32 residents)
- in-depth stakeholder interviews including representative groups for unengaged demographics (13 stakeholder organisations)
- open online community consultation (489 responses)
- validation workshops with engaged and unengaged community members (14 residents).

The consultation outcomes report prepared by Research Solutions outlines the findings of the above community engagement (Attachment 2 refers).

### Technical analyses

Technical analyses undertaken to inform the Phase 1 issues identification were carried out in accordance with the endorsed Phase 1 scope of works.

The following sets out the technical analyses undertaken:

- Dwelling target review (Attachment 3 refers).
- Supply and Demand Analysis (Attachment 4 refers) informed by:
  - housing intentions outcomes reporting from community consultation
  - demographic information provided from .id Informed Decisions
  - market demand analysis prepared by Urbis (Attachment 5 refers).
- Meta analysis of all previous community consultation in relation to housing and infill (Attachment 6 refers).
- Technical officer workshop.

### Issues identified

The following outlines a summary of the key issues identified through Phase 1:

- Lack of community alignment on preferred spatial location of density.
- Infill development changing the established suburban character in infill areas.
- Poor liveability and design outcomes for medium density housing.
- Poor sustainability outcomes for medium density housing.
- Loss of tree canopy in infill areas and resultant urban heat impacts.
- Increased on-street parking in infill areas.
- Amenity impacts of infill developments on adjoining properties.
- Capacity of established infrastructure to service population growth due to infill development.
- Lack of developer contribution to neighbourhood improvement in infill areas.
- Misaligned developer and policy objectives and lack of policy understanding influencing built form outcomes.
- Complexity of planning framework results in difficulty to engage meaningfully with community.
- Reduced housing affordability.
- Limited access to housing.

### **Other matters review**

The following outlines the work undertaken in Phase 1 of the 'other matters review' component of the *Local Planning Strategy* review.

- State Planning Policy review:  
A review of the Western Australian Planning Commissions' suite of State Planning Policies and Position Statements to understand whether technical work is required to bring the Local Planning Strategy into alignment with changes to the state planning framework.

- Local Planning Strategy gap analysis:  
A review of actions outlined in the City's current Local Planning Strategy to identify where strategic actions may require updating or may have implications for the review of the Local Planning Strategy.

## **Phase 2 - Summary of proposed actions**

The tables included in the Housing Issues and Phase 2 Actions report (Attachment 1 refers) summarise the proposed actions to be undertaken as part of Phase 2.

Table 1 outlines issues identified as part of Phase 1 of *Building Sustainable Neighbourhoods* through community consultation and technical analyses, and the recommended actions to be undertaken as part of Phase 2 to investigate those issues.

Table 2 summarises the outcomes of a gap analysis undertaken of the City's current *Local Planning Strategy* to identify where strategic actions may require updating and recommends the technical studies and investigations that need to be actioned as part of Phase 2.

Table 3 summarises a review of relevant state planning policies and position statements undertaken to understand whether technical work is required to bring the *Local Planning Strategy* into alignment with changes to the state planning framework. Table 3 also outlines the actions identified to be undertaken as part of Phase 2 (as well as those that will be required as part of future phases).

The recommended actions outlined in the Housing Issues and Phase 2 Actions report (Attachment 1 refers) comprise the scope of work to be undertaken as part of Phase 2 of the review of the *Local Planning Strategy* to investigate the issues identified through Phase 1.

The actions proposed as part of the Phase 2 include:

### *Internal review/investigation:*

- Develop an issues investigation paper to:
  - Investigate potential planning mechanisms to address issues identified.
  - Summarise existing work done which addresses issues identified.
  - Summarise broader state planning influences which guide how the City is able to respond to issues identified.
- Undertake preliminary work to address the requirements of the Western Australian Planning Commission's Residential Accommodation for Ageing Persons Position Statement.
- Undertake internal review of the City's development application consultation materials.

### *Technical studies (consultant work):*

- Undertake a review of the City's *Local Commercial Strategy* and update as appropriate.

### *Stakeholder engagement:*

- Engage with service providers.
- Engage with industry bodies.
- Engage with the Department of Planning, Lands and Heritage.

