

# Shire of Toodyay

---

# Local Planning Strategy

---



Endorsed by the  
Western Australian Planning Commission

22<sup>nd</sup> June 2018

#### Disclaimer

This is a copy of the Local Planning Strategy at the date of endorsement produced from an electronic version of the Strategy held by the Department of Planning, Lands and Heritage. Whilst all care has been taken to accurately portray the current Strategy provisions, no responsibility shall be taken for any omissions or errors in this documentation.

Consultation with the respective Local Government Authority should be made to view a current legal version of the Strategy.

Please advise the Department of Planning, Lands and Heritage of any errors or omissions in this document.

Department of Planning,  
Lands & Heritage  
Gordon Stephenson  
House  
140 William Street  
Perth WA 6000  
  
Locked Bag 2506  
Perth WA 6001

website: [www.planning.wa.gov.au](http://www.planning.wa.gov.au)  
email: [corporate@dplh.wa.gov.au](mailto:corporate@dplh.wa.gov.au)

tel: 08 6551 9000  
fax: 08 6551 9001  
National Relay Service: 13 36 77  
infoline: 1800 626 477

2017

# Shire of Toodyay Local Planning Strategy



## Contents

PART 1 – THE STRATEGY .....	4
1. Executive Summary .....	5
2. Introduction.....	6
2.1 Statutory Context.....	6
2.2 Planning Principles.....	6
3. State and Regional Planning Context .....	7
3.1 State Planning Strategy .....	7
3.2 Wheatbelt Regional Planning and Infrastructure Framework .....	7
3.3 State Planning Policy .....	8
4. Local Planning Context .....	9
4.1 Local Planning Strategy .....	9
4.2 Local Planning Scheme No. 4.....	9
4.3 Other Strategic Plans .....	9
5. Vision & Objectives.....	10
5.1 Vision .....	10
5.2 Objectives.....	10
6. Key land use and planning issues.....	12
6.1 Growth & Settlement .....	12
6.2 Heritage.....	12
6.3 Tourism .....	12
6.4 Town Centre & Employment Lands .....	13
6.5 Bushfire.....	13
6.6 Transport & Infrastructure .....	13
6.7 Extractive Industries - Mining and Basic Raw Materials.....	14
Mining.....	14
Basic Raw Materials.....	15
6.8 Waste Management .....	15
6.9 Agriculture.....	15
6.10 Rural Living .....	16
6.11 Biodiversity.....	16
6.12 Landscape Protection.....	16
7. Strategic Directions, Strategies & Actions .....	18
7.1 Growth & Settlement .....	18
7.2 Heritage.....	20
7.3 Tourism .....	22

7.4	Town Centre & Employment Lands .....	22
7.5	Bushfire.....	26
7.6	Transport & Infrastructure .....	26
7.7	Extractive Industries - Mining and Basic Raw Materials.....	27
7.8	Waste Management .....	29
7.9	Agriculture.....	31
7.10	Rural Living .....	31
7.11	Biodiversity.....	33
7.12	Landscape Protection.....	34
PART 2 – BACKGROUND INFORMATION & ANALYSIS .....		36
1.	Introduction.....	37
1.1	Purpose of the Strategy.....	37
2.	Overview of Region .....	38
2.1	General.....	38
2.2	Population, Housing and Land Supply .....	39
2.2.1	Population.....	39
2.2.2	Demographics .....	41
2.2.3	Dwellings .....	43
2.2.4	Household Composition.....	45
2.2.5	Land Supply .....	45
2.3	Economic Drivers .....	53
2.3.1	Employment .....	53
2.3.2	Tourism .....	55
2.3.3	Agriculture and Rural Land Use .....	56
2.3.4	Heritage.....	59
2.4	Environmental Management.....	60
2.4.1	Conservation and Land Management .....	61
2.4.2	Bushfire.....	62
2.4.3	Biodiversity .....	62
2.4.4	Water .....	63
2.4.5	Landscape.....	64
2.5	Transport .....	67
2.5.1	Road Network .....	67
2.5.2	Heavy Haulage Routes and Toodyay Bypass.....	68
2.5.3	Rail Transport .....	68
2.6	Essential Infrastructure .....	69

2.6.1 Reticulated Water .....	69
2.6.2 Sewerage.....	70
2.6.3 Waste .....	71
2.6.4 Power.....	72
2.6.5 Telecommunications .....	72
PART 3 – REFERENCES, TABLES, FIGURES, ABBREVIATIONS & ACRONYMS .....	73
3.1 References.....	73
3.2 Figures .....	74
3.3 Tables .....	74
3.4 Abbreviations/Acronyms .....	74
PART 4 – APPROVALS .....	75

## **PART 1 – THE STRATEGY**

# 1. Executive Summary

The Shire of Toodyay's Local Planning Strategy (LPS) provides vision, framework for long-term planning and development in the Shire over the next 10-15 years.

The Strategy forms the interface between regional and local planning, and sets out the Shire's long-term planning directions and objectives for future planning and development.

The LPS comprises two parts:

**Part 1 – Local Planning Strategy** summarises the Shire's key planning and development issues, sets the vision and strategic direction for land use and development, and actions required to achieve the vision over the next 10-15 years. Maps 1 and 2 are the Strategy maps. Actions that are property related are identified as Development Areas (DA) and timing is categorised as short (immediate to 2 years), medium (2 to 5 years), or long term (5 years or more).

**Part 2 – Background Information and Analysis** includes background information, analysis and detail required to support the high level strategies and actions in Part 1. Maps 3 to 9 are background information and support Part 2.

It provides the strategic basis and rationale for the land use and development controls in the proposed Local Planning Scheme No. 5 (LPS5).

The key land use planning issues for the Shire addressed in the strategy are:

1. Growth & Settlement
2. Heritage
3. Tourism
4. Town Centre & Employment Lands
5. Bushfire
6. Transport & Infrastructure
7. Mining
8. Waste Management
9. Agriculture
10. Rural Living
11. Biodiversity
12. Landscape Protection

The strategies and actions are supplemented by maps illustrating key elements, strategies and actions. Maps 1 and 2 are the key Strategy maps for the townsite and surrounds depicting land use, special control areas and other key issues.

The LPS will be used as a guide to assist Council and the Western Australian Planning Commission (WAPC) in planning decision making. The LPS will be used to guide the preparation of LPS5 and following its gazettal, in regards to any proposed amendments, structure plans, subdivision applications and development proposals.

## 2. Introduction

### 2.1 Statutory Context

Clause 11 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (Regulations) require local governments to prepare a local planning strategy for each local planning scheme that is approved for land within the district.

The LPS must under the Regulations —

- (a) set out the long-term planning directions for the local government; and
- (b) apply any State or regional planning policy that is relevant to the strategy; and
- (c) provide the rationale for any zoning or classification of land under the local planning scheme.

The Regulations permit a local planning strategy to be prepared concurrently with the local planning scheme to which it relates.

The Shire of Toodyay's Local Planning Strategy 2017 revokes the Local Planning Strategy dated November 2007 once endorsed by the Western Australian Planning Commission under clause 15 of the Regulations.

### 2.2 Planning Principles

The guiding principles for this Local Planning Strategy are:

- To provide a strategic plan that will plan for the future of the Shire in a responsible sustainable manner and reflects the aspirations of the Shire and its community, accommodates future needs and creates opportunities to enhance local attributes.
- To provide a strategic plan that is consistent with state and regional planning policies, strategies, structure plans and strategic development initiatives.
- To provide a strategic plan that is clear, comprehensive, accessible, informative, logical and transparent that provides strategic planning direction for the next 10 to 15 years.
- To provide a strategic plan that is a 'leadership' document that provides the basis for the preparation of the Shire's proposed LPS5.



## 3. State and Regional Planning Context

### 3.1 State Planning Strategy

The State Planning Strategy establishes the following principles, which will guide the preparation and administration of the new local planning scheme:

- *Environment and resources:* to protect and enhance the key natural and cultural assets of the State and to deliver to all Western Australians a high quality of life which is based on sound environmentally sustainable principles.
- *Community:* to respond to social changes and facilitate the creation of vibrant, accessible, safe and self-reliant communities.
- *Economy:* to actively assist in the creation of regional wealth, support the development of new industries and encourage economic activity in accordance with sustainable development principles.
- *Infrastructure:* to facilitate strategic development by ensuring land use, transport and public utilities are mutually supportive.

Each principle is supported by a list of strategies and actions to achieve the desired outcomes. Many of these involve implementation by way of local government planning schemes, and have been considered in the development of this Strategy and any future planning schemes.

### 3.2 Wheatbelt Regional Planning and Infrastructure Framework

The Wheatbelt Regional Planning and Infrastructure Framework (the Framework) is underpinned by a vision of *“The Wheatbelt will have a diverse social and economic base, be a leader in innovation and create new opportunities that confirm it as a key contributor to the State’s prosperity.”*

It is supported by the following objectives developed around the three principles of the Framework, which address the Strategic Goals of the State Planning Strategy for global competitiveness, strong and resilient regions, sustainable communities, infrastructure planning and conservation.

#### 1. Liveable Communities

Effective infrastructure and service delivery that:

- responds to local knowledge and values;
- accommodates the Wheatbelt’s linkages to other regions;
- builds on the interconnectedness of settlements;
- assists and promote sustainable growth and cater for the needs of communities;
- recognises the current and changing demographics of the region; and
- seek to attract and retain a diverse population.

## 2. Vibrant Economy

A diversified and adaptive economy that:

- increases its contribution to the Western Australian economy;
- benefits from innovation in the primary production sector; and
- enables diversification through the establishment and growth of new and innovative industries.

## 3. Valued Natural Amenity

Environmental and landscape values that support the social, cultural and economic development of the region, and are managed for current and future generations.

Many of these involve implementation by way of local government strategic planning and local planning schemes, and have been considered in the development of this Strategy and any future planning schemes.

### **3.3 State Planning Policy**

There are a number of State planning policies (SPP) that have application at a local level, and that will be taken into account in the preparation and application of a new scheme. A full list of these policies is included in State Planning Policy No. 1 – State Planning Framework, but the following are of particular relevance to the Region:

- SPP 2 – Environment and Natural Resources Policy
- SPP 2.4 – Basic Raw Materials
- SPP 2.5 – Rural Planning
- SPP 3 – Urban Growth and Settlement
- SPP 3.1 – Residential Design Codes
- SPP 3.4 – Natural Hazards and Disasters
- SPP 3.5 – Historic Heritage Conservation
- SPP 3.6 – Developer Contributions for Infrastructure
- SPP 3.7 – Planning in Bushfire Prone Areas
- SPP 4.1 – State Industrial Buffer Policy
- SPP 5.2 – Telecommunications Infrastructure
- SPP 5.4 – Rail and Road Transport Noise and Freight Considerations in Land Use Planning

In addition to the above policies, the Commission has developed a number of operational policies, guidelines and planning bulletins, which are relevant to the development of this Strategy and any new local planning schemes.

## 4. Local Planning Context

### 4.1 Local Planning Strategy

Strategic land use planning in the Shire is guided by the Local Planning Strategy. The Local Planning Strategy, adopted in November 2007, aimed to manage growth and development of the Shire and was prepared in conjunction with Local Planning Scheme No.4 (LPS4).

### 4.2 Local Planning Scheme No. 4

Statutory planning in the Shire is controlled by Local Planning Scheme No. 4 (the Scheme), which was gazetted on 13<sup>th</sup> February 2008. Given that the Scheme is nearly a decade old, the Strategy provides direction for the preparation of LPS5, to ensure that scheme provisions are contemporary and reflect changes to policy and social and economic circumstances.

### 4.3 Other Strategic Plans

The Shire has adopted a number of local and regional strategic planning documents that have informed the preparation of this strategy, and where applicable, the land use planning elements have been incorporated into the LPS:

- Strategic Community Plan (2013) – primary strategy document that guides community development.
- Economic Development Plan (2015) – provides guidance on economic development of the Shire and follows on from the WDC's Avon Sub-Regional Economic Development Strategy (2013).
- Heritage Strategy (2014) and Heritage Master Plan (2015) – providing direction on the management of heritage issues.
- Environmental Management Strategy (2014) – guiding management of biodiversity, environmental and natural resources issues.
- Recreation Strategy (2014) and Master Plan (2014) – guiding development of sporting and recreation facilities in the Shire and in particular, the new Precinct located in the Foggarthorpe Estate.
- Wheatbelt Integrated Aged Care Plan (2014) – regional plan to manage an aging population.

These documents are available on the Shire's website at [www.toodyay.wa.gov.au](http://www.toodyay.wa.gov.au).

## 5. Vision & Objectives

### 5.1 Vision

The Shire of Toodyay's Strategic Community Plan (2013) is a key strategic document for the Shire, detailing the vision for the future and encapsulating the ideas of the community. The vision for the LPS is drawn from this plan.

---

**“We are a vibrant rural community that celebrates our past and embraces a sustainable future.”**

### 5.2 Objectives

Similar to the vision, the objectives for the LPS align with the goals developed for the Strategic Community Plan. These objectives reflect the economic, developmental, community and environmental aspirations for the Shire. The objectives of the Local Planning Strategy are to:

1. plan for the sustainable provision of land to meet existing and future needs of the community and business;
2. assist employment and economic growth by providing land suitable for retail, commercial, industrial and tourism uses;
3. consolidate the Toodyay Town Centre as the commercial centre of the Shire;
4. minimise the loss of productive agricultural land and areas of native vegetation by consolidating and promoting sustainable development in, and adjacent to, existing urban areas;
5. support primary production through the protection of rural land, particularly priority agricultural land;
6. provide for economic diversification in rural and rural living areas by providing small scale tourism and business opportunities compatible with the surrounding areas;
7. ensure development appropriately takes account of potential hazards such as flood and bushfire;
8. retain, enhance, protect and promote the ecological integrity and biological diversity of the Shire;
9. protect the valued landscape characteristics of the Shire's natural and rural landscapes as assets to be appreciated by residents and tourists;
10. recognise and encourage protection of places of cultural heritage value;
11. protect and manage natural environmental resources of particular national, regional and local significance, and minimise the environmental impact associated with the use or development of land;
12. ensure the development of a safe, efficient and convenient system of movement of both people and goods;
13. protect the Shire from large scale inappropriate development, such as commercial landfills for metropolitan and regional waste; and

14. ensure the future development takes advantage and makes the most efficient use of infrastructure that is available.

## **6. Key land use and planning issues**

The key land use and planning issues provide the background and context for the formulation of strategies that will guide land use change and development in the Shire over the next ten to fifteen years. Some of the key issues are highlighted below and a more comprehensive assessment of the key issues can be found in Part Two of this document.

### **6.1 Growth & Settlement**

Historically the Shire has seen many examples of ad hoc development resulting in a lack of appropriate strategic planning, creating poor community outcomes, inadequate connections and integration with the surrounding land uses, assets and facilities. This Strategy builds on an improved strategic planning framework to sustainably develop the Shire to cater for the expected growth, to protect the environment and the agricultural sector.

The current settlement pattern is expected to continue adopting a realistic growth rate of 1.8% and the Strategy sets a focus on the Toodyay townsite. The Toodyay townsite will strengthen its role as the key service centre within the Shire by offering a range of appropriately planned housing, services and facilities which will maximise densities around existing infrastructure, such as water, sewer, main roads, public transport and commercial areas.

### **6.2 Heritage**

Toodyay is one of the oldest inland towns in Western Australia and much of its heritage is preserved. A key objective of the LPS is to recognise and encourage the protection of places of cultural heritage value and to achieve this objective it will be important to ensure the new local planning scheme is flexible to encourage utilisation and revitalisation of local heritage places that will contribute to the economy through employment and tourism opportunities.

### **6.3 Tourism**

Tourism is a major contributor to the economy of the Shire and growth in the sector is expected in all areas. In order to accommodate this growth and to encourage the creation of tourism related business, flexibility for usage in rural land use zones is encouraged. The Scheme has recently been amended to provide additional development provisions and land use definitions for the assessment of tourism to encourage and enable diversification of activities on rural land. It is important that LPS5 promotes flexibility and diversification in commercial and rural areas, including heritage places, to facilitate the growth of the tourism sector.

## 6.4 Town Centre & Employment Lands

Growth of Toodyay townsite has historically been linear, forming along the Avon River, creating a dispersed development pattern.

The LPS seeks to consolidate growth, in order to create a more efficient development pattern which could lead to further economic advantages. The LPS reconfirms that a second centre is not desirable or required over the 15 year planning period but rather proposes maximising existing services within the town, including the railway and opportunities for public transport.

To cater for the expected population growth and the consequent commercial and industrial growth, the Strategy acknowledges the important role of existing businesses and aims to ensure appropriate zoning by identifying land for mixed uses, such as professional offices and consulting rooms to accommodate the future expansion of the Toodyay townsite to encompass the existing Civic area and to create a public transport node.

Additional employment land has also been identified as a new rural enterprise zone to provide suitably zoned land for larger home businesses and occupations, such as plumbers and concreters, to reside and work.

## 6.5 Bushfire

The whole of the Shire of Toodyay local government area is mapped within the Department of Fire and Emergency Services' Map of Bush Fire Prone Areas as bushfire prone due to the level of vegetation coverage (DFES, 2017). There were a number of areas identified in the current Local Planning Strategy for future rural-residential and residential development that have been reassessed for their suitability as a result of the introduction of *State Planning Policy 3.7: Planning in Bushfire Prone Areas* and the *Guidelines for Planning in Bushfire Prone Areas*.

## 6.6 Transport & Infrastructure

A key component of the LPS is to identify and address development and capacity constraints resulting from a lack of infrastructure. The LPS recommends maximising the use of existing transport and infrastructure in around the townsite of Toodyay through appropriate development to cater for residential diversity and the potential increase in population.

Main Roads continue to plan for a heavy vehicle bypass of the Toodyay Town Centre with the route of the bypass and Town Centre Precinct Special Control Area identified on the mapping. When the bypass is constructed, opportunities to increase pedestrian accessibility and commercial activity may arise. It is proposed to establish a Town Centre Precinct Special Control Area to enable development controls and policies to be tailored to meet the needs of the area.

The actions within the LPS will provide support to public transport services, including the Avon Link passenger train service by maximising opportunities within the walking catchment of the railway station and creating pedestrian links to the town centre.

## 6.7 Extractive Industries - Mining and Basic Raw Materials

### Mining

Mining is an important primary industry and a major source of employment and contributor to Western Australia's economy, with more than 1,000 operating mine sites. The continuing importance of mining to the State's economy is recognised in the *State Planning Strategy 2050*.

Mining can occur under one of three pieces of legislation – the *Mining Act 1978*, the *Planning and Development Act 2005* or a State agreement.

In Western Australia the extraction of minerals is generally governed by the *Mining Act 1978*. However, in some cases, minerals (with the exception of 'royal metals' such as gold, silver and other precious metals) located on land alienated from the Crown before 1899 remain the property of the landowner. This is commonly referred to as 'mineral to owner' land, and in these circumstances, landowners have the right to mine and sell these minerals. Where this occurs, mining is governed by the *Planning and Development Act 2005*.

Although there are likely to be some mineral to owner lands within the Shire of Toodyay (due to historic and extensive land grants to the West Australian Midland Land Grant Railway Company in the 1890s), the spatial extent of mineral to owner lands is not known.

While some mineral rights have been reacquired by the State Government - which is noted by the inclusion of an 'M' in the lot number - where mineral rights still exist, the *Planning and Development Act 2005* acts as the principle governing legislation. In these circumstances, a local planning scheme provides the basis for decision-making by setting out land use permissibility and establishing the requirement for development approval.

Although it is possible to do so, the *Shire of Toodyay Local Planning Scheme No. 4* does not distinguish between mining operations determined:

- (a) by the Department of Mines, Industry Regulation and Safety under the *Mining Act 1978*; or
- (b) by the local government or a development assessment panel under the *Planning and Development Act 2005*.

A local planning scheme cannot stop all mining by simply identifying mining operations as a prohibited land use. In this regard, section 120(1) of the *Mining Act 1978* requires the provisions of a local planning scheme be taken into account, but prevents the scheme from prohibiting or affecting the carrying out of mining authorised under the *Mining Act 1978*. For this reason, a local planning scheme's prohibition against mining can only be enforced where the *Mining Act 1978* does not apply - for example, on minerals to owner land.



However, the inclusion of mining operations in a local planning scheme's zoning table can be used to 'trigger' the consultation process outlined in section 120(2) of the *Mining Act 1978*. Accordingly, it is recommended that 'Mining Operations' be included in the zoning table of the new local planning scheme as a discretionary use, as this will allow the local government to advise the Minister for Planning and the Minister for Mines and Petroleum that proposed mining operations may conflict with the local planning scheme.

## Basic Raw Materials

Basic raw materials are predominately used in the construction industry for works such as road construction, housing, site preparation and concrete. In particular, these materials include sand, limestone, limesand, clay, hard-rock and gravel aggregate.

On private freehold land, the extraction of basic raw materials is governed by the *Planning and Development Act 2005*, and is typically controlled through the development approval process.

Guidance for the extraction of basic raw materials within the Perth and Peel planning regions is provided in *State Planning Policy 2.4: Basic Raw Materials* and outside the Perth and Peel planning regions, this advice is provided in *State Planning Policy 2.5: Rural Planning*.

Extractive industries are important to the growth and economy of Toodyay; however, appropriate strategic planning and management in regards to these activities is essential. This may include providing buffers to separate mining operations from sensitive land uses in order to minimise impacts on the community.

Where basic raw materials are present, it is important to consider the zoning and land use of the area, and provisions for the protection, access and use of the resources.

## 6.8 Waste Management

With the prohibition of landfills from the Swan Coastal Plain, it is likely that the Avon Valley will be investigated for potential sites for new landfills, as has been seen recently with the Opal Vale proposal in the Shire and the Allawuna Landfill proposal in the Shire of York. The WAPC recommends that landfills are reflected as an 'X' use in schemes and that proposals be subject to a comprehensive rezoning process. Currently landfills are an 'X' use in LPS4 and this position will be carried forward in LPS5. This is to ensure that the planning process is thorough with community involvement. Adequate buffers to industrial areas, servicing infrastructure and waste disposal sites need to be defined and will be included in LPS5.

## 6.9 Agriculture

Agriculture was and continues to be a foundation industry of the Toodyay economy therefore it is important to protect productive agricultural land. As in the previous LPS and

consistent with State planning policies, the primary objective is to protect productive agricultural land from fragmentation and land use conflict, whilst enabling landowners to diversify activities, such as including tourism. The actions of the LPS also aim to provide appropriate mechanisms to protect areas of environmental significance, including the introduction of a conservation zone.

## 6.10 Rural Living

This LPS recognises there is a market for rural living development and that it provides for a range of housing and lifestyle opportunities. However, rural living estates must be carefully planned, as they can be an inefficient means of accommodating people. Once rezoned, rural living estates consume and sterilise what was rural land, and may have unintended or adverse social, environmental, servicing or management impacts.

It is estimated that the existing 'rural residential' and 'rural living' zones could potentially yield an additional 1,777 rural residential and 254 rural living lots, which have been identified in the mapping supporting this LPS. These additional lots could support an additional population of approximately 5,077 people (Average household size – 2.5 ABS).

A key objective of the Strategy is to minimise the further loss of productive agricultural land through consolidation of these areas and promoting sustainable development in, and adjacent to, existing urban areas.

The LPS seeks to consolidate the extensive supply of land already zoned for rural living. No additional rural living areas have been identified in this strategy. Existing areas identified for rezoning in the Strategy are those that will better reflect the existing on-ground subdivision pattern and usage. Factors such as bushfire risk, sustainable water supply and land use conflict will affect suitability of this land when considering subdivision and development.

## 6.11 Biodiversity

The Shire is within the Southwest Australia Eco region, a biodiversity hotspot, with approximately 48% of the Shire's area covered by relatively intact remnant vegetation. However a significant proportion of these areas have been under pressure due to clearing for agricultural activities, mining, rural living and rural residential development, subdivision and other developmental activities. The challenge is to manage the important biodiversity assets of the Shire as early as possible within the planning process through identification, preservation, conservation and protection measures. Further issues such as bushfire risk, overstocking of animals and on-site sewerage management, particularly on rural living type proposals need to be balanced with biodiversity conservation and environmental impact.

## 6.12 Landscape Protection

The shire's landscape features include: prominent ridges and hills centred on the Avon River and its tributaries; steep slopes, rock outcrops and pools along the river; woodland vegetation amongst agricultural uses; and the historic stone buildings of Toodyay town. The landscape is viewed from roads that wind through the hills and along and across the river, and from lookouts and parkland of the Toodyay townsite. The Shire's landscape attracts residents and tourists, adding value to the local economy. The key issue is to protect visually sensitive locations from changes that would detract from valued landscape character.

## 7. Strategic Directions, Strategies & Actions

### 7.1 Growth & Settlement

#### Strategic Directions & Strategies

- a. Provide for a range of residential densities in the Toodyay townsite to facilitate development of a variety of housing types.
- b. Promote the consolidation of the townsite with a view of reducing development costs, improving access to and viability of services and limiting the impact on natural environmental resources associated with urban expansion.
- c. Use appropriate dual density coding to promote infill development and to maximise use of existing and future infrastructure.
- d. Work collaboratively with service providers to expand the provision of essential infrastructure in the townsite.
- e. Investigate the land use needs to accommodate additional aged care and retirement village developments.
- f. Ensure development adequately considers and addresses natural constraints including bushfire and flooding.
- g. To ensure that development adequately considers and addresses landscape and biodiversity protection.

#### Actions

- a. Align zone names with Schedule 1 Part 3 model provisions for local planning schemes of the Regulations (model provisions) as follows:
  - i. Residential Development to Urban Development. (SHORT TERM)
- b. Introduce a new Private Clubs, Institutions and Places of Worship zone from the model provisions in lieu of using Special Use zones where appropriate, to introduce development controls, including permissibility within the Zoning Table. (SHORT TERM)
- c. The objectives for the Private Clubs, Institutions and Places of Worship zone are as per the model provisions:
  - i. To provide sites for privately owned and operated recreation, institutions and places of worship.
  - ii. To integrate private recreation areas with public recreation areas wherever possible.
  - iii. To separate potentially noisy engine sports from incompatible uses.
  - iv. To provide for a range of privately owned community facilities, and uses that are incidental and ancillary to the provision of those facilities, which are compatible with surrounding development.
  - v. To ensure that the standard of development is in keeping with surrounding development and protects the amenity of the area.

- d. Review the residential density codes and insert according provisions into LPS5 regarding the utilisation of dual coding to a maximum density of R40. A density of R40 would better utilise existing infrastructure and encourage medium density development, including aged and affordable housing where the development meets one or more of the specified conditions, such as:
- i. reticulated sewerage is available in the Toodyay townsite;
  - ii. dedication of land for identified linkages to expand the Avon River foreshore reserve; and
  - iii. adaptive sustainable reuse of heritage buildings. (SHORT-TERM)
- e. Recognise the existing pattern of subdivision by rezoning:
- i. Foggarthorpe Estate encompassing Lots 291 to 322 Tompkins Bend; Lots 275 to 285 and 286 to 299 Weedon Crescent; Lots 234, 235, 255 to 260, 261 to 271, 9013 and 9500 Rayner Loop; Lots 272 to 274 and 9009 Drummond Street; Lots 226 to 233, 236 to 242 and 9006 Gadsdon Pass, Nunile from Residential Development to Residential R10 to provide a more appropriate zoning and to enable application of the R-Codes through the Scheme. Note: Lots that are within the SCA2 – Toodyay Bypass area will remain in the SCA. (DA1 – SHORT TERM)
  - ii. Lots 1, 2, 3, 17, 18, 25, 26, 29, 30 33, 34, 37, 38, 41, 42, 45, 46, 49, 50, 53, 54, 100, 101, 200, 201, 502 Julimar Road and Lots 3, 4, 5 Lukin Street, Toodyay from Special Residential and Residential Development to Residential R2.5 to provide a more appropriate zoning and to enable application of the R-Codes. (DA2 – SHORT TERM)
  - iii. Lot 10 Northam-Toodyay Road, Dumbarton from Special Residential to Residential R2.5 to provide more appropriate zoning and to enable application of the R-Codes. (DA3 – SHORT TERM)
  - iv. Lots 13 and 50 Northam-Toodyay Road, Dumbarton from Special Residential to Residential R2.5 to provide more appropriate zoning and to enable application of the R-Codes. (DA4 – SHORT TERM)
  - v. Glencoe Estate comprising of Lots 107 to 117 Macdonald Retreat and Lots 101 to 106 Campbell Chase, Dumbarton from Special Residential to Residential R2.5 to provide more appropriate zoning and to enable application of the R-Codes. (DA5 – SHORT TERM)
  - vi. Lots 3, 4, 33, 34, 37, 43, 45, 46, 49, 50, 53, 54, 54, 56, 75 (UCL) and 89 Julimar Road; Lot 88 Beaufort Street; Lots 3 and 54 Baring Street; Lot 37 River Road; Lots 47 and 48 Clarkson Street; Lot 38 Grey Street; Lots 1, 2 and 39 Wellington Street; and Lots 44, 46 and 49 Beaufort Street, West Toodyay from Special Residential and Lot 29 Julimar Road from Reserve – Recreation and Conservation to Residential R2.5 to a more appropriate zoning in lieu of a reserve. (DA6 – SHORT TERM)
  - vii. Portions of Lots 30 to 35 and 129 and 130 Leeder Road, Toodyay located outside the floodway from Reserve – Recreation and Conservation to Residential R2.5 to a more appropriate zoning in lieu of a reserve. (DA7 – SHORT TERM)
- f. Areas currently zoned as ‘Residential Development’ (to be renamed ‘Urban Development’) are not be developed until a structure plan has been prepared and there is adequate connection to water, power and sewerage services. The structure plan must be prepared in accordance with Part 4 of the deemed provisions of the

Regulations and must specifically provide for the staging of subdivision and development of the area and the provision of community infrastructure.

- g. Delete the current Wetland/River Channel Special Control Area and insert a new Avon River Special Control Area in its place to ensure that any development takes place in such a manner so as to safeguard the welfare of people in the area. (SHORT TERM)

## 7.2 Heritage

### Strategic Directions & Strategies

- a. Establish a list of places and areas of cultural heritage significance in which development will be subject to assessment in terms of its impact on the particular heritage values of the place or area.
- b. Recognise and take into account sites of Aboriginal heritage significance in the consideration of rezoning, subdivision and development in both the urban and rural sectors.
- c. Apply design standards and guidelines to encourage retention and enhancement of local character that will contribute to a sense of place and community identity.
- d. Review relevant policies to ensure that they encourage appropriate, complementary and sustainable development.

### Actions

- a. Review the existing Heritage List as per clause 8 of the deemed provisions of the Regulations, to incorporate as the Heritage List for the purposes of LPS5. (SHORT TERM)
- b. Review the current local planning policies and design guidelines for heritage places, including determining if the heritage precincts should be converted to designated heritage areas in LPS5. (SHORT TERM)
- c. Develop a local planning policy containing heritage controls for the proposed Town Centre Precinct Special Control Area, and another policy for the rest of the Shire. (SHORT TERM)
- d. Introduce exempt development and supplemental provisions for places and areas listed on the Shire's Heritage List, excluding those listed under the Heritage Act or those which have been included in the Shire's Heritage list in accordance with Clause 8, Part 3 of the deemed provisions as follows:
  - i. Building maintenance that does not involve the removal of, or damage to, the existing fabric of the building or the use of different materials. (SHORT TERM)
  - ii. Repairs, including replacing missing or deteriorated fabric with like-for-like fabric, that does not involve the removal of, or damage to, the significant fabric of the building. (SHORT TERM)
  - iii. Repainting of the surface of a building in the same colour scheme and paint type if they are appropriate to the substrate and do not endanger the survival

of earlier paint layers and without disturbing or removing an earlier paint layer unless it is chalking, flaking or peeling. (SHORT TERM)

## 7.3 Tourism

### Strategic Directions & Strategies

- a. Encourage diversification of agricultural activities by permitting ancillary use, such as home businesses and tourism.
- b. Encourage appropriate service, transport and logistics industries on agricultural land where there are no amenity or local impacts consistent with *State Planning Policy 2.5: Rural Planning* (SPP 2.5).
- c. Encourage ecotourism through the identification and development of flora roads; the designation of river/stream viewing nodes; and the development of walk trails and other forms of passive recreation.

### Actions

- a. The General Agriculture zone should be flexible to accommodate appropriate tourism uses to enable farmers to diversify their activities to ensure sustainable development of the Shire. (ONGOING)
- b. Identify appropriate tourist land uses to be included in LPS5. The use classes, in most cases, should be a 'D' or 'A' use in zones considered acceptable for each specific tourist land use. (SHORT TERM)

## 7.4 Town Centre & Employment Lands

### Strategic Directions & Strategies

- a. Strengthen the Toodyay Town Centre's role as the main commercial area of the Shire.
- b. Facilitate the incorporation of small scale, low intensity commercial activity within mixed use areas, and as home-based business within rural enterprise areas, subject to suitable controls to ensure compatibility and preservation of the amenity.
- c. Identify areas appropriate for a rural enterprise zone to accommodate people living or working on the same property.
- d. Protect existing employment lands and seek to expand the provision of employment lands (particularly light industrial land) in line with market demand.
- e. Ensure that the zones reflect the existing and future uses in the Town Centre, periphery and industrial areas and that the level of land use permissibility is consistent with the zone objectives and location to avoid amenity and land use conflict impacts.

### Actions

- a. Align zone names to the model provisions as follows:
  - i. Town Centre to Commercial.



- ii. Mixed Business to Mixed Use. (SHORT TERM)
- b. Objectives for the Mixed Use zone are:
- i. To provide a diversity of land use and housing types;
  - ii. To allow appropriate businesses to locate and develop in close proximity to residential areas;
  - iii. To allow for services to be provided locally;
  - iv. To provide high level of amenity; to accommodate a mixture of residential development with small scale businesses in a primarily residential scale environment with the predominant uses being residential, office, consulting, dining and limited retail uses occupying the street frontage of lots; and
  - v. To provide an intermediate stage between Residential and Commercial zones. (SHORT TERM)
- c. Introduce new Service Commercial and Industrial Development zones as per the model provisions. (SHORT TERM)
- d. Objectives for the Service Commercial and Industrial Development zones are as per the model provisions :

Service Commercial

- i. To accommodate commercial activities which, because of the nature of the business, require good vehicular access and/or large sites.
- ii. To provide for a range of wholesale sales, showrooms, trade and services which, by reason of their scale, character, operational or land requirements, are not generally appropriate in, or cannot conveniently or economically be accommodated in, the central area, shops and offices or industrial zones.

Industrial Development

- i. To designate land for future industrial development.
- ii. To provide a basis for future detailed planning in accordance with the structure planning provisions of this Scheme.

- e. Objectives for the Rural Enterprise zone are to:
- i. Provide a range of lots in a rural environment where people live and may also work on the same property.
  - ii. A range of uses that may be considered include light industrial, cottage and rural industries and home businesses that are of a scale compatible with maintaining the amenity of a rural environment.
  - iii. Lot sizes shall range from 1ha to 4ha.
  - iv. Protect residential amenity and the operation of enterprise through careