

We're working for Western Australia.

Action Plan for Planning Reform

Better planning, better places

August 2019





The Government of Western Australia acknowledges the traditional owners and custodians of this land. We pay our respect to Elders past and present, their descendants who are with us today, and those who will follow in their footsteps.

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Minister's foreword



Hon Rita Saffioti MLA Minister for Planning

Western Australia is experiencing a shifting planning and development landscape, influenced by new disruptive technologies, changes to our economy and a growing population with different needs and expectations.

A streamlined, contemporary and fit-for-purpose planning system that meets the varying needs of our vast State is critical for the delivery of connected, vibrant and affordable communities, now and into the future.

Responses to the 2018 Modernising WA's Planning System Green Paper showed clear stakeholder support for reform of the planning system. Importantly, stakeholders told us they are willing to contribute to the process of developing the detail and shaping the reform initiatives.

This Action Plan for Planning Reform sets out the State Government's vision for the planning system through a program of 19 reform initiatives, centred around three fundamental goals:

- 1. Planning creates great places
- 2. Planning is easier to understand and navigate
- 3. Planning systems are consistent and efficient

The reform initiatives tackle issues such as greater collaborative and strategic planning; effective and consistent community engagement; improved transparency and consistency for Development Assessment Panels; a greater focus on outcomes; and ensuring clear and concise planning guidance is readily available.

The Action Plan provides a whole-of-government approach to resolving the complex barriers to achieving consolidated and smart growth, by making better use of existing infrastructure, coordinating outcomes and more timely delivery of projects.

In particular, the Action Plan facilitates transformational and place-changing projects such as METRONET and Design WA to contribute to the structural evolution of our fantastic city.

Achieving meaningful reform is a shared challenge and I invite you to participate in this process. Our immediate task is to deliver on our Early Actions and convene working groups to generate, test and evaluate ideas for many of the reform initiatives.

The sustainable growth of liveable towns and cities is an important priority for the McGowan Government and with your help, we will create a contemporary planning system that enables us to achieve great outcomes which enhance the quality of life for all Western Australians.





The Western Australian planning system has supported Perth's global reputation as a highly-liveable city, and has contributed to the growth of strong regional communities and economies. But over time, the planning system has become more complex, increasingly legalistic and less responsive.

Today, our towns, cities, communities, economy and environment are facing unprecedented challenges due to rapid changes in demographics, economies, energy, transport and climate. In the face of this change, the planning system should sustain liveability and prosperity for all Western Australians as outlined in *Our Priorities: Shared Prosperity*, by providing for:

- increased housing choice and diversity to accommodate a growing and ageing population and more diverse households
- high amenity, safe public spaces and recreation areas for connected, liveable and healthy communities
- efficient use of infrastructure to reduce the costs of new housing and the costs of living
- adequate well-connected and appropriately serviced land to support growing economies
- new transport infrastructure to provide better connections to education, jobs and trade
- protection of agricultural land, natural resources and valuable eco-systems and climate change mitigation and adaptation.

It is imperative that our planning system leads and enables well-designed and innovative landuse and development solutions to respond to these challenges.

In late 2017, the Minister for Planning, the Hon Rita Saffioti MLA commissioned a planning reform team, led by highly-experienced town planner Evan Jones FPIA, to undertake an independent review of the Western Australian planning system. The primary recommendations of the review were to elevate the importance of strategic planning and make the planning system more efficient and more open and understandable to everyone. The Independent Reviewer prepared a Green Paper outlining ideas for reform of the planning system, which was released by the Minister for public consultation in May 2018.

Generally, stakeholders responded positively to the principles and broad directions described in the Green Paper, agreeing that the planning system needs to be more open and collaborative, and that a greater focus needs to be placed on outcomes rather than processes. Many stakeholders also provided detailed comments on the recommendations and proposed other ideas. There was broad feedback that stakeholders are willing to contribute to the process of developing the detail and shaping the reform initiatives.

Many community stakeholders say they find the planning system difficult to understand and feel increasingly excluded from the decision-making process. Some feel as though they do not have a fair say about proposals for development in their community.

Government and industry stakeholders are advocating for a more efficient system and a more proactive, timely and collaborative planning culture across all levels of government.

Reform of the planning system must provide all stakeholders with a better understanding of how the planning system works and ensure planning processes are efficient and consistent.

An increased focus on strategic planning and engagement is also important to assist the community and other stakeholders to understand the drivers of change and provide them with the opportunity to have an early say in how this change should occur. This in turn provides landowners, investors and the development industry with more clarity and certainty about community needs and expectations and allows them to focus on delivering projects that create great places and grow prosperity. Without such understanding and engagement, there will be ongoing resistance to the change required in our towns and cities.

This Action Plan identifies three goals for reform of the planning system and 19 reform initiatives to achieve the goals. The Minister has also determined that instead of preparing a White Paper, the Department of Planning, Lands and Heritage (DPLH) will collaborate with stakeholders to develop and implement the detail of many of the 19 reform initiatives to deliver this Action Plan for planning reform.

Supporting information including more detail about the context, the initiatives and delivery arrangements is provided in the Background Paper, which is available from:

www.dplh.wa.gov.au/planning-reform





On 20th February 2019, the State Government released *Our Priorities:* Sharing Prosperity to deliver better outcomes for all Western Australians. One of the six priorities - 'A liveable environment' - includes goals relating to the sustainable growth of WA's towns and cities, including transformational projects such as METRONET and increasing housing choices; as well as protecting significant natural assets and mitigating the impacts of climate change through a careful and considered transition of our economy. This Action Plan of 19 reform initiatives will assist in achieving these targets and support other government priorities.





Action Plan for planning reform

The State Government has identified three goals for planning reform:



Planning creates great places for people



Planning is easier to understand and navigate



Planning systems are consistent and efficient

This Action Plan of 19 reform initiatives has been prepared to deliver the State Government's three goals for planning reform.

Many stakeholders have urged the State Government to engage widely in future stages of the reform process, expressing a willingness to contribute to the process of developing the detail and shaping the reform initiatives. The Action Plan responds to this with collaborative processes to develop the detail of the reforms. This reflects the State Government's commitment to establishing new ways of working with community and business.

This approach will contribute to building a more collaborative and inclusive planning culture between State and local government, industry and the community and will:

- ensure the planning tools and processes are fit-for-purpose to respond to the challenges of the next phase of WA's growth
- make the planning system easier to understand and enable the community to be more engaged in strategic planning
- support new ways of working to reduce red tape, increase cooperation and create more consistency and efficiency in how the planning system operates.

Reform Initiatives



- Collaborative planning delivers district-level priorities
- A2: Urban corridors are realised with integrated planning
- Land use and infrastructure planning is coordinated A3:
- Good design is required and design excellence encouraged



PLANNING IS EASIER TO UNDERSTAND AND NAVIGATE

- B1: Planning is strategically-led
- B2: Engagement and consultation processes are consistent and effective
- B3: Local planning frameworks are more legible
- B4: Online planning portal improves access to information
- B5: Clear and concise guidance is readily available



PLANNING SYSTEMS ARE CONSISTENT AND EFFICIENT

- Local planning schemes are more consistent
- C2(i): Approvals are quicker and easier for small business in commercial and mixed-use centres
- C2(ii): Car parking requirements in commercial and mixed-use centres are consistent
- C3: Pre-lodgement advice facilitates better outcomes
- C4: Targeted reduction in timeframes for lower-risk proposals
- C5: Referral processes are well defined and coordinated
- C6: Structure and precinct planning tools are fit-for-purpose
- Development assessment processes are streamlined and outcomes-focussed
- C8: DAP processes are more consistent and transparent
- C9: The WAPC is more efficient and strategicallyfocussed
- C10: Planning activity data drives system improvement





2.1 Planning creates great places for people



The creation of great places for Western Australians is at the heart of many of the State Government's plans and priorities. For Perth and Peel, this means creating a compact, consolidated and connected city, whereas in the regions it means attracting economic development and provide housing choice for changing needs. Planning reform must address impediments within the planning system to achieving consolidated growth, with processes that make it easier to develop places that are well-connected, provide housing choice and diversity, and offer a great quality of life.

Four initiatives have been identified to deliver this reform goal.

A1: Collaborative planning delivers district-level priorities

In some areas, planning for consolidated growth, housing diversity, the public realm and other strategic priorities would be more effective if it was undertaken at the district level and involved State and local government working in close partnership to achieve an outcome.

This is particularly warranted when land ownership is highly fragmented and there are significant infrastructure challenges involving multiple agencies and/or multiple local governments. East Wanneroo is one example where State leadership is assisting to resolve long-standing barriers to development with a coordinated and strategic approach. Other locations that could benefit from this approach include urban and rail corridors.

OUTCOME: Collaborative district-level planning is enabled where it is required to deliver strategic priorities.

Actions:

- New arrangements will be introduced to provide for the WAPC to partner with local governments to prepare District Planning Strategies that address and resolve regionally-significant priorities at the district level.
- Provision will also be made for local planning schemes to give effect to District Planning Strategies.



Early action

The WAPC/DPLH will seek expressions of interest from local government to nominate areas that may be suitable to pilot preparation of a District Planning Strategy in partnership with State Government. A select number of priority areas will be chosen to trial potential new arrangements and procedures.

A2: Urban corridors are realised with integrated planning

Currently there are many significant urban road corridors, which are priority activity corridors for mixed-use development and consolidated growth and there is constant tension between the land use potential, and road use and access. Examples include the Canning and Stirling Highways.

The current road planning framework does not align with these proposals, creating an impediment to realising the potential of the corridors.

OUTCOME: Integrated planning and approvals for land use and transport to facilitate development and activation of urban corridors.

Actions:

- DPLH, Department of Transport (DoT), Main Roads Western Australia (MRWA), in collaboration with local government, will jointly prepare a whole-of-government framework of performance requirements that balance land use, transport and road planning outcomes for urban corridors.
- A new position to be established within MRWA, dedicated to providing stakeholders with early guidance to support development along and access to the corridors.
- New processes will be investigated to coordinate and streamline referral and approval processes for development on urban corridors.
- Design guidance will be provided for planning and development of urban corridors, and the development outcomes will be monitored to inform ongoing improvements in guidance and policy.

A3: Land use and infrastructure planning is coordinated

The development of priority precincts can be delayed or constrained by the need for upgrades to infrastructure outside the control of local government and landowners. There are no clear arrangements for the timely coordination and funding of these works, which will generally fall below the threshold of Infrastructure WA but are beyond the capacity of individual landowners to organise and fund.

Development of some urban renewal and regeneration precincts is being held up by the need for upgrades to water, sewerage and power. An effective mechanism is required to align these capital works with planning for priority precincts.

OUTCOME: Investment in consolidated growth and housing choice is unlocked with new funding models and arrangements to align capital works planning with land use planning.

- A Cabinet taskforce, comprising Ministers responsible for key infrastructure agencies, will be established with a mandate to address the infrastructure barriers to urban consolidation and development.
- Research and trials will be undertaken to determine effective new arrangements for infrastructure coordination in priority areas, including infill locations and land identified as urban and industrial deferred in region schemes.
- Data regarding forward infrastructure planning and staging by State agencies will be collated and disseminated by the WAPC to inform strategic planning at a local level.



A4: Good design is required and design excellence encouraged

The State Government is committed to improving the design quality of our towns and cities, as signalled with the release of Stage One of Design WA – Design of the Built Environment, Apartment Design Policy and Design Review Guide – and the establishment of the State Design Review Panel. The State will continue to progressively expand the Design WA suite of policies and guidance to improve the quality of design of buildings and public spaces.

OUTCOME: Design policy and guidance and design review processes deliver great places and good design across the State.

Actions:

- Policy guidance about planning and design of mixed-use precincts and activity centres, medium-density housing and new development areas will be finalised and implemented, in consultation with stakeholders.
- The WAPC and the Office of the Government Architect will promote more public discussion and awareness of good design of buildings and urban environments.
- The role of design review processes will be more clearly defined and more widely promoted.



Early action



The Design WA suite of policies and guidance continues to be developed to improve the quality of the built environment. The next stage of Design WA focusses on precinct design and medium-density development.

The Precinct Design policy and guidelines will apply to areas that require a high level of design focus due to their complexity, whether this is due to mixed-use components, higher levels of density, an activity centre designation or character and/or heritage value. The policy will require a tailored, performance-based approach to precinct design, supported by design review and a high level of community participation.

A scoping paper has been prepared for a medium-density policy and work on the policy has commenced. The scoping paper is based on information from the development industry, practitioners and local governments as well as conversations with some smaller-scale developers and builders who work in this space.

2.2 Planning is easier to understand and navigate



Many community members find the planning system hard to understand and do not feel they have an adequate say in planning matters. Industry stakeholders also comment on the complexity of the system and the challenges of finding all relevant information. Everyone should be able to easily find and understand planning documents and information, and have the opportunity to make a meaningful contribution to planning for the future of their community.

B1: Planning is strategically-led

OUTCOME: Strategic planning is elevated to become the guiding platform and approach to inform plan-making and decisionmaking, and the State planning policy framework is easier to understand.

Actions:

- The purpose and intent of each strategic planning and policy instrument will be better defined, as will key terms such as strategic planning and sustainable land use and development.
- Local planning instruments will be required to give effect, and have line-of-sight, to State, regional and sub-regional strategies.
- All decision-makers will be required to have due regard for strategic planning documents and the State policy framework in decision-making.
- Strategic planning documents and the State policy framework will be more accessible: written in plain-English, consolidated, have line-of-sight to higher order strategic documents, and easily accessed online with guidance documents.

- Strategic planning and the State policy framework will be kept up to date via monitoring of outcomes and regular review (or no later than every 10 years) and efficient amendment processes.
- Guidance will be provided to inform the interpretation and application of strategic planning documents and the State policy framework in local planning and decisionmaking.



Early action

The WAPC is currently reviewing its suite of State Planning Policies (SPP) to rationalise the number of SPPs, address overlaps and ensure SPPs remain aligned with contemporary planning practice. Of 28 State Planning Policies, 10 are under active review, with a further eight at various stages of consideration and investigation. Six water-related SPPs are currently being consolidated into a single SPP.



B2: Engagement and consultation processes are consistent and effective

The requirements and processes for community engagement and consultation are inconsistent between different planning authorities, and tend to be reactive rather than proactive. Industry and stakeholders have expressed support for modernising community engagement practices and regulatory requirements so they are more consistent and provide more opportunity for early engagement of the community in strategic planning.

OUTCOME: Contemporary, consistent and clear engagement and consultation practices to improve community understanding of the reasons for change and provide more awareness of proposals.

Actions:

- For strategic planning and planning policy development, contemporary engagement principles and requirements will be clearly defined to provide more certainty, consistency and confidence in the system.
- For statutory planning matters, consultation and notification requirements will be updated and mandated to provide consistent and contemporary practices among planning authorities within the metropolitan area and regional centres.
- Minimum on-site signage requirements for advertising of significant development applications will be provided, including a requirement for the height, bulk and appearance of a proposed building to be visually represented in particular circumstances.



Early action

Engagement:

The DPLH will lead by example in engaging with stakeholders and community by preparing a new engagement toolkit and implementing this through its own strategic and policy projects.

The WAPC has initiated a pilot project to explore community attitudes on urban consolidation. In addition to exploring community views towards greater density and infill development, it aims to identify engagement methods and techniques that can be used for other strategic planning and policy projects and will inform preparation of the toolkit.

Consultation:

A working group will be established to review and propose contemporary consultation and notification requirements for statutory planning proposals to be implemented consistently among planning authorities within the metropolitan area and regional centres.

B3: Local planning frameworks are more legible

Poor coordination and the extent of variance across local planning instruments can make the local planning framework unnecessarily complex to navigate and hard to understand for users, and makes it more difficult for decision-makers to determine complex matters and explain their decisions.

OUTCOME: Local planning instruments are easier to understand and have a clear strategic direction.

- The status of local strategic planning will be elevated and more meaningful with a concise 'local strategic statement' included in local planning schemes.
- A refined scope and requirements, and improved guidance will make local strategic planning less burdensome to prepare and make it easier for local government to be responsive to strategic needs.
- Provision will be made within local planning schemes for the limited use of mandatory development requirements, which will prevent variation to key provisions to achieve strategic outcomes and improve certainty.
- The use and function of local planning policies (LPPs) will be clearly stipulated with set criteria of what LPPs can and cannot be used for. LPPs that do not meet the criteria will require the approval of the WAPC before coming into effect.

- All LPPs will be prepared in a standard manner and form to improve legibility.
- LPPs will have a maximum five-year lifespan to ensure regular review takes place.
- Local strategic planning and local planning schemes and policies will be linked and presented on an online planning portal together with structure, activity centre and precinct plans (see C6). This means that every landowner will be able to see the planning requirements that affect their property in one place.
- The Planning and Development (Local Planning Schemes) Regulations 2015 Schedule 2: Deemed Provisions, which contain process and procedural requirements, will be better integrated with local planning schemes.



B4: Online planning portal improves access to information

Users often need to access multiple websites and documents to find the information they require about a planning matter. This makes it more difficult to find important information and understand the planning system.

OUTCOME: A single online planning portal makes the planning system easier to understand and quicker to navigate.

Actions:

- The State Planning Framework (State Planning Strategy, SPPs and associated guidelines, regional and sub-regional strategies, operational policies and position statements) will be better organised and presented in a new online planning portal
- Local planning instruments will be presented in a single location alongside the Planning and Development (Local Planning Schemes) Regulations 2015 Schedule 2: Deemed Provisions on the online planning portal, with crossreferencing and links between documents and provisions.
- Expanded online functionality will be investigated as a second stage, including mapping and the potential for proposal lodgement, tracking and referral management.

B5: Clear and concise guidance is readily available

Planning guidance documents vary greatly in purpose, scope, format and currency, and are often difficult to locate. The absence of complete, up-to-date guidance is contributing to unnecessary confusion, delays and frustration and creates a perception of more red tape.

OUTCOME: Clear and concise up-todate guidance assists local governments and other users to understand the system.

- DPLH/WAPC will prepare and publish contemporary guidance to explain the purpose of various planning instruments, expectations regarding how they are to be prepared and the way they are to be used.
- DPLH/WAPC will ensure that the guidance is regularly reviewed and kept up-to-date.

2.3 The planning system is consistent and efficient



A more efficient, consistent and simple planning system will deliver benefits such as reduced timeframes and more clarity and certainty for all stakeholders, including the wider community.

10 initiatives have been identified to achieve this goal.

C1: Local planning schemes are more consistent

There is significant variance in how zones, land uses, permissibility and development standards are applied across local planning schemes.

OUTCOME: A standardised approach to zones, land use, permissibility and development control to increase consistency, while retaining the ability for local governments and their communities to respond to local circumstances, such as heritage and character.

- A suite of standard zones, land use definitions and permissibility, including both compulsory and recommended elements, will be developed for statewide adoption in local planning schemes.
- A package of common development standards and conditionally permitted low-risk development (whereby land uses may be permitted without approval, subject to compliance with predetermined parameters) will be prepared for adoption in local planning schemes.