A flow diagram summarising the proposed Phase 2 is provided as Attachment 7.

## Issues and options considered

Council has the option to:

- endorse the proposed actions outlined in the Housing Issues and Phase 2 Actions report as included in Attachment 1
- modify the proposed actions outlined in the Housing Issues and Phase 2 Actions report as included in Attachment 1  
or
- not endorse the proposed actions outlined in the Housing Issues and Phase 2 Actions report as included in Attachment 1.

Council's endorsement of the proposed actions outlined in the Housing Issues and Phase 2 Actions report is required for the project to progress.

## Legislation / Strategic Community Plan / Policy implications

**Legislation**                      *Planning and Development (Local Planning Schemes) Regulations 2015.*  
*Planning and Development Act 2005.*

### 10-Year Strategic Community Plan

**Key theme**                      Place.

**Outcome**                      Well-planned and adaptable - you enjoy well-designed, quality buildings and have access to diverse housing options in your neighbourhood.  
Attractive and leafy - you have access to quality public open spaces and enjoy appealing streetscapes.

**Policy**                              *Development in Housing Opportunity Areas Local Planning Policy.*  
*Residential Development Local Planning Policy.*

## Risk management considerations

The identification of issues through Phase 1 allows the project to understand the range of issues to be addressed from the perspective of decision-makers, practitioners, and stakeholders. Phase 2 of the project allows the issues to be investigated and therefore manages the risk of project outcomes not responding to stakeholder concerns, therefore reducing confidence for decision-making. It is noted that that the investigation into each of the issues will identify the ability of the *Local Planning Strategy* to influence the issues identified and outline the degree to which the issues can be addressed through the strategy.

## Financial / budget implications

The budget for 2022/23 financial year was \$413,523 inclusive of \$200,023 which was carried over from the 2021/22 financial year. Total expenditure for Phase 1 of the project has been \$132,937.

An amount of \$150,000 has been listed in the draft 2023/24 annual budget to allow for future technical studies and consultant work to be undertaken as part of Phases 2 and 3.

---

## Regional significance

Perth is currently home to more than two million people and this is anticipated to grow to 3.5 million by 2050.

The future growth of the Perth and Peel metropolitan areas is guided by the *Perth and Peel @ 3.5 million* suite of documents, wherein the sub-regional frameworks provide strategic direction and certainty for land use planning and infrastructure provision. This suite of documents aims to guide the future growth of the Perth and Peel regions to accommodate 3.5 million people by 2050 and in doing so, limit unsustainable urban sprawl and encourage greater housing diversity to meet changing community needs.

The frameworks provide strategic guidance to local governments to inform the development of planning instruments. Specific to the City of Joondalup is the *North-West Sub-regional Planning Framework* which sets infill development targets for the City to achieve through its *Local Planning Strategy*.

Local governments within Perth and Peel are required to ensure that the broader metropolitan aspirations for urban consolidation that are set out in *Perth and Peel @ 3.5 million* are reflected in strategic planning documents prepared to guide development and housing provision locally.

## Sustainability implications

The Housing Issues and Phase 2 Actions report outlines issues raised in relation to sustainability and the actions recommended to be undertaken in Phase 2 to investigate those issues.

## Consultation

The identification of issues was informed in part by community consultation undertaken by community engagement consultants Research Solutions in Phase 1. The approach to consultation was informed by the Community Consultation Plan, endorsed by Council at its meeting held on 16 August 2022.

The purpose of community consultation outlined in the endorsed Phase 1 Community Consultation Plan was to:

- Identify future housing needs in the City of Joondalup.
- Confirm issues related to housing and infill, based on future housing needs and stakeholder expectations and perceptions related to planning for liveable housing.

The endorsed community consultation plan set out a two-part approach in accordance with the purpose of the consultation plan:

Part A – Housing Intentions: A housing intentions survey of City of Joondalup residents.

Part B – Housing Issues: Confirming that the issues and themes identified through past consultation activities remain relevant and to identify any gaps or new issues which need to be considered.

Consultation techniques were designed to align with project-specific engagement principles to:

- be informed by a representative range of stakeholders
- provide opportunities for authentic and meaningful participation in the project.

As such, consultation methods sought to engage with both previously unengaged and previously engaged residents.

Previously unengaged residents were reached through direct random survey methods to ensure that consultation captured representative feedback. Representative results enable a broader understanding of housing issues across different demographic groups in the City and ensures that issues affecting all residents across the City are captured in the project scope.

Previously engaged residents were invited to confirm the City's interpretation of their previous feedback, with the additional opportunity provided to voice any further concerns in relation to housing. This feedback stream provided the opportunity for previously engaged residents to provide feedback if they were not recruited through the direct random survey methods.

It is noted that Phase 2 is an investigation phase and will not involve community consultation. Further community consultation will be undertaken in Phases 3 and 4.

## COMMENT

The recommended actions for Phase 2 of *Building Sustainable Neighbourhoods* are consistent with the project objective of providing a robust, transparent and defensible review of the City's *Local Planning Strategy*.

Phase 1 has undertaken problem definition which has been informed by in-depth community consultation and technical work. This provides confidence that the issues identified are representative of the housing issues of concern to the community and relevant stakeholders and therefore provides certainty for decision makers in progressing with the next stage of the project.

The Housing Issues and Phase 2 Actions report as included as Attachment 1 sets out the recommended approach for Phase 2 of the project, following an informed problem definition process.

The technical scope of works associated with Phase 2 of the project is anticipated to be completed towards the end of Quarter 2 of the 2023/24 financial year, however it should be noted that this may be subject to change dependent on timing associated with appointing an appropriate consultant and the time taken by the consultant to complete the work.

It is expected that the outcomes of Phase 2 and proposed project scope for Phase 3 will be presented to Council towards the end of Quarter 3 of the 2023/24 financial year.



Council's endorsement of the proposed Phase 2 actions will enable the following next steps to be commenced:

- 1 Engagement of consultants to undertake a review of the City's *Local Commercial Strategy*.
- 2 Commencement of internal investigations to inform the issues investigation paper.
- 3 Continued engagement with the Department of Planning, Lands and Heritage on strategic directions relating to the Local Planning Strategy review.
- 4 Commencement of engagement with relevant service providers and industry bodies.

## VOTING REQUIREMENTS

Simple Majority.

## COMMITTEE RECOMMENDATION

The committee recommendation to Council for this Report (as detailed below) was resolved by the Policy Committee at its meeting held on 19 June 2023.

The committee recommendation is the same as recommended by City officers.

*Cr Kingston left the Chamber at 8.04pm and returned at 8.06pm.*

*Cr Poliwka left the Chamber at 8.04pm and returned at 8.07pm.*

## RECOMMENDATION / COUNCIL RESOLUTION

(Resolution No: CJ121-07/23)

**MOVED Cr Thompson, SECONDED Cr Raftis that Council:**

- 1 **NOTES the outcomes of Phase 1 (problem definition and scoping) as outlined in Attachments 1 to 6 to Report 13.1;**
- 2 **ENDORSES the actions for Phase 2 (aligned and informed understanding) of the *Local Planning Strategy* review as provided in Attachment 1 to Report 13.1.**

**The Motion was Put and**

**CARRIED (12/0)**

**In favour of the Motion:** Deputy Mayor Logan, Crs Chester, Fishwick, Hamilton-Prime, Hill, Jones, Kingston, May, McLean, Poliwka, Raftis and Thompson.

## ATTACHMENTS

1. Housing Issues and Phase 2 Actions Report [13.1.1 - 11 pages]
2. Community Consultation Outcomes Report [13.1.2 - 146 pages]
3. Dwelling Targets Review [13.1.3 - 11 pages]
4. Supply and Demand Analysis [13.1.4 - 21 pages]
5. Urbis Residential Property Market Demand Analysis [13.1.5 - 38 pages]
6. Meta Analysis of Past Consultations [13.1.6 - 18 pages]
7. Phase 2 Scoping Diagram [13.1.7 - 1 page]