

Shire of Dandaragan – Report of Review

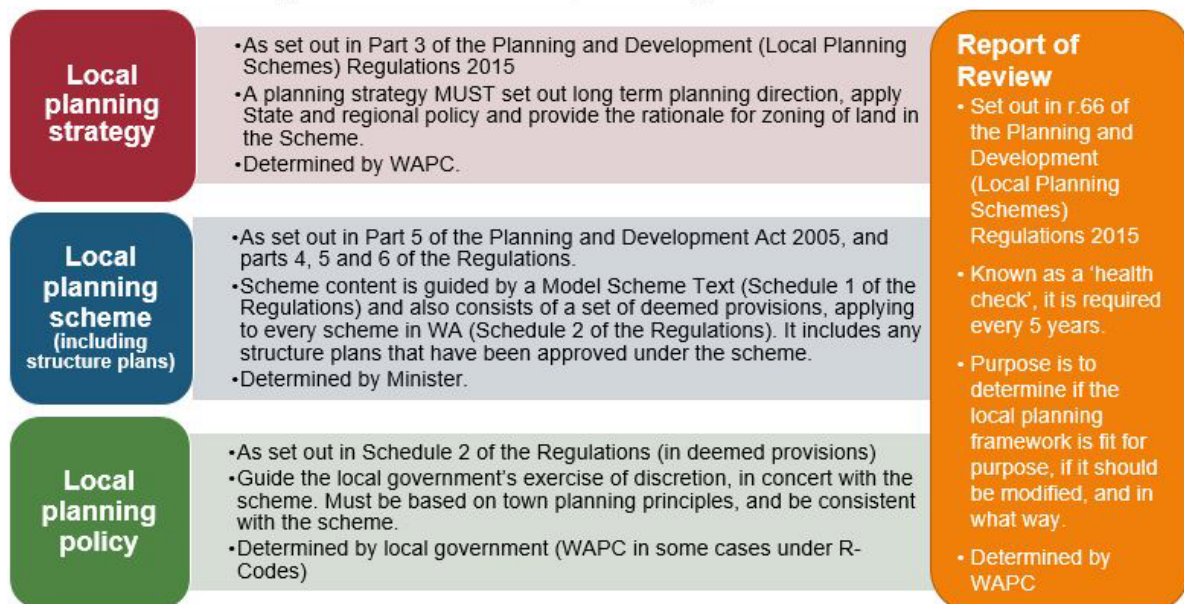
PART 1 - BACKGROUND

About the WA planning system

The key decision-makers in the Western Australian Planning system are the Minister for Planning, Western Australian Planning Commission and local governments. These roles and responsibilities are set out in legislation and regulation, principally the *Planning and Development Act 2005*.

The *Planning and Development (Local Planning Schemes) Regulations 2015* (Regulations) establishes the framework for local planning, through local planning strategies and schemes. As shown in **Figure 1**, the local planning framework consists of three key components; a local planning strategy and scheme, and a suite of local planning policies that guide local government discretion in decision-making. The Regulations require local governments to prepare a Report of Review periodically to assess the effectiveness of the local planning framework.

Figure 1 - the local planning framework



What is a Report of Review?

A Report of Review is a health-check for the local planning framework, which is required to be prepared every 5 years to assess how the framework is operating, and if adjustments need to be made. A Report of Review is required to consider whether a local government's local planning strategy and scheme, and any structure plans adopted under the scheme are:

1. Satisfactory in their existing form; or
2. Should be amended; or
3. Should be revoked and/or have a new one prepared.

It is also recommended that local planning policies be considered as part of this review, although this is at the local government's discretion.

Following the recommendation from the local government, the Commission is to decide whether the Commission agrees or disagrees with the Report of Review and notify the local government of its decision. The local government is then required to publish the Report of Review and notice of the Commission's decision. The reason for this is to increase transparency in the planning system and provide stakeholders and community members with a 'road map' of future changes (or not) to the local framework. This Report of Review examines the Shire of Dandaragan's local planning framework and make recommendations to the Commission.

About the Shire of Dandaragan

The Shire of Dandaragan (Shire) is located approximately 200 kilometres north of Perth and has an area of approximately 6,716km². The Shire, which is one of the 42 local governments within the State's Wheatbelt planning region, is bordered by the Shire(s) of Gingin (south), Moora and Victoria Plains (east), and Coorow (north). (Refer to **Figure 2 - Location plan**).

According to the Australian Bureau of Statistics, the Shire's Estimated Resident Population (ERP) population was 3,573 persons in 2022 (Profile ID, 2022). This accounts for approximately 4.5% of the Wheatbelt's population. The key population centres are the coastal settlements of Jurien Bay and Cervantes and the inland townsites of Dandaragan and Badgingarra.

PART 2 - LOCAL PLANNING FRAMEWORK

The Shire's Local Planning Framework consists of:

- Local Planning Strategy - The current Local Planning Strategy (Strategy) was finalised in 2020. The Strategy covers the whole of the Shire (refer to **Figure 3 - Local Planning Strategy Map**);
- Local Planning Scheme - Local Planning Scheme No. 7 (Scheme) was gazetted in 2006. The Scheme covers the whole of the Shire. Since gazettal, the Scheme has been amended 38 times. **Appendix 1** provides a detailed explanation of the amendments to the Scheme since 2006.
- Structure/local development plans - Marine Fields Structure Plan (SPN 0699) approved in 2015 and the Turquoise Coast Development Area Structure Plan approved in 2004. The Local Development Plan for Lot 62 Roberts Street, Jurien Bay was approved in 2018.
- Local planning policies - the Shire has 13 local planning policies that have been prepared to guide land use planning in the local context since gazettal of the Scheme.

PART 3 - PLANNING CONTEXT

This section identifies anticipated drivers of change that are currently or anticipated to have implications for future land use planning over the next 10-15 years.

3.1 Population

Historical trends and forecasts

In the Shire there was an increase of approximately 300 persons between 2006 and 2011 and population has remained generally stable since that time. Between 2001 (2,987) and 2022 (3,573), the Estimated Resident Population (ERP) of the Shire increased by approximately 403 people (or by 0.85% per annum). The average annual growth rate for the State over this 20 year period was 1.8% p.a.

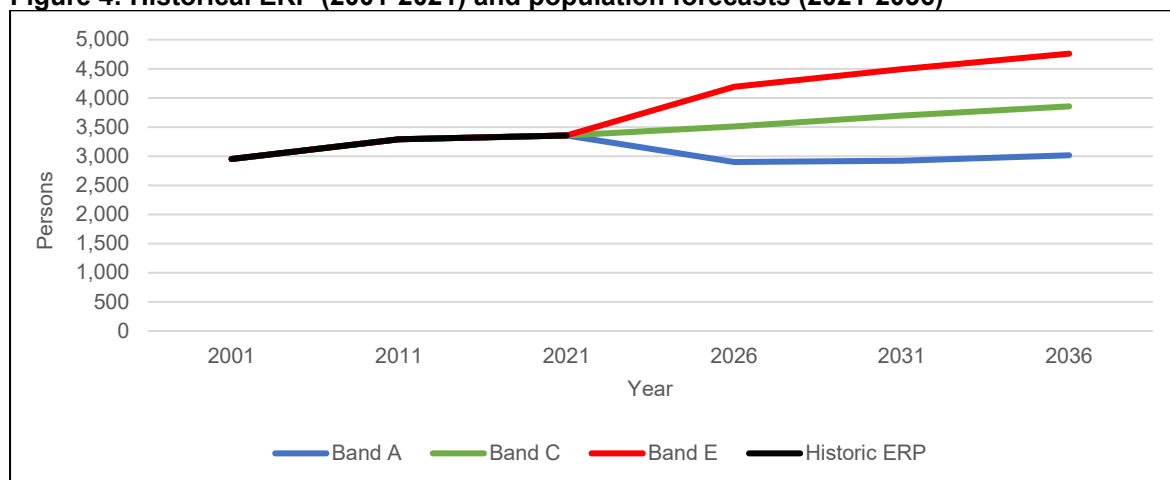
Population forecasts published by the WAPC as part of its Western Australia Tomorrow series indicate that the number of people living in the Shire between 2021 and 2036 is expected to increase. This increases ranges by approximately 500 persons (0.93% p.a.) (C Band) to 1,405 persons (2.36% p.a.) (E Band). Refer to **Table 1** and **Figure 3**.