C2(i): Approvals are quicker and easier for small business in commercial and mixed-use centres

A significant cost and time delay for new small businesses can be the required 'change of use' development applications. This is often an unnecessary impediment to activation of town centres and main street café and retail corridors.

OUTCOME: A streamlined and statewide consistent 'change of use' development approval process to make it easier for small businesses to establish in existing town centres, retail/café corridors and other commercial and mixed-use centres.

Actions:

- A framework for change-of-use development applications for small business (with a low planning risk) will be developed which applies simple and consistent requirements and ensures low-risk proposals are either fast-tracked or exempt from approval requirements in existing buildings in established town centres, retail/cafe corridors and other commercial and mixed-use centres.
- Following a pilot program, the framework will be implemented state-wide and regulations amended as appropriate to give effect to changes.
- Plain English guidance for business owners will be prepared to support new business through planning approval processes.

C2(ii): Car parking requirements in commercial and mixed-use centres are consistent

The provision of car parking and the methodology used to consider concessions vary across planning authorities. In addition, the requirement to provide a cash-in-lieu of car parking payment to local government for a calculated shortfall of car parking is an additional impediment to the establishment of new small businesses.

OUTCOME: A state-wide consistent approach for provision of car parking that makes it easier for small businesses to establish in existing town centres, retail/café corridors and other commercial and mixed-use centres.

Actions:

- A state-wide consistent policy with practical criteria, basic benchmarks and fair methodology for considering concessions and the use of cash-in-lieu of car parking, will be developed and implemented for assessment of car parking requirements for small businesses in established town centres, retail/cafe corridors and other commercial and mixed-use centres.
- Following a pilot program, the criteria and methodology will be implemented state-wide and regulations amended as appropriate to give effect to changes.



Early action

The WAPC/DPLH will partner with participating local governments to develop, test and pilot a framework for change-of-use development applications and the criteria and methodology used to assess car parking requirements for small business in established town centre, retail/café corridors and other commercial and mixed-use centres.

C3: Pre-lodgement advice facilitates better outcomes

Current arrangements for provision of pre-lodgement advice vary substantially between different planning decision-makers and agencies. Some actively engage with proponents up-front while others require formal submission of a planning proposal before meaningful discussions can commence. Stakeholders recognise the benefit of pre-lodgement advice and seek a consistent approach.

OUTCOME: New processes for pre-lodgement advice to assist with the early identification and resolution of issues, which are consistent, fair, open and beneficial.

Actions:

- A pre-lodgement advice service, which is voluntary for applicants but cannot be declined by an assessor, will be available for region schemes amendments, local planning schemes and amendments, structure and precinct plans, development and subdivision applications.
- Following a trial of potential new pre-lodgement processes, the framework will be implemented state-wide and incorporated into regulation if required.



Early action

The DPLH will prepare new tools and processes to provide improved access and consistent and useful information and advice for proponents and users of the planning system on matters involving the Department. These include region scheme requests and amendments, local planning scheme matters, structure plans (and precinct plans as per the Design WA project) and subdivision proposals.



C4: Targeted reduction in timeframes for lower-risk proposals

Processing applications according to risk can enable relatively straightforward, low-impact planning proposals to be processed more quickly. At present, only certain types of planning proposals are formally subject to risk-based assessment and decision-making streams.

OUTCOME: Timeframes are reduced for a range of planning processes, according to the scale, risk and/or complexity of the proposal.

Actions:

- The use of risk-based assessment and decision-making pathways (e.g. basic/ standard/complex), with appropriate timeframes, will be expanded to other planning processes including:
 - region scheme amendments (review of current streams)
 - structure plans and amendments
 - activity centre plans and amendments (to become precinct plans under the Design WA project)
 - development applications (review of existing streams, refer initiative C7)
 - minor amendments and 'limited scope' reviews of SPPs.
- Clear and easy-to-apply criteria will be developed and arrangements put in place so that applicants can seek early agreement from assessors regarding the appropriate assessment stream for a planning proposal.



Early actions

The DPLH will trial and put in place new riskbased assessment and decision pathways for planning proposals it considers.

In the short term, the DPLH will review timeframes for and streamline the process of minor amendments to structure plans and activity centre plans (acknowledging that the process for activity centre plans is to be reviewed more widely as part of the Design WA Precinct Design project).

In addition, the DPLH will also streamline the processing of minor amendments, or limited scope reviews for SPPs, to ensure the State policy framework is responsive.

C5: Referral processes are well defined and coordinated

Consistent, timely and pragmatic referral authority input is an essential component of good decision-making. Current referral arrangements are not efficient or effective for proponents, referral agencies or planning assessors.

OUTCOME: A new framework for the referral of planning applications to provide greater certainty regarding the timing, process and scope of referral agency input.

Actions:

- A new framework for the referral of planning applications to agencies will be developed so they occur in a consistent manner.
- Timeframes for referral agencies to respond will be introduced for all planning proposals (currently only applicable to development and subdivision applications) and if no response is provided in the set timeframe, assessment will proceed on the assumption there are no objections or issues for resolution.
- The purpose and scope of planning referrals will be clearly outlined and understood, with requirements known in advance.
- Clear arrangements will be in place to resolve conflicting referral responses where they arise.

C6: Structure and precinct planning tools are fit-for-purpose

There is currently confusion as to which tool should be used in different situations and a sense that the current processes are sometimes not appropriate to the desired outcome, particularly for infill development, leading to a proliferation of local development plans and the inappropriate use of structure plans.

OUTCOME: The framework for structure and precinct planning is improved to ensure the tools are used appropriately and consistently to achieve good outcomes.

- The option to incorporate key elements of precinct (and/or structure) plans into local planning schemes will be available via a parallel or streamlined scheme amendment process to reduce total assessment and decision timeframes and remove duplications in consultation.
- The purpose and effect, and appropriate use, of structure and activity centre plans (soon to be precinct plans under the Design WA project) and local development plans will be clearly defined.
- The process to prepare structure and precinct plans will be collaborative, including pre-lodgement discussions and the involvement of referral agencies (where relevant) and the community.
- Structure and precinct plans will be subject to risk-based assessment streams and contemporary consultation practices.



C7: Development assessment processes are streamlined and outcomes-focussed

Development assessment practices often vary across jurisdictions, leading to confusion and uncertainty. The development application process should be easy for people to understand, while also being consistent and efficient to provide certainty for proponents.

OUTCOME: Improvements to development assessment processes to increase understanding, deliver good practice and increase consistency across jurisdictions.

Actions:

- Planning authorities will be required to provide a pre-lodgement advice service if requested by an applicant (refer initiative C3). Requirements for local governments outside the metropolitan area or regional centres will be investigated with support provided where appropriate.
- A guide to the development assessment process will be prepared to assist all parties on what to expect and steps to be taken.
- For single house development applications, a 10-business-day timeframe will be set for local government to request additional information (above that required by the regulations), after receipt of an application, to ensure planning applications continue to progress.
- For other types of development applications, a timeframe for planning authorities to request additional information (above that required by the regulations), will be investigated.

- A voluntary 'deemed to comply' check for single houses will be introduced (with a fee for service) to provide certainty to those building or doing additions to their home.
- A mechanism to pause the statutory timeframes when additional information is requested from an applicant will be provided.
- Better defined risk-based assessment streams will be provided, including a shorter pathway for 'minor variations' to single houses (to be defined).
- Decision makers will be required to make available a statement of reasons for their planning decisions.



Early action

A working group will be formed to prepare improvements to the development application process, including to determine the scope of a 'minor variation' to single houses which may qualify for a shorter assessment and determination pathway.

C8: DAP processes are more consistent and transparent

A total of nine Development Assessment Panels (DAPs) are currently constituted across Western Australia, with 48 specialist members within the pool. DAPs are engaged on an as-needs basis, which means many of the specialist members are engaged in other working arrangements in addition to their role as a DAP member. Agendas are centrally compiled by the DAP Secretariat (within DPLH) however secretarial support for each DAP meeting is generally provided by the local government that is hosting the meeting. These arrangements result in variation in governance, decision-making and recordkeeping across DAPs, which in turn has created some confusion and fuelled mistrust of the DAP system.

OUTCOME: A more consistent, robust DAP process to reduce potential conflicts of interest and promote consistency of decision making.

Actions:

- The number of DAPs will be reduced to no more than three, and the DAP specialist members will be engaged on a full-time basis. (Note: there is no change proposed to the arrangement for local government members on DAPs).
- A pool of non-voting subject matter experts will be formed to provide DAPs with independent, specialist advice when required.
- DAP meetings will be held at regular times, with the option to hold meetings outside ordinary business hours where appropriate.

- Meetings will be audio recorded, with recordings made available on the DAP section of the DPLH website.
- Consistent governance support will be provided to attend meetings, clarify process and ensure consistent and correct meeting procedures.
- All administrative support will be provided by the DAP Secretariat.



Early actions

- DAP procedures and practice notes will be updated to provide clear arrangements for deferring matters, managing additional information presented at meetings, and exercising flexibility in meeting procedures where appropriate.
- DAPs will provide an improved statement of reasons for all decisions: addressing key matters raised in the Responsible Authority Report and submissions received.
- Plain English explanatory materials will be readily available to improve community understanding of the DAP process.



C9: The WAPC is more efficient and strategically-focussed

The WAPC is established as a Board of Management under the *Planning and Development Act 2005* (PD Act), which prescribes the functions, structure and responsibilities of the WAPC and its committees. The WAPC currently comprises 16 members, including six Directors General, four nominated representatives and six independent members with technical expertise relevant to the role of the WAPC. Changes to the membership of the WAPC and the Statutory Planning Committee have recently taken place, including the appointment of four new members to the WAPC and five new members to the SPC earlier in 2019.

The current structure and scope of the WAPC, however, means that it has less capacity to focus on strategic planning, maintain oversight of the planning system and the policy framework, and respond promptly to emerging trends and challenges.

OUTCOME: Changes to the structure, functions and operations of the WAPC to increase transparency and efficiency and enable a greater focus on strategic planning matters.

Actions:

The Chair of the WAPC will lead development of a new structure and operations for the WAPC and its committees. Options include:

- an independent WAPC board comprising of seven to 10 members
- a more flexible committee structure, with the power to form and disband committees as required to respond to emerging challenges, future work program and projects (noting that the Statutory Planning Committee and Executive, Finance and Property Committee perform core functions and will continue)

- fit-for-purpose arrangements for the provision of technical agency input from agency Directors General and CEOs on matters as required
- clear arrangements for the WAPC in leading key land use planning and infrastructure co-ordination activities which fall outside the scope of Infrastructure WA
- changes to the servicing and resourcing arrangements between the WAPC and DPLH to better support effective strategic planning and policy development.



Early actions

Community, local government and proponents are able to make better informed deputations:

- Timeframes will be established to notify key stakeholders when matters are coming before the SPC and WAPC for consideration.
- The WAPC and SPC to publish agenda papers that provide the 'key matters under consideration' for schemes and amendments, allowing deputations to address the areas of known concern.

C10: Planning activity data drive system improvement

Transparent reporting of the performance of planning authorities in undertaking planning processes can be a powerful tool to identify areas that require improvement.

OUTCOME: Greater visibility of local government and State Government performance of planning responsibilities and the operation of the regulatory system to inform ongoing system improvements.

Actions:

- Mandatory reporting of planning activity by local government and State Government planning authorities will be introduced.
- Quantitative and qualitative planning activity data will be collected including information on performance against statutory requirements.
- Summary data will be made available.



Early action

The DPLH/WAPC will convene a working group to propose a framework for the collection, analysis and publication of data on planning activity for implementation.





Delivery

3.1 Indicative program

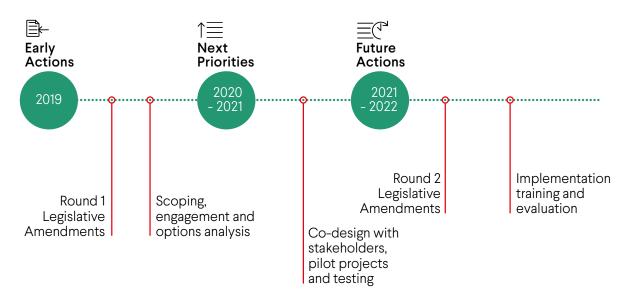
The Background Paper to this Action Plan provides further detail regarding each initiative, the key activities and an indicative timeframe.

Two stages of legislative amendment are proposed to support implementation of the reform initiatives; an initial round to progress pending amendments and deal with several of the reform proposals that have broad support; and a second round to give effect to the outcomes of longer-term reform initiatives.

The 19 initiatives will be staged according to the priorities and capacity of government and industry, and taking into account the interdependency of some initiatives and potential for some working groups to consider several initiatives concurrently. Some initiatives will be split to allow components to be delivered as soon as possible.

Each initiative includes sufficient time to provide information sessions, training, education material and briefings to ensure stakeholders and users of the planning system are ready for changes.

A schedule of the highlighted early actions (Schedule 1) and key activities (Schedule 2) provides an indication of steps and timing to implement the reform initiatives.



3.2 Round 1 legislative changes

The Planning and Development Act 2005 and Planning and Development (Local Planning Schemes) Regulations 2015 are two key legislative documents that govern planning and development in Western Australia. Round 1 legislative changes are currently being progressed, consisting of amendments identified in previous reform processes which support the goals and reform initiatives of this Action Plan. These include:

- changes to regulations to support the introduction of Design Review Panels
- streamlining the process for minor amendments to Structure Plans
- streamlining the development application process by reducing the time for public authorities to respond to a referral from 42 days to 30 days
- reducing red tape by allowing a scheme amendment to be withdrawn by the proponent (i.e. landowner or local government – note: if the proponent is a landowner, withdrawing will require consent of the local government)
- clarifying the basis for the basic/ standard/complex processing of scheme amendments
- responding to industry and community concerns by providing additional land use definitions for residential aged care facilities and light industry
- addressing issues in making compliant single houses exempt from the need for planning approval in new development areas (i.e. where development zones apply) and where a local planning policy amends, replaces or augments the R-Codes

- clarification of red-tape reduction for minor residential development
- providing for streamlined processing of basic amendments or limited scope reviews to SPPs
- modernising basic advertising requirements
- various administrative amendments that rectify drafting anomalies and provide more clarity in interpretation.

The Metropolitan Region Scheme text will also be updated to bring it into line with modern planning practices.

Additional amendments to legislation will be made in Round 1 as part of the reform initiatives described in this Action Plan, where project timing aligns.



3.3 Pilot projects and reform initiative trials

Concurrent with the early actions identified, the WAPC and DPLH will also engage with local government and stakeholders to commence pilot projects and trials of new processes and procedures. The four initial priorities are listed below:

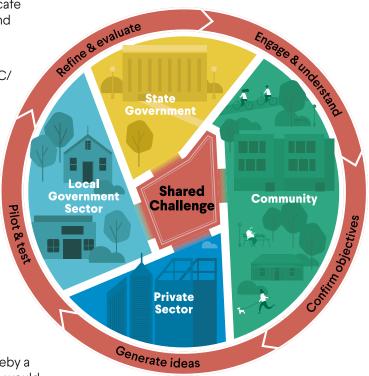
- Seek expressions of interest from local government to nominate areas that may be suitable to pilot preparation of a District Planning Strategy in partnership with State Government. A select number of priority areas will be chosen to trial potential new arrangements and procedures.
- 2. Partner with participating local governments to develop, test and pilot a framework for change-of-use development applications and the criteria and methodology used to assess car parking requirements for small business in established town centre, retail/cafe corridors and other commercial and mixed-use centres.
- Pilot new pre-lodgement advisory services and procedures for WAPC/ DPLH.
- 4. Partner with local government to prepare and trial methods for fast-track assessment and consideration of minor variations to single house development applications, including:
 - introduction of a voluntary "deemed-to-comply" check and consideration of an appropriate fee structure for this service
 - Standardising consultation and notification requirements
 - Identifying circumstances whereby a reduced assessment timeframe would be appropriate.

3.4 Collaboration

Stakeholders have told us they are willing to play an active part in shaping planning reform and the State Government is committed to transforming the way it works with stakeholders across all its operations and activities.

In implementing this Action Plan, the DPLH and WAPC will work collaboratively with the community, private sector, local government and other state agencies to develop the detail of many of the reform initiatives.

Informed by the principles of co-design and design thinking, stakeholder reference and initiative working groups will be convened to participate in problem definition, ideas generation, solution testing and the making of recommendations. Broader stakeholder and community consultation will also be undertaken.



Schedule 1:

Summary of Early Actions

2	A1:	Collaborative planning delivers district level priorities	The WAPC/DPLH will seek expressions of interest from local government to nominate areas that may be suitable to pilot preparation of a District Planning Strategy in partnership with State Government.
	A3:	Land use and infrastructure planning is coordinated	A Cabinet taskforce, comprising Ministers responsible for key infrastructure agencies, will be established with a mandate to address the infrastructure barriers to urban consolidation and development.
	A4:	Good design is required and design excellence encouraged	WAPC will progress the Design WA project to deliver policy and guidance for precincts and medium density development.
	B1:	Planning is strategically-led	WAPC is currently reviewing the state-wide strategic and policy framework to rationalise policies, address overlaps and ensure policy remains aligned with contemporary planning practice.
•••••	B2:	Engagement and consultation processes are consistent and effective	DPLH will improve its engagement practices with stakeholders and prepare and implement a new engagement toolkit.
		effective	DPLH will convene a working group to propose new standardised consultation requirements.
	C2(i):	Approvals are quicker and easier for small business in commercial and mixed-use centres	DPLH will partner with participating local governments to develop, test and pilot a framework to improve the current change-of-use development application process (including criteria and methodology used to assess car parking
	C2(ii)	Car parking requirements in commercial and mixed-use centres are consistent	requirements) for small business in established town centre, retail/café corridors and other commercial and mixed-use centres.
	C3:	Pre-lodgement advice facilitates better outcomes	The DPLH will prepare new tools and processes to provide improved access and consistent and useful information and advice for proponents and users of the planning system on matters involving the Department.
	C4:	Targeted reduction in timeframes for lower-risk proposals	The DPLH will trial and put in place new risk-based assessment and decision pathways for planning proposals it considers.
	C7:	Development assessment processes are streamlined and outcomes focussed	A working group will be formed to determine the scope of a 'minor variation' to single houses which may qualify for a shorter assessment and determination pathway.
	C8:	DAP processes are more consistent and transparent	DAP procedures, practice notes and explanatory materials will be improved and updated, and DAPs will provide an improved statement of reasons for all decisions.
	C9:	The WAPC is more efficient and strategically-focussed	The WAPC and SPC to publish agenda papers that provide the 'key matters under consideration' for schemes and amendments.
	C10: F	Planning activity data drives system improvements	A working group will be convened to propose a framework for collection, analysis and publication of data on planning activity.



Schedule 2:

Key activities

This schedule provides an indicative timeframe of key activities to be undertaken in implementing the reform initiatives detailed above. Please note, to assist readability, this schedule highlights key activities only.

Planning creates great places for people

A1: Collaborative planning for district level priorities

Early Actions

The WAPC/DPLH will seek expressions of interest from local government to nominate areas that may be suitable to pilot preparation of a District Planning Strategy (DPS) in partnership with State Government. A select number of priority areas will be chosen to trial potential new arrangements and procedures.

Next Priorities

The working group will monitor and evaluate outcomes of pilot projects and provide advice on preferred options for the preparation of DPS, including:

- community engagement requirements
- information and procedural requirements
- funding models/arrangement
- arrangements for implementation.

Future Actions

Document, consult and finalise:

- a prioritised list and program for future DPS projects
- procedures for the initiation and funding of DPS projects
- legislative changes required to prepare a DPS (if required)
- policy and guidance documents to support implementation.

A2: Urban corridors are realised with integrated planning

Early Actions

Establish a new position within MRWA, dedicated to aligning planning and transport outcomes on urban corridors and providing stakeholders with early guidance to support development along and access to the corridors.

Progress investigation of a Movement and Place framework as a tool to identify the performance characteristics for traffic, transport and place along urban corridors and consider solutions in terms of design and approvals.

Next Priorities

Identify pilot projects and test the framework in partnership with local government on identified corridors.

Modify strategic and policy documents across all agencies (DPLH, DoT, MRWA) to reflect the agreed framework.

Investigate an integrated process to coordinate and streamline referral and approval process for development on urban corridors.

Evaluate the merits of identifying urban corridors as a new road reservation category in region schemes, and of reviewing road reservations for identified urban corridors.

Future Actions

Prepare design guidance for built form and urban places on corridors (refer Initiative A4).

Progress legislative amendments where appropriate to give effect to changes.

A3: Land use and infrastructure planning is coordinated

Early Actions

Establish a Cabinet taskforce comprising Ministers responsible for key infrastructure agencies with a mandate to address the infrastructure barriers to urban consolidation and development.

Next Priorities

Undertake research and trials to determine new arrangements for infrastructure coordination in priority areas, including infill locations and land identified as urban and industrial deferred in region schemes.

Investigate options for collating and disseminating infrastructure forward works data to inform strategic planning.

WAPC to consult with State agencies and local government, and the 'consolidated growth' working group, to review outcomes of trials and identify arrangements that are replicable and scalable for infrastructure coordination and funding.

Future Actions

DPLH to prepare policy frameworks, procedural arrangements and guidance notes for the preferred models of infrastructure coordination.

DPLH to monitor outcomes to ensure new arrangements are effective.



A4: Good design is required and design excellence encouraged

Early Actions

Undertake consultation on draft Precinct Design SPP and testing to finalise the policy.

Develop and deliver necessary guidance and training materials.

Progress community engagement activities regarding the design of the built environment and consolidated growth.

Review and update content of *Liveable*Neighbourhoods in consultation with stakeholders, adopt as Neighbourhood Design SPP and develop and deliver necessary guidance and training materials

Commence preparation of a SPP for medium density residential development and update the R-Codes accordingly.

Next Priorities

Review SPP 4.2 - Activity Centres for Perth and Peel, SPP 3.1 - Residential Design Codes (Single Houses) and review associated design guidelines such as 'Designing Out Crime'.



Planning is easier to understand and navigate

B1: Planning is strategically-led

Early Actions

The WAPC has commenced review of the SPP suite with 10 of the 28 SPPs under active review, and a further eight are at various stages of consideration and investigation.

Develop 'risk-based' assessment and decision-making streams for basic amendment and limited scope reviews of SPPs (refer initiative C4).

Next Priorities

Clarify the purpose and intent of strategic planning instruments and prepare guidance for users of the planning system on the purpose, effect and application of the strategic planning instruments and SPPs, including requirements for all planning decisions makers to consider these documents in decision-making.

Prepare definitions of key terminology such as strategic planning and sustainable land use and development and provide for these definitions to be included in legislation, regulation or SPP1 - State Planning Framework as appropriate.

Investigate strategies to improve lineof-sight through the State Planning Framework, including consideration of common elements and amending the PD Act or Regulations to require local planning frameworks to give effect to higher-order strategic plans and policies.

Future Actions

Implement a work program to progressively consolidate and update documents so they are more consistent and easier to understand: written in plain English, clear line-of-sight to State, regional and sub-regional strategies and updated at least every 10 years. Ensure the guidance is kept up to date to align with policy reviews.



B2: Engagement and consultation processes are consistent and effective

Early Actions

DPLH will implement new practices through its own strategic and policy projects to improve its engagement with stakeholders.

Convene a working group to review and propose contemporary consultation and notification requirements (including new minimum onsite signage requirements for advertising of significant development applications) to be implemented consistently among planning authorities within the metropolitan area and regional centres.

Next Priorities

Working group to determine changes to make engagement and consultation processes more meaningful and consistent, including consideration of the need for, and scope of, a Community Engagement Charter.

Collaborate with the local government sector to prepare a toolkit and good practice guide for engagement on strategic planning matters.

Future Actions

Monitor the impact and efficacy of changes and determine other required actions to further improve stakeholder engagement by all planning authorities.

Progress legislative amendments where appropriate to give effect to changes.

B3: Local planning frameworks are more legible

Early Actions

Convene a 'local planning framework' working group to consider an appropriate framework for:

- local strategic statements
- use of mandatory development requirements;
- local planning policies
- better integration of the deemed provisions with local planning schemes.

Next Priorities

Trial and test the proposed new approaches for local strategic statement, mandatory development requirements and local planning policies with local governments. Make recommendation for implementation of the preferred approaches.

Commence development of an online planning portal so that the local planning framework can be accessed from one location (refer Initiative B4).

Develop guidance to assist with preparation of the local planning framework (refer Initiative B5).

Future Actions

Prepare final framework and deliver training on new processes.

Progress legislative amendments where appropriate to give effect to changes.

B4: Online planning portal makes information accessible

Early Actions

Investigate and determine scope, functionality and design requirements of an online planning portal.

Next Priorities

Develop an online planning portal to present, cross-reference, link and organise:

- the State Planning Framework (including SPPs, associated guidelines, maps, regional and sub-regional strategies)
- local planning instruments for each local government jurisdiction (including associated maps) alongside the Deemed provisions.

Investigate refinement of public mapping platform as tool to display increased State and local planning spatial information.

Future Actions

Investigate development of a coordinated online system for improved functionality of proposal lodgement and referrals coordination.

B5: Clear and concise guidance is readily available

Early Actions

Engage with stakeholders to identify improvements and desired scope of the guidance suite.

Next Priorities

Rescind, revise and/or reorganise current guidance documents into a new WA Planning Toolkit framework.

Prepare and publish additional guidance as required to explain the purpose of planning instruments, how they are to be prepared and the way they are to be used.

Future Actions

Develop and implement a work plan for regular review and updating of the WA Planning Toolkit.



Planning systems are consistent and efficient

C1: Local planning schemes are more consistent

Early Actions

Convene a working group to consider the principles and objectives for more consistent local planning schemes and standardisation of zones, land uses, permissibility, common development standards and conditional permissibility.

Next Priorities

Develop framework:

- a suite of standard zones, land use definitions and permissibility, including both compulsory and optional elements, for adoption across local planning schemes
- a package of common development standards and conditionally permitted lowrisk development (whereby land uses may be permitted without approval, subject to compliance with predetermined parameters).

Undertake testing of the proposed elements with local governments.

Finalise the recommendations and identify implementation methods.

Future Actions

Prepare guidance documents and deliver training on transitional arrangements and new processes.

Progress legislative amendments where appropriate to give effect to changes.

C2(i): Approvals are quicker and easier for small business in commercial and mixed-use centres

Early Actions

WAPC/DPLH to partner with participating local governments to develop, test and pilot a framework for change-of-use development applications to fast track approval processes for small, low-impact businesses.

Next Priorities

Prepare plain English guidance for business owners to support new businesses through planning approval processes.

Amend regulations as appropriate to give effect to changes.

C2(ii): Car parking requirements in commercial and mixed-use centres are consistent

Early Actions

Next Priorities

WAPC/DPLH to partner with participating local governments to develop, test and pilot a framework for considering concessions and the use of cashin-lieu of car parking.

Amend regulations as appropriate to give effect to changes.

C3: Pre-lodgement advice facilitates better outcomes

Early Actions

The DPLH will prepare new tools and processes to provide prelodgement advice (voluntary for applicants) for proponents and users of the planning system on matters involving DPLH.

Convene a working group to consider a draft industry-wide framework for pre-lodgement advice services.

Next Priorities

Road-test proposed new framework with participating local governments and DPLH and make refinements as required.

Investigate arrangements and support for local governments outside of the metropolitan area or regional centres.

Future Actions

Deliver guidance and training on new processes.

Progress legislative amendments where appropriate to give effect to changes.

C4: Targeted reduction in timeframes for lower-risk proposals

Early Actions

DPLH/WAPC to develop and trial expansion of risk-based assessment streams to the processing of amendments to structure (and precinct plans as per the Design WA project), region schemes, and amendment of SPPs.

Convene a working group to consider a draft framework for expansion of risk-based assessment streams across the planning system.

Next Priorities

Road-test potential new procedures with participating local governments and DPLH, and refine.

Prepare, consult and finalise framework and deliver training on new processes.

Future Actions

Progress legislative amendments where appropriate to give effect to changes.



C5: Referral processes are well defined and coordinated

Early Actions

Convene a cross-government working group with key agencies to determine constraints and opportunities for improvement and develop a draft framework for a consistent and efficient planning referrals system.

Next Priorities

Develop a clear framework for referrals for all planning proposals including:

- clear definition of the triggers, purpose, scope and requirements of planning referrals
- arrangements for resolution of conflicting referral responses where they arise.

Test the draft framework with referral agencies before progressing to implementation.

Future Actions

Prepare guidance and training materials to support implementation.

Progress legislative amendments where appropriate to give effect to changes.

C6: Structure and precinct planning tools are fit-for-purpose

Note: Several outcomes and actions of this initiative are addressed in the Design WA Precinct Project currently released for consultation, including:

- Draft State Planning Policy 7.2 Precinct Design and the Precinct Design Guidelines
- Planning Framework Discussion Paper

Early Actions

Develop and trial pre-lodgment, risk-based assessment streams and more effective engagement with referral agencies in relation to approvals for structure and activity centre (precinct) plans (refer to Initiatives C3, 4 & 5).

Next Priorities

Develop and trial arrangements to concurrently progress amendments to local planning schemes to give effect to structure or activity centre (precinct) plans, including definition of additional process or requirements in preparing and assessing plans to enable this to occur.

Finalise the framework and prepare an implementation program including training and guidance.

Future Actions

Progress legislative amendments as required to give effect to changes.

C7: Development assessment processes are streamlined and outcomes-focussed

Early Actions

Convene a working group to prepare improvements to the development application process as identified in the Action Plan.

Next Priorities

Prepare a Development Assessment Guide including bestpractice examples.

Future Actions

Deliver training for implementation of changes.

Progress legislative amendments as required to give effect to changes.

C8: DAP processes are more consistent and transparent

Early Actions

Amend existing procedures and practice notes to reflect current requirements and to provide clear arrangements for deferring matters, managing additional information presented at meetings, and exercising flexibility in meeting procedures where appropriate.

Make changes necessary to procedures and practice notes, including any training and administrative support for an improved statement of reasons for all DAP decisions.

Improve explanatory materials available on website to improve community understanding of the DAP process.

Prepare a transition plan to reconfigure the DAPs to a maximum of three panels of full-time specialist members.

Next Priorities

Progress changes to the Planning and Development (Development Assessment Panel) Regulations 2011 to implement new structure.

Form new DAP panels and recruit as required.

Form a pool of subject matter experts to provide DAPs with independent, specialist advice when required.

Establish requirements for audio-recording of DAP meetings and regular meeting times.

Provide governance support to attend meetings, clarify process and ensure consistent and correct meeting procedures and full administrative support from the DAP Secretariat.



C9: The WAPC is more efficient and strategically-focussed

Early Actions

Establish new procedures and practices for notifying key stakeholders when a matter is coming before the WAPC or SPC for consideration.

Publish agenda papers that provide a summary of the 'key matters under consideration' for schemes and amendments to allow stakeholders to make better informed deputations.

Next Priorities

Develop options, consult and finalise new structure and operations for the WAPC and its committees.

Future Actions

Progress legislative amendments as required to give effect to changes.

C10: Planning activity data drive system improvements

Early Actions

Convene a 'data reporting' local government working group to:

- establish principles and objectives
- identify key qualitative and quantitative/lead and lag indicators based on available data
- determine an efficient data collection method.

Next Priorities

Undertake trial program with planning authorities to road-test draft data collection processes and to assess impacts on business practices.

Establish arrangements for provision of, analysing and reporting of data.

Prepare, consult on and finalise new framework and deliver training.

Progress legislative amendments as required to give effect to changes.