Table 1: Historical ERP (2001-2021) and population forecasts (2021-2036)						
Band	Historical ERP			WA Tomorrow forecasts		
	2001	2011	2021	2026	2031	2036
Band A	2,952	3,292	3,355	2,900	2,923	3,015
Band C	2,952	3,292	3,355	3,510	3,699	3,855
Band E	2,952	3,292	3,355	4,189	4,496	4,760

Source: ABS (2023); WAPC (2018); DPLH (2023)

This population change is expected to generate demand for between 227 additional dwellings (~15 p.a.) (C Band) and 619 additional dwellings (~ 41 p.a.) (E Band) (refer to **Table 2**). An analysis of past trends and future requirements in respect to supply of land to service this demand is provided in **Part 3 - Supply of land**.

Figure 4: Historical ERP (2001-2021) and population forecasts (2021-2036)



Source: ABS (2023); WAPC (2018)

Table 2: Estimated population and dwelling requirements				
Timeframe	Forecast additional population		Estimated dwelling req	
	C band	E Band	C Band	E Band
Base pop/dwell (2021)	3,355		2,787	
2021-2026	+155	+834	+70	+379
2026-2031	+189	+307	+86	+139
2031-2036	+156	+224	+71	+101
Change 2021-2036	500 (~ 33 ppl p.a.)	1,405 (~ 93 ppl p.a.)	227 (~ 15 dwells p.a.)	619 (~ 41 dwells p.a.)
Source: WAPC (2018), ABS (2022), DPLH (2023)				
Notes:				
<ul style="list-style-type: none"> According to the 2021 Census the Shire's household size is 2.2 persons per dwelling. Almost all of the existing housing stock within the Shire is detached housing - none of the dwelling calculations contemplate medium (or higher) density housing typologies. 				

Population distribution

Most of the Shire's population is based in Jurien Bay (1,985 persons or 48%) and to a lesser extent Cervantes (480 persons or 14%). If this trend continues, most of the anticipated additional population and dwellings will be required within these towns. Dandaragan (292 persons or 8.7%) and Badgingarra (173 persons or 5%) are expected to accommodate a smaller proportion of the forecast population as both service the Shire's rural hinterland where the population has mostly remained the same. All settlements have sufficient various zoned land to cater for demand.

Ageing of the population

Data from the Census of Population and Households (Census) shows that the proportion of the population aged over 65 years of age has more than doubled over the last 20 years from 12.2% (2001) to 27.6% (2021). In acknowledgement of this trend, land has been identified within Jurien

Bay to provide residential aged persons accommodation to cater for the needs of this population cohort in the future (such as allowing dwellings to be constructed at higher densities).

Seasonal population

The Shire's population centres also experience significant population influxes at certain times of the year (during school holidays and particularly over the summer months). The Census showed that approximately 20% of the population was categorised as 'visitors' and a high proportion of the existing dwelling stock, in both Jurien Bay and Cervantes, were unoccupied indicating a high

incidence of 'lock and leave' holiday homes. The local planning strategy has identified the need for additional measures to manage this issue, such as providing additional land/services within townsites and caravan/camping facilities at peak times.

3.2 Economy

In 2020, the Shire's output was \$1.2b or 7.4% of the total for the Wheatbelt region. The key sectors in terms of output/employment were 'Mining' (\$534m/249 persons); 'Agriculture, Forestry and Fishing' (\$183m/415 persons), and 'Construction' (\$122m/239 persons). Since 2012, there have been a number of State significant development proposals across the Shire within these sectors that are driving the economy (refer to **Table 3: State significant development proposals**)

DAP File Number	Application address	Application Description	Development cost	Application Status (approved unless otherwise stated)
DAP/23/02515	Brand Highway, Cataby	Solar Photovoltaic (PV) Facility	\$20m	Determined 2023-09-19
DAP/19/01678	Roberts Street & part Heaton Street Road	Mixed Use Tourist	\$20m	Current
DAP/19/01679	Brand Highway, Cataby	Upgrades to existing roadhouse	\$2.1m	Determined 2020-01-14
DAP/19/01691	Barberton Road West, Yathroo	Intensive Cattle Feeding Facility	\$51m	Determined 2020-02-03
DAP/17/01180	Agaton Road, Dandaragan	Intensive Piggery	\$21.5m	Determined 2017-05-01
DAP/17/01313	Yerramullah Road, Nambung	50MW Solar Energy Facility	\$70m	Determined 2018-01-18
DAP/16/01072	Mullering Road, Cataby	Solar Photovoltaic (PV) Facility	\$160m	Determined 2016-09-29
DP/13/00378	Bibby Road, Badgingarra	Solar Photovoltaic Facility	\$60m	Determined 2013-07-04
DP/12/00565 (and subsequent amendments)	Cataby Road, Dandaragan	Iluka Mining Accommodation Camp	\$19.4m	Determined 2012-08-16
DP/12/00566 (and subsequent amendments)	Cataby Road, Dandaragan	Mining Accommodation Camp	\$14.6m	Determined 2012-08-16

Source: DPLH (2023)

Primary production

Broadscale agriculture is expected to remain as a significant economic activity and land use across the Shire. More intensive forms of agriculture activity, such as 'agriculture - intensive' (e.g. horticulture) and 'animal husbandry - intensive' activities are being established across the Shire. For example, since 2012, two significant 'animal husbandry - intensive' proposals (with a total development cost of \$80m) have received development approval (refer to **Table 3**). To ensure the sector remains viable into the future, the local planning framework should consider measures to protect priority agricultural activity and may provide greater guidance on consideration/assessment of proposal such as 'agriculture - intensive' and 'animal husbandry - intensive' proposals.

Consideration should also be given to incorporating the Rural Enterprise zone in smaller townships such as Badgingarra and Dandaragan, as this will provide lots capable of accommodating both light industry and residential uses. This may provide economic opportunities to support primary production, and would suit market conditions in the smaller centres.

Renewable energy

Wind and solar conditions within the Shire are conducive for generating electricity through renewable energy technologies. There have been four significant renewable energy proposals (with an estimated development cost of \$290m) that have received development approval between 2012 and 2023, including: two solar photovoltaic facilities at Cataby (\$160m & \$20m respectively); a solar photovoltaic facility at Badgingarra (\$50m); and a 50MW solar energy facility at Hill River (\$50m) (refer to **Table 3**).

It is expected that demand for renewable energy will continue, and the planning framework is well-placed to accommodate it. However, a 'renewable energy facility' is currently a 'use-not-listed' under the Scheme and, therefore, this use class should be included in the zoning table of the Scheme as a permissible land use for the Rural zone (where current renewable energy developments are located).

Tourism

In 2019, an estimated 560,000 people visited the Shire of Dandaragan with the sector contributing \$96 million into the local economy and supporting over 500 local (direct and indirect) jobs. Visitors are accommodated in holiday homes (there are 80 approved in Jurien Bay and 15 in Cervantes), camping grounds and/or caravan parks (within Cervantes/Jurien Bay). The Shire's Economic and Tourism Development Strategy (Shire of Dandaragan, 2020) and the local planning strategy identify additional land use planning measures, such as: introducing tourism-related land use definitions, guidance for assessing tourism proposals (such as building height, design and car parking), and limiting occupancy/proportion of residential component within tourism developments.

Workforce accommodation for mineral sands projects

Mineral sands is the key resource commodity in the Shire with a number of mines at Cataby (Iluka Resources) and Cooljarloo (Tronox). Iluka Resource's \$270 million Cataby Mineral Sands Project, 10km north of Cataby in the Shire's east, has commenced operations. Since 2012, there have been two State significant proposals (with development cost totalling \$32m) for workforce accommodation facilities relating to Iluka's and Tronox's mineral sands projects (refer to **Table 3**). These facilities accommodated approximately 600 workers during the construction phase of the project and are now providing housing and supporting facilities for 240 operational employees. The local planning strategy recommends that further guidance on considering workforce accommodation proposals on Rural land should be incorporated into the Scheme.

3.3 Environment

Biodiversity

Biodiversity across the Shire is under threat from climate change, fragmentation of habitat, vegetation clearing, altered hydrological/fire regimes and the impacts of introduced diseases, weeds, pests and feral animals. To protect high diversity natural ecosystems there are five national parks and various nature reserves across the Shire. The Shire intends to prepare and implement a local biodiversity strategy and this will include directions for land use planning. The local planning strategy also recommends that the Environmental Conservation zone be included in the Scheme as well as provisions consistent with State Planning Policy.

Coastal vulnerability

Portions of the Shire's coastline are under considerable development pressure while simultaneously being at risk of coastal instability and susceptibility to environmental changes, such as rising sea level. The Shire has undertaken a Coastal Hazard Risk Management and Adaptation Planning (CHRMAP) (adopted in 2018) identifies that around a quarter of the coastline (including Jurien Bay and Cervantes) is constrained to a moderate-high degree. Consequently, management and adaptation strategies need to be implemented. The Scheme already contains a Special Control Area that sets out requirements for development in vulnerable coastal areas.

Protection of ground and surface water

Protection and sustainable use of these groundwater areas is critical for supporting the growth of Jurien Bay as a regional centre and for attracting new agricultural industries. The Scheme already

addresses the protection of public drinking water source protection areas but existing Scheme provisions should be reviewed to ensure consistency with (draft) State Planning Policy 2.9 - Water resources.

Landscape

Landscapes along the coastal plain, throughout the central area and the Dandaragan Plateau are a significant attraction for tourists. The local planning strategy recommends that guidance be introduced into the Scheme to ensure development does not impact on landscape assets across the Shire. For example, the WAPC's Planning guidelines: Indian Ocean Drive planning sets out issues to be considered (outside the townsites) at the scheme amendment and development stages.

Bushfire

Bushfire is a significant issue throughout the Shire with large areas that are designated as 'bushfire prone'. The local planning strategy identifies that land use planning in bushfire prone areas must occur within the context of SPP3.7 - Planning in bushfire prone areas. This may have implications for land use planning that occurred prior to this policy becoming operational, such as in the Shire's rural living estates.

PART 4 - LAND DEMAND AND SUPPLY

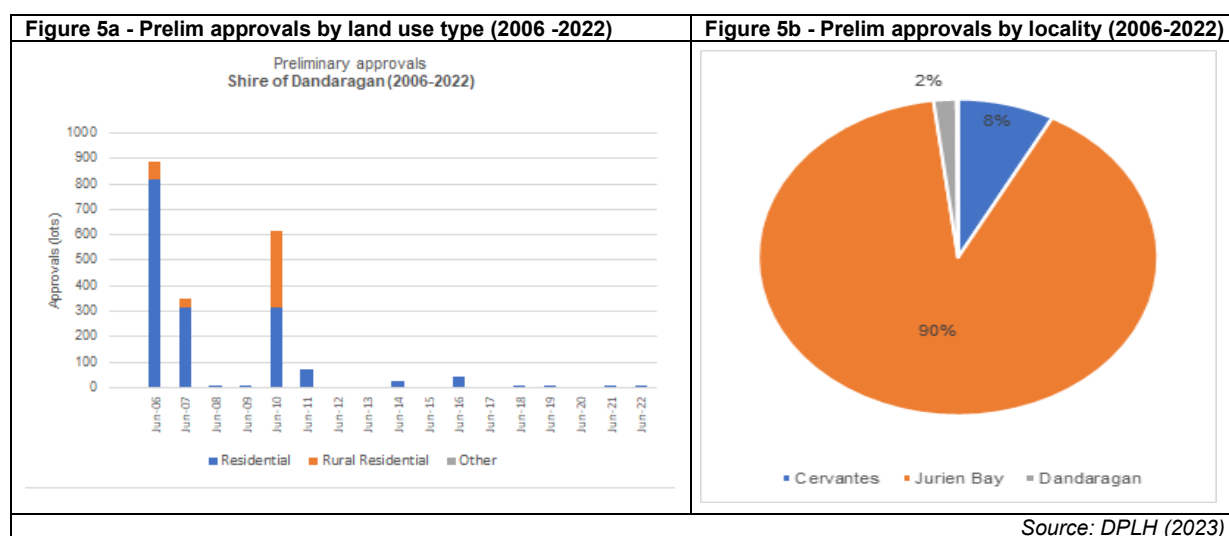
This section evaluates land demand and supply requirements in response to the key drivers identified in **Part 3**.

4.1 Preliminary approvals – new lots

When the WAPC determines subdivision applications, these are typically given preliminary approval which is subject to conditions. When conditions have been fulfilled, applicants may then proceed to final approval, where new lot titles are issued.

Since the gazettal of the Scheme (2006), as of 30 June 2022, 2,415 lots received Preliminary Approval for Residential (67%); Rural Residential (17%) and Other (16%) land uses across the Shire (refer to **Figure 4a**). Most of the lots given Preliminary Approval (2006-2021) were within the localities of Jurien Bay (90%), Cervantes (8%) and Dandaragan (2%) (refer to **Figure 4b**).

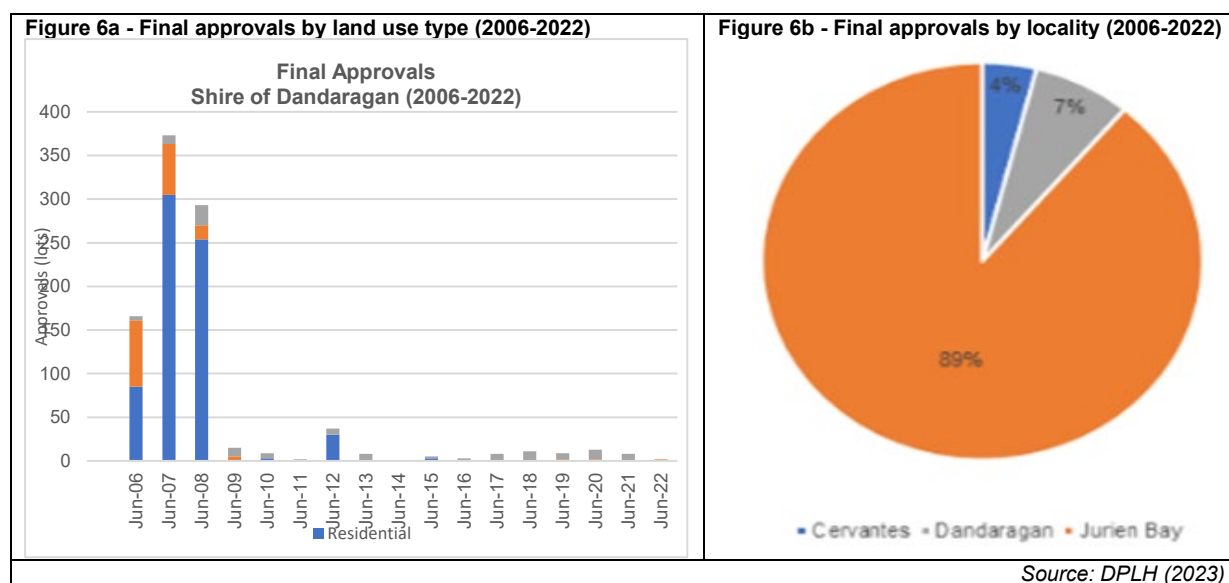
Approximately 1,950 (95%) lots received preliminary approval (lot creation) between 2006 and 2011 and corresponds to significant population increases (refer to **Section 3.1**) but after this time, activity has been more subdued with only 81 lots receiving approval, mostly to create Residential lots (~8 lots p.a.) or lots for Other purposes (~8 p.a.). No preliminary approvals have been issued for Rural Residential lots since 2010. At 30 June 2022, only 13 lots (five Residential and 8 Other) had outstanding Preliminary approvals).



4.2 Final Approvals

Since the gazettal of the Scheme, 1,223 lots received Final Approval - Residential (65%), Rural Residential (21%) and Other land uses (14%) by 30 June 2022 (refer to **Figure 5a**). Most of the Final Approvals issued in the Shire were for lots in Jurien Bay (89%), Cervantes (8%) and Dandaragan (2%) (refer to **Figure 5b**).

Of the lots receiving Final Approval, 90% were issued with this approval between 2006 and 2011, which corresponds to significant population change (refer to **Section 3.1**). After this time only 102 lots have received Final Approval mostly for Residential (- three lots p.a.) and Other (six lots p.a.) land uses. Only four lots have received Final Approval for Rural Residential lots since 2011 (two in 2019 and two in 2020).



4.3 Building commencements

Since gazettal of the Scheme, there have been 2,555 buildings commenced at a rate of 160 p.a. Over the same period, there were 771 dwellings constructed (~50p.a.), 1049 outbuildings (65 p.a.) and 195 development approvals for Commercial or Industrial purposes.

Year	No. building commencements	Type of development			
		Dwellings	Outbuildings	Commercial/Industrial	Community Facilities
2022	151	37	65	9	2
2021	196	73	69	17	1
2020	122	29	51	9	2
2019	119	31	42	3	1
2017	152	38	43	9	1
2016	187	47	61	19	2
2015	173	50	79	12	2
2014	167	37	87	8	1
2013	137	37	53	8	2
2012	122	51	38	4	0
2011	145	39	66	16	1
2010	156	45	73	12	1
2009	143	42	60	22	3
2008	199	86	82	14	0
2007	212	73	101	14	0
2006	174	56	79	19	0

Source: Shire of Dandaragan (2023)

4.4 Future land supply requirements

To evaluate future land supply, this analysis utilises Landgate's Property Valuation Database. This dataset provides a comprehensive breakdown of land development status by classifying zoned land as 'developed', 'undeveloped/vacant' and 'unrated' (refer to **Table 5 - Land development status ('developed', 'undeveloped/vacant' and unrated)**).

Townsite	Zone	Developed		Vacant		Unrated
		No.	ha	No.	ha	ha
Jurien Bay	Residential	977	86.48	252	20.49	11.73
	Special development	176	14.00	268	328.04	2,373.37
	Regional centre	43	5.29	8	0.57	1.40
	Tourist	9	9.08	3	6.88	0.16
	Industrial	64	16.14	1	0.50	91.04
	Harbour	1	39.38	0	0.00	3.65
Cervantes	Residential	504	48.53	37	8.47	147.43
	Commercial	9	3.07	0	0.00	3.37
	Tourist	2	5.35	1	1.32	2.24
	Industrial	17	3.86	1	0.24	9.31
Dandaragan	Residential	62	15.31	5	0.48	9.45
	Commercial	2	0.30	0	0.00	1.50
	Industrial	4	0.89	0	0.00	4.02
Badgingarra	Residential	27	3.80	11	1.04	12.35
	Commercial	3	1.86	0	0.00	0.71
	Tourist	1	2.51	0	0.00	0.00
	Industrial	5	1.43	2	0.77	4.70

Source: DPLH (2023)

4.5 Residential

4.5.1 Residential zone

There are 1,570 lots/153ha that are 'developed' in the Shire's townsites. R-Codes within the Shire's main settlements range from R12.5-R40 in Jurien Bay; R12.5-R50 in Cervantes, and R12.5 in Dandaragan and Badgingarra (refer to **Table 6**). Most of the lots zoned Residential have an R-Code of R12.5 or R12.5/R25 and have already been subdivided down to lots less than 1,000m² (1,566 lots) or range in size between 1,000-2,000m² (450 lots) and the majority have been developed with an existing dwelling.

	No. of lots						
	R12.5	R12.5/ R25	R15	R17.5	R30/ R35	R40	R50
Jurien Bay	923	270	0	2	60	1	0
Cervantes	496	0	60	7	1	0	2
Dandaragan	69	0	0	0	0	0	0
Badgingarra	136	0	0	0	0	0	0

Source: DPLH (2023)

Vacant land - each of the townsites within the Shire has a stock of vacant lots that are under 2,000m² zoned Residential with a density code but have not been developed with a dwelling (as summarised below)

- Jurien Bay - approximately 250 vacant lots - 200 lots (at R12.5) and 50 lots (R30)
- Cervantes - approximately 30 vacant lots - 17 lots (at R12.5) and 15 lots (at R15);
- Badgingarra - 11 lots (at R12.5); and
- Dandaragan - five lots (at R12.5).

Greenfield opportunities - there are 36 lots zoned Residential (of varying R-Code) within

the main settlements that are between 2,000m²-1ha and 12 lots over 1ha. Most of these larger lots, totalling approximately 30ha, comprise the 'future investigation areas' identified in the WAPC's Dandaragan Regional Land Supply Assessment (Land Supply Assessment) (WAPC, 2020) and have the potential to yield an additional 100-150 Residential lots in the 'medium' to 'longer' terms subject to resolution of constraints (such as: utility infrastructure, land use planning, and environmental issues).

Brownfield 'infill' opportunities - there are 270 lots in Jurien Bay where the Residential R12.5/R25 split coding applies. There may be opportunities to re-subdivide these down to 400m² lots where a connection to reticulated wastewater is available but a large proportion of Residential lots remain unconnected.

4.5.2 Special Development zone

There are 176 lots / 14 ha that are developed for Residential purposes on land zoned Special Development and R-Coded in accordance with Turquoise Coast Development Structure Plan. Within the Turquoise Coast Special Development Area (Beachridge Estate) that is located immediately south of the Jurien Bay townsite. Within this area there is approximately 330ha of 'vacant' land and a further 1,650ha of land that is 'unrated'.

Within the North Head Special Development Area, located to the north of Jurien Bay, there is a further 650ha of unrated land. This site may generate approximately 11,000 lots of in the medium (6-10 years) to long terms (>10 years). Release of land within these areas, however, is subject to market conditions and resolution of constraints (including: utility infrastructure provision, land use planning requirements, and resolution of environmental issues).

4.5.3 Responding to demand

In response to the anticipated demand for additional residential land and dwellings (as presented in **Table 2**) there is, sufficient land zoned Residential or Special Development to meet the forecast population change over the next 15 years (and for a considerably longer time) as there is:

- a significant amount of 'vacant' Residential land (particularly within Jurien Bay),
- identified future investigation areas for 'greenfield' development (on land zoned Residential or Special Development within the Shire's settlements); and
- potential for further infill (particularly within Jurien Bay) where a connection to reticulated sewer is available.

4.6 Rural Living land

Land identified for Rural Living purposes occurs in three zones within the Scheme (Rural Residential, Rural Smallholdings and Special Use) (refer to **Table 7** for summary information about the Shire's Rural Living estates). Most of these areas were subdivided prior to gazettal of SPP3.7 – Planning in bushfire prone areas (2016), Government Sewerage Policy (2019) and SPP2.9 - Planning for Water (draft, 2022). These policies have implications for future subdivision and development within these estates as all are constrained i.e. bushfire prone, portions of some estates are within Priority Drinking Water Source Areas and/or areas that are considered to be 'sewerage sensitive'. Further investigating these constraints and implementing strategies to address policy requirements (i.e. bush fire management plans, site and soil evaluations, water protection plans and provision of services) are likely to have significant time and cost implications for land owners, so while there is a lot of vacant land, future development may not be feasible.

Zone	Estate	Area (ha)	Developed (lots)	Vacant (lots)	Total (lots)
Rural Residential	Alte Mare	800	151	57	208
	Marine Fields	1,011	32	30	62
	Hill River Heights	57	1	19	20
	Catabilling Springs Farm	387	0	1	N/A
	Badgingarra	43	1	0	N/A
	Koorungal Vale	39	15	3	18
Special Use zone	Jurien Bay Heights	790	115	111	226

Rural Smallholdings	1 Jurien Road	1,429	0	1	N/A
Total		4,555	316	220	536

Source: DPLH (2023)

4.7 Industrial land

There is land identified for industrial purposes within each of the Shire's settlements (refer to **Table 8**) but there is only a limited amount of vacant Industrial land. There is a significant area of 'unrated' land earmarked for expansion at the Coalseam Road Industrial Area but this land is within a priority water source protection area, is bushfire prone and the Native Title status of the site also needs to be assessed.

Table 8: Industrial land - status of land (developed/vacant/unrated)				
Town	Industrial estate	Developed (lots)	Vacant (ha)	Unrated (ha)
Jurien Bay	Carmella Street Industrial Area	38	0.25	0
	Coalseam Road Industrial Area	23	0.25	90
	Turquoise Coast	0	0	21
	Harbour (Jurien Bay)	1	0	4
Cervantes	Seville Street Light Industrial Area	17	0.24	9
	Marine Services (Cervantes)	1	0	6
Dandaragan	Tapham Street	4	0	4
Badgingarra	Meagher Drive	5	0.77	4

Source: DPLH (2023)

4.8 Commercial

Jurien Bay is expected to remain as the Shire's primary commercial centre. There are 43 lots / 5.29ha of 'developed' and 5,000m² of vacant land in the Regional Centre zone. In the longer term, Jurien Bay has been identified as a regional centre (accommodating an aspirational population target of 20,000) so it may be necessary to expand this area or to provide more flexibility by promoting mixed use development. There is also land identified within the Turquoise Coast Special Development Area to accommodate additional commercial activity to service the needs of any future population living in this area.

Cervantes is expected to function as a 'local centre' to meet the day-to-day needs of residents within the townsite as well as visitors. Currently, there are 9 lots/3.07ha that are 'developed' for Commercial purposes and 3.37ha of 'unrated' land that may be needed to expand the town's commercial area in the future but further investigations to resolve constraints will be required before development can occur.

Badgingarra and Dandaragan are identified as 'service centres' to meet the day-to-day needs of people living in the rural hinterland. In Dandaragan, there are two lots / 0.3ha of 'developed' land. In Badgingarra, there are three lots / 1.86ha of 'developed' land. In both towns, there are areas of 'unrated' UCL (Dandaragan - 0.7ha and Badgingarra - 1.5ha) identified for future commercial use but where further investigations will be required before development can occur.

4.9 Tourist zone

In Jurien Bay, there are nine lots / 9ha of land that is 'developed' and 6.88ha of 'vacant' land that is zoned Tourist. In Cervantes, there are two lots / 5.35ha that are 'developed', 1.2ha of 'vacant' land and 2.44ha of 'unrated'. There is one 'developed' lot/2.51ha zoned Tourist in Badgingarra.

Most of the 'vacant' and 'unrated' land areas that are zoned Tourist are strategically located on prime land close to the coast within the town centre areas. Potential development of these areas includes a mixture of various land uses, including: commercial, tourism and (potentially) residential components. Tourism developments of this nature are market dependent and further investigations may be required to resolve issues before development can occur.

4.10 Rural zone

Outside of the Shire's townsites most of the remaining land within the Shire is zoned Rural. There is a desire to introduce greater flexibility into the Rural zone to accommodate a wider range of uses and to facilitate better farming efficiencies through boundary realignments. The creation of homestead lots to accommodate needs of retiring farmers needs to be supported.

PART 5 – OFFICER'S COMMENTS

This part of the report evaluates the existing planning framework given the planning context presented in **Part 3** and the assessment of land supply and demand in **Part 4** and considers whether the Local Planning Strategy, Local Planning Scheme, Structure Plans/Development Plans and Local Planning Policies are: 1 satisfactory in their existing form; or 2 should be amended; or 3 should be revoked and/or have a new one prepared.

5.1 Local Planning Strategy

The Strategy was endorsed by the WAPC in 2020. The document is consistent with the strategic guidance and directions contained within the Shire's Strategic Community Plan 2020-2029 and reflects the strategic directions within the WAPC's *Wheatbelt Regional Planning and Infrastructure* (2015) and the *Guilderton to Kalbarri Sub-Regional Planning Strategy* (2019) (refer to **Figure 6 - Strategy Map**). The document also remains consistent with historical investigations that have guided land use planning across the Shire over the last 15-20 years, including the Jurien Bay City Centre Strategy Plan (2012); Cervantes Town Centre Future Land Use Plan (2012); Jurien Bay Growth Plan (2012); and Local Planning Strategy - Rural Land Use and Rural Settlement (2012).

In summary, the Strategy addresses the population, economic and environmental drivers that were briefly outlined in **Section 3** and **Section 4** of this report by defining strategic directions/actions to:

- address population change across the shire by focussing development within Jurien Bay, Cervantes, Badgingarra, and Dandaragan;
- identify opportunities consolidating for rural living development within existing precincts;
- facilitate opportunities for tourism and promoting commercial/retail development within the Jurien Bay Town Centre;
- protect high quality agriculture land and promoting sustainable use and management of rural land and protecting water sources; biodiversity assets; landscapes, and managing risk associated with bushfire and coastal processes
- consult with stakeholders regarding current and future requirements for infrastructure planning.

The 2020 Strategy is satisfactory in its existing form as it remains contemporary and fit-for-purpose. No review of the Strategy is recommended at this time.

5.2 Local Planning Scheme

The Strategy recommends that a new scheme (Scheme 8) be prepared. Preparing a new Scheme will result in a statutory instrument that is: responsive to the local planning context; consistent with the Regulations; and aligned with State's land use planning policy and practice. As recommended in the Strategy, and discussed in this report, the main issues the new Scheme needs to deal with are:

1. Aligning Scheme structure and content with the Model Scheme Text and Deemed Provisions of the Regulations;
2. Normalising existing zones to the model zones in the Model Provisions, and adding the

Rural Enterprise and Environmental Conservation zones;

3. Rezoning specific land parcels as identified in the Strategy, including:
 - a. Bashford Street between Hasting Street, Seaward Drive and Aquilla Street - rezone for Mixed Use purposes
 - b. Lot 861 Seville Street - rezone from Tourism zone to Special Use zone and identify additional site and development requirements.
4. Updating R-Code densities within the Shire's settlements particularly in Jurien Bay and Cervantes where a deep sewer network has been provided;
5. Introducing a coding mechanism for rural residential land use based on prevailing lot sizes and settlement pattern;
6. Updating land use permissibility in the zoning table;
7. Updating and/or inserting zone-specific and general development provisions relating to:
 - a. assessment of rezoning, subdivision and development proposals in the Rural; Rural Residential and Rural Smallholdings zones and proposals in Priority 2 Public Drinking Water Source Areas;
 - b. opportunities to vary development standards to allow for aged or dependent living (based on market demand and availability of infrastructure in Jurien Bay).
 - c. assessment of 'agriculture-intensive' proposals, 'animal husbandry - intensive' proposals, 'renewable energy facility' proposals and 'workforce accommodation' proposals on Rural land;
 - d. guidance on extraction of basic raw materials;
 - e. managing development impacts along Indian Ocean Drive;
 - f. occupancy restrictions on residential units in the Tourism zone;
8. Reviewing special control area boundaries and consolidating supporting provisions, creating a new special control area for the future wastewater treatment plant; investigate definition of a noise buffer for current and identified airport sites;
9. Reviewing existing structure/development plans to determine their status; and
10. Reviewing local planning policies for relevance and alignment with the scheme content and the Regulations (deemed and model provisions).

While it is possible to update a Scheme via an omnibus amendment, in this instance, the scope of updates to the Scheme is of a scale that a Scheme review is the preferable pathway.

It is recommended that a new Scheme be prepared to replace Scheme 7.

5.3 Structure/development plans

Existing structure and development plans should be further examined as part of the Scheme review process to determine whether they should be retained, amended, or revoked.

5.4 Local planning policies

A number of the Shire's policies are dated (prepared from 2001 onwards) while others deal with issues in a manner that could be better aligned with the Regulations. The current suite of local planning policies should be reviewed to identify:

- obsolete policies or where existing policies that address common issues can be

consolidated;

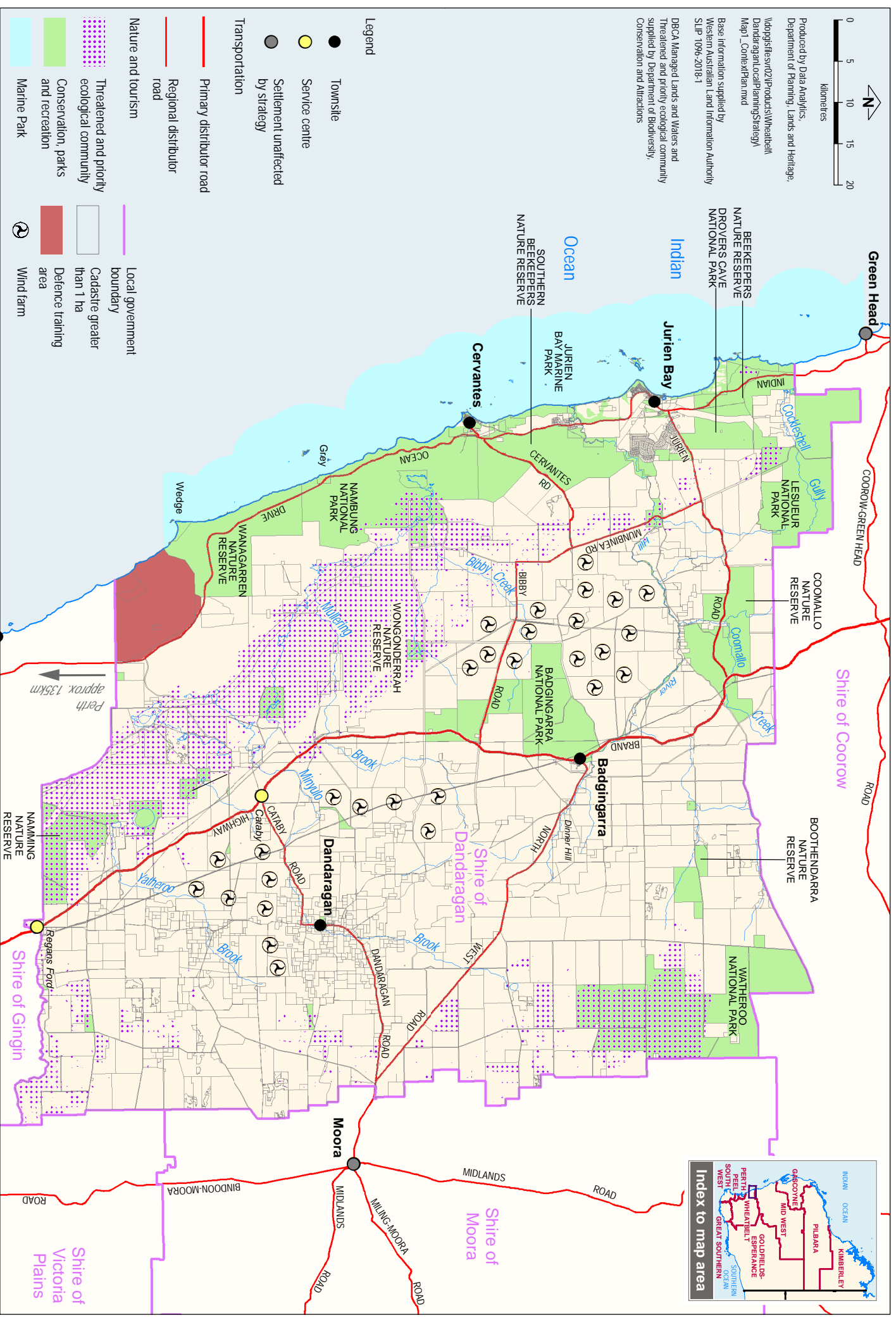
- policies that need to be updated or new policies to address current best practices; and/or
- policies that are not specific to land use planning that can be adopted as general Council policies or local laws under the *Local Government Act 1995*.

PART 6 - RECOMMENDATIONS

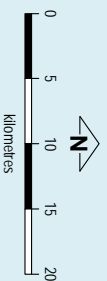
That Council:

1. Pursuant to Regulation 66(1)(b) and (c) of the *Planning and Development (Local Planning Schemes) Regulations 2015* approve the Report of Review (Doc Id: SODR-877026889-4037) *and forward a copy of the Report to the Western Australian Planning Commission.*
2. Pursuant to Regulation 66(3)(a) and (b) of the *Planning and Development (Local Planning Schemes) Regulations 2015* recommend to the Western Australian Planning Commission that:
 - a) The *Shire of Dandaragan Local Planning Strategy 2020* not be reviewed as it is satisfactory in its existing form.
 - b) The *Shire of Dandaragan Local Planning Scheme No. 7* should be repealed, and a new scheme prepared in its place.
 - c) As part of preparing a new scheme an assessment be made of:
 - I. Existing structure plans and development plans to determine which plans (if any) should be amended / revoked.
 - II. The relevance of existing local planning policies to determine which policies (if any) should be amended / revoked and whether any new policies are required.

Shire of Dandaragan Local Planning Strategy



Shire of Dandaragan Context Plan



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Department of Planning, Lands and Heritage,
on behalf of the
Western Australian Planning Commission.
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DandaraganLocalPlanningStrategy\Map2_StrategyPlan.mxd

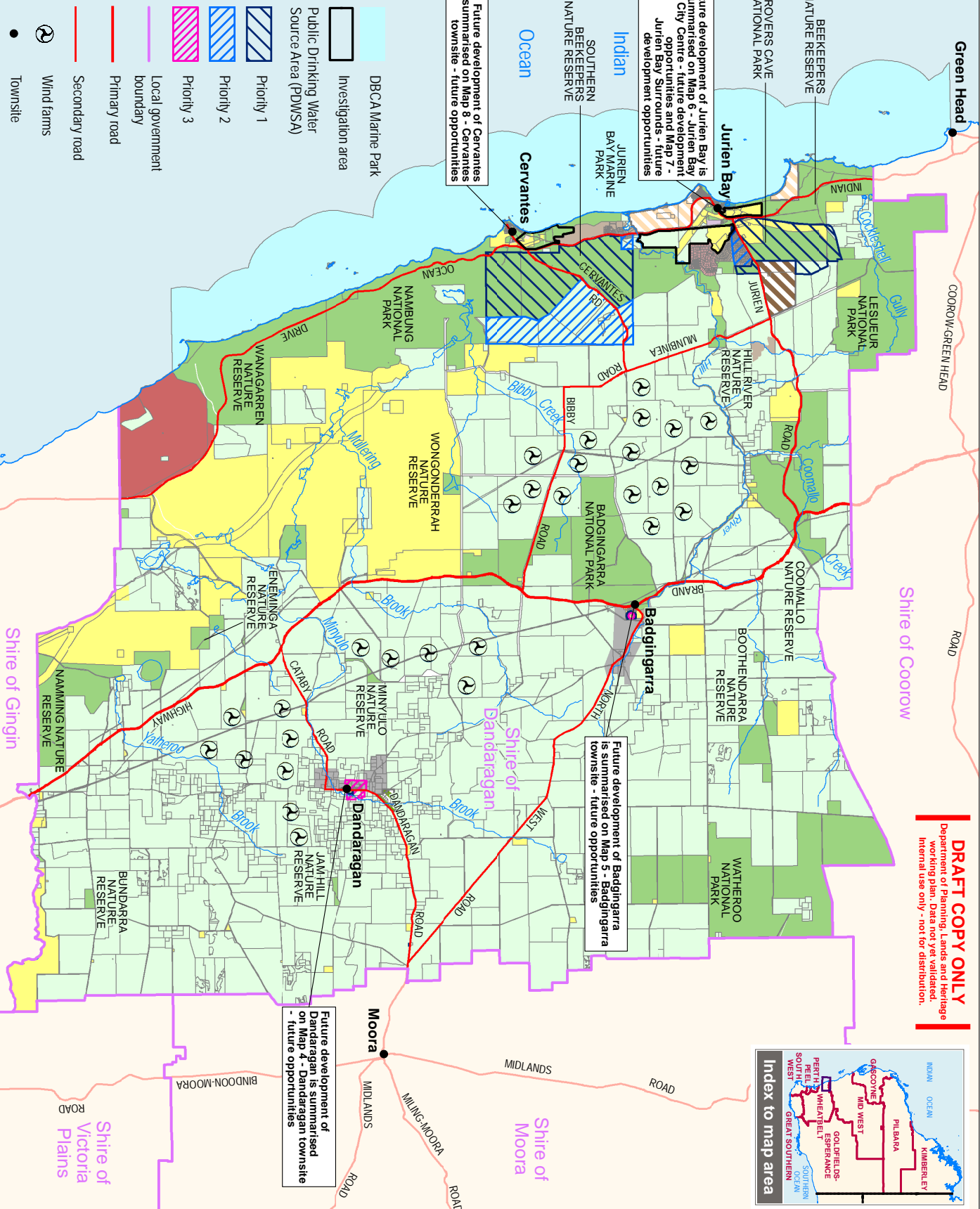
Base information supplied by
Western Australian Land Information Authority
SLIP 1096-2018-1

Marine Park data supplied by Department of
Bioregistry, Conservation and Attractions
Public Drinking Water Source Area (PDWSA)
data supplied by Department of Water

Legend

- Conservation park and recreation
- Defence training area
- Residential
- Future rezoning and subdivision area
- Special development
- Industrial
- Rural
- Rural residential
- Future rural residential
- Future rural living
- Commercial
- Public purposes
- Regional centre
- Harbour/marine services
- Special use
- Tourist

- DBCA Marine Park
- Investigation area
- Public Drinking Water Source Area (PDWSA)
- Priority 1
- Priority 2
- Priority 3
- Local government boundary
- Primary road
- Secondary road
- Wind farms
- Townsite



DRAFT COPY ONLY
Department of Planning, Lands and Heritage
Working plan. Data not yet validated.
Internal use only - not for distribution.



Future development of
Dandaragan is summarised
on Map 4 - Dandaragan townsite
- future opportunities

Future development of Badgingarra
is summarised on Map 5 - Badgingarra
townsite - future opportunities

Future development of Cervantes
is summarised on Map 8 - Cervantes
townsite - future opportunities

Future development of Jurien Bay is
summarised on Map 6 - Jurien Bay
City Centre - future development
opportunities and Map 7 -
Jurien Bay Surrounds - future
development opportunities

Appendix 1 – Shire of Dandaragan LPS 7 – Text Amendments

Amd No.	Gazettal Date	Details (of those amendments that have achieved gazettal)
4	18/11/08	Schedule 2 - adding Additional use area No. 1 Lots 97 and 98 Cook Street, Lots 78, 92 & 93 (Strata Lots 1 and 2) Padbury Street. and Lots 95 & 96 Bashford Street, Jurien Bay.
10	24/3/09	Part 5 - modifying Clause 5.15.1 & Cause 5.15.2. Part 5 - adding new Clause 5.15.4 Schedule 12 - delete Clauses 3, 4, 5, 6, 8, 9 and 10 and renumbering existing Clause 7 to "3. Environmental Requirements". Part 5 - inserting new Clause 5.15.5.
9	24/4/09	Schedule 1 - adding definition "Chalet" and "Micro-brewery". Schedule 2 - inserting additional use areas "2. Proposed Lot 178, Marine Fields Estate" and "3. Proposed Lots 179 and 180 Marine Fields Estate". Schedule 11 - modifying text at end of the title of Rural Residential Zone 2 and inserting new clause "f)".
15	22/9/09	Schedule 3 (Restricted Uses)- inserting Restricted Use No. 1. "Proposed Lots 1, 73 and 93 ('Grouped Residential Sites') on the LandCorp Cervantes Development Project site, Lot 5000 Valencia Road, Cervantes".
13	12/2/10	Schedule 4 - inserted Lots 435, 436, 439 Lot 3002 – 3005 Bashford street, Jurien Bay to the Special Use Zones.
7	12/3/10	Schedule 4 – Special Use Zones, insert Lot 14 and Pt Lot 1121 Dandaragan Road, Dandaragan.
17	21/10/11	Inserted 'No.4 – Lot 129 (No. 65) Bashford Street, Jurien Bay' into Schedule 2 – Additional Uses.
3	08/05/12	Replaced Schedule 12. Replaced clause 5.15.2. Changed all references to 'Structure plan' to 'District Structure plan' within the Scheme. Changed all references to 'Development Plan' to 'Local Structure Plan' within the Scheme. Changed all references to 'Detailed Site Plan' to 'Activity Centre Structural Plan' within the Scheme. Replaced Clause 5.15.4(a). Replaced Table 1 – Zoning Table. Inserted Cabin, Holiday House, Serviced Apartment and Resort into Schedule 1 – Dictionary of defined words and Expressions – Land Use Definitions. Inserted 'structure plan' into Schedule 1 – Dictionary of defined words and Expressions – General Definitions.
6	30/11/12	Inserted clauses 5.8.3, 5.2.5 and 5.24.1. Deleted Professional Office from Table 2. Inserted Showroom and Roadhouse into Table 1. Inserted Dwelling, Grouped Dwelling, Multiple Dwelling and Roadhouse into Schedule 1 – Definitions.
20	11/10/13	Replaced Clauses 5.14.1(iv), 5.14.1(v) and 5.14.1(vi). Deleted Clause 5.14.1(iii). Inserted Clause 5.14.1 and renumbered subsequent clauses accordingly. Inserted Schedule 11 – Additional Specific Provisions for Particular Rural Residential Zones.
24	12/06/15	Rezone Lot 480 Hasting Street, Jurien Bay from "Tourist" to "Residential(R40)". Amend the Scheme Maps accordingly.
26	17/07/2015	Rezone portion of Lot 9016 Bashford Street, Jurien Bay from "Special Development Zone" to "Residential Zone". Include all the land within Lot 9016 which is zoned "Residential" within a Residential Design Code density of R40. Insert a new Clause 5.2.6.
21	18/09/15	Rezone portion of Lot 62 Roberts Street from 'Tourist' to 'Special Use -Tourist Resort'. Rezone portion of Heaton Street road reserve to 'Special Use - Tourist Resort'. Rezone portion of Lot 62 Roberts Street from 'Tourist' to 'Local Road'. Insert a new entry (SU 4) into Schedule 4 for Lot 62 Roberts Street and a portion of Heaton Street road reserve, Jurien Bay for specific conditions. Amend the Scheme Map accordingly.
25	04/12/15	Changing the designation for Reserve 11300 from 'Public purposes – Water (W)' to 'Public purposes – Infrastructure services (IS)'. Showing a designation for Public purposes – Infrastructure services in the Scheme Map legend. Showing a Special Control Area No. 2 – Wastewater Infrastructure on the Scheme Map legend. Delineate Special Control Area No. 2 – Wastewater Infrastructure around the Jurien Bay wastewater treatment plant on Reserve 11300. Amend sub-clause 6.1.1 Special Control Area No. 1 and No. 2 Insert new sub-section 6.3 – Wastewater Infrastructure Special Control Area.
28	02/12/16	Insert reference to the deemed provisions in the preamble to the scheme. Insert reference to the

Amd No.	Gazettal Date	Details (of those amendments that have achieved gazettal)
		<p>deemed provisions and supplemental provisions in Part 1.4 by inserting new sub-clauses (b) and (c) and renumbering the sub-clauses. Correcting the references to the scheme maps in 1.4 Note. Correcting Schedule references as follows -</p> <ul style="list-style-type: none"> • Table 1 – the Zoning Table for the Special Development Zone: Schedule 8; • Clause 5.14.3 and clause 5.14.4: Schedule 7; • Clause 5.15.1: Schedule 8; • Clause 5.15.2: Schedule 8; • Clause 5.16.1 and Schedule 4 No 1: Schedule 9 <p>Delete the following clauses from the Scheme Text, as they have been superseded by the deemed provisions set out in the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> Schedule 2-</p> <ul style="list-style-type: none"> • Parts 2,7,8,9,10 and 11; • Clauses 5.9; 5.12, 5.14.2(iii), 5.14.2(xiii), 5.15.4(b), 5.15.4(c); 5.15.4(d), 5.15.4(e), 5.15.4(f), 5.15.4(g) and 5.15.5; • The portion of clause 5.10 that reads "Notwithstanding anything else appearing in the Scheme, planning approval is required for development of land abutting an unconstructed road or a lot which does not have frontage to a constructed road"; • Schedules 6, 7, 8 and 9. <p>Amend remaining portion of paragraph 1 clause 5.10. Remove the following clauses from the Scheme Text, as they have been inserted into Schedule A – Supplemental Provisions -</p> <ul style="list-style-type: none"> • Clauses 8.2(b)(iii), 8.2(b)(v), 8.2(b)(vi), 8.2b(vii), 8.2(c), 8.2(f), 8.2(g), 5.21.1. <p>Insert Schedule A and the following provisions into Schedule A – Supplemental Provisions:</p> <ul style="list-style-type: none"> • Clause 61 (1) <p>Delete definitions Advertisement, Amenity, Cultural heritage significance, Local government, Local Planning Strategy, Owner, Premises, Residential Planning Codes, Zone, substantially commenced and Place from Schedule 1, as they have been superseded. Amend clauses by removing cross reference to the clause deleted by the amendment and replace them with cross reference to the deemed provisions set out in the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> Schedule 2.</p> <p>Delete reference to the following terms and replace them with the corresponding term throughout the scheme:</p> <ul style="list-style-type: none"> • 'local structure planning act' replaced with 'Planning and Development Act'; • 'planning consent' replaced with 'development approval'; • 'planning approval' replaced with 'development approval'; • 'council' replaced with 'local government'; • 'Town Planning Regulations' with 'Planning and Development (Local Planning Schemes) Regulations 2015'. <p>Replace the references to a single dwelling:</p> <ul style="list-style-type: none"> • Table 1: Zoning Table replace 'dwelling' with 'single house'; • Existing clause 5.14(i) and 5.14(ii): replace 'single dwelling house' with 'single house'; • Schedule 1, 2 Land use definitions: Insert the definition for a single house consistent with the R-Codes <p>Insert clause 18(7) as new clause 3.4.3 of the model provisions. Delete reference to clause numbers from the <i>Town Planning Regulations 1967</i>. Amend Schedule 12 No. SDev2 point 3</p> <p>Renumber the scheme provisions and schedules sequentially and update any cross reference to the new clause numbers and deemed provisions as required and updating the Table of Contents.</p>
33	25/05/18	Amend Schedule 4 Special Use Zone 4, Condition 5.
34	25/05/18	Amend Schedule 4 Special Use Zone 4, Conditions 6, 8, 10 and 11.
29	10/08/18	<p>On the Scheme Maps rezone Lots 5, 7, 8, 9, 10 and 362 Catalonia Street and Lot 11 Madrid Street Cervantes from 'Residential' and 'Industrial' to 'Special Use 5'.</p> <p>In Schedule 4 - Special Use Zones add - Lot 11 (4) Madrid Street, Cervantes; Lots 10 (31), 9 (33), 8 (35), 7 (37), 362 (39) and 5 (41) Catalonia Street, Cervantes.</p> <p>Amend the definition of 'agriculture – intensive' in – Land use definitions of Schedule 1 – Dictionary of Defined Words and Expressions of the Scheme.</p>
35	10/08/18	<p>Rezone Lot 4 White Street, Lot 31 Bashford Street and lots in the area bound by Bashford Street, Roberts Street, Sandpiper Street and Doust Street from Commercial zone to Regional Centre Zone.</p> <p>Delete Additional Use 1 and rezone Lots 1, 2, 78 and 92 Padbury Street, Lots 79-81, 92, 97-98 Cook Street and Lot 95-96 Bashford Street from Residential R12.5 to Regional Centre Zone.</p> <p>Rezone Lots 130-143 Bashford Street, Lot 162 Batt Street and Lot 144 Whitfield Road from Residential 12.5 to Regional Centre Zone.</p> <p>Delete Additional Use 4 and rezone Lot 129 Bashford Street from Residential 12.5 to Regional Centre zone.</p> <p>Rezone the following lots from Residential R12.5 to Residential R12.5/25: Lots 164-176 Sandland Street; Lots 1-2, 180-193, 196-201 and 203-211 Cameron Street; Lots 194-195 and 234-235 York Street; Lots 145-146, 216-233 and 412-418 Whitfield Street; Lot 161 Batt Street; Lots 147-160, 177-179, 215 and 236 Hamersley Street; Lots 82-89, 251-258 and 419-421 Bashford</p>

Amd No.	Gazettal Date	Details (of those amendments that have achieved gazettal)
		<p>Street; Lots 422-428 Ackland Street; Lots 1, 2, 315-325, 355, 369,394, 395 and 407-410 Hasting Street; Lots 1, 2, 268, 326, 328-336, 356-368,370-384 and 402-406 Bower Street; Lots 385-393 and 396-401 Westlake Way; Lots 12, 272-278, 293-308 and 669-670 Dalton Street; Lots 11, 259-262, 369-370, 690 and 1215 Doust Street; Lots 1-12 Grigson Street; Lots 16-27, 50, 52-58 and 69-77 Padbury Street; Lots 1, 2, 13, 15 and 59-61 CookStreet; Lot 51 White Street; and Lots 90-91 Lindsay Street.</p> <p>Reclassify Lot 675 Bashford Street from Public Purposes: Fire Services reserve to Public Purposes: Emergency Services reserve.</p> <p>Reclassify Lot 125 Bashford Street from Public Purposes: Utility reserve toPublic Purposes: Emergency Services reserve.</p> <p>Insert objectives for the Regional Centre zone under Clause 3.2.Insert a new objective for the Tourist Zone under Clause 3.2.</p> <p>Delete Clause 4.2.5 and 4.2.6 and insert two new clauses into Part 4.Amend Table 1: Zoning Table</p> <p>Rename the following land uses and reorder all land uses in alphabetical order:</p> <ul style="list-style-type: none"> • Educational to Educational establishment • Cottage industry to Industry – cottage • Extractive industry to Industry – extractive • General industry to Industry – general • Light industry to Industry – light • Mining industry to Industry – mining • Rural industry to Industry – rural • Service industry to Industry – service <p>Amend Table 2 by deleting the use 'Commercial zone Jurien' and the associated site/development requirements.</p> <p>Amend the Scheme Maps accordingly.</p>
37	15/03/19	<p>Inserted new clause 4.25 State Planning Policy 2.6.</p> <p>Inserted new clause 5.1.1 (c).</p> <p>Inserted new clause 5.4.</p> <p>Scheme Maps amended accordingly.</p>
36	23/07/19	<p>Delete Clause 4.20.1 and renumber Clause 4.20 Protection of WaterSources.</p> <p>Reword Clause 5.1.1.</p> <p>Delete the provisions in Clause 5.2 and replace with 5.2 Special Control Area No. 1 – Bassendean Sands.</p> <p>Retitle Clause 5.3 to Special Control Area No. 2 – Wastewater Infrastructure.</p> <p>Insert Clause 5.5 Special Control Area No. 4 – Public drinking water sourceareas.</p> <p>Amend the Scheme Maps accordingly.</p> <p>In Table 1 Zoning Table, delete the asterisks (*) against various land uses listed in the Rural zone and delete the explanatory text at the end of the Zoning Table.</p> <p>Amend Clause 4.21 by replacing DEC with the agency/s responsible forrelevant water and environment matters.</p> <p>Replace the first paragraph of Clause 4.20.2.</p>
27	11/10/19	<p>Rezone a portion of Lot 1 Jurien Road, Jurien Bay from Rural zone to Rural Smallholdings zone.</p> <p>Amend the Scheme Maps accordingly.</p> <p>In Clause 3.2 delete the Rural Residential zone objective and replace.</p> <p>Insert Rural Smallholdings Zone into Clause 3.2 to follow Rural Residential zone.</p> <p>Insert the Rural Smallholdings zone into Table 1: Zoning Table with land use permissibility's.</p> <p>Amend the provisions in Clause 4.12.</p> <p>Insert a new Schedule as 'Schedule 10 - Specific provisions for RuralSmallholdings zones' and introducing site specific development and subdivision provisions for Rural Smallholdings 1.</p>
38	22/03/2022	<p>Amending Table 1 – Zoning Table by modifying the permissibility of the landuse 'caravan park' from not permitted (X) to permitted (P) in the Harbour zone.</p>

APPENDIX 2 - Explanation of land supply data (Landgate vacant land data)

The Landgate Property Valuation Database gives each cadastral lot in the Residential, Industrial and Commercial zones one of three values (developed, undeveloped or unrated). These values are defined below:

DEVELOPED	Developed refers to lots that are zoned for development for the purposes of the specified primary land use category (Residential, Industrial and Commercial) for which premises valuation information is captured in Landgate's property valuation database.
UNDEVELOPED	Undeveloped refers to lots that are zoned for development for the purposes of the specified primary land use category (Residential, Industrial and Commercial) for that are recorded as vacant in Landgate's property valuation database.
UNRATED	Unrated refers to lots that are zoned for development for the purpose of the specified primary land use category (Residential, Industrial and Commercial) for which no vacant land or premises valuation information has been captured in Landgate's Property Valuation Database. This may include State or local government owned lots or premises exempt from rates, Crown allotments, common property within lots on survey, newly created lots on survey, land otherwise exempt from rates and some public roads which are zoned for the primary land use category (Residential, Industrial and Commercial) under the local planning scheme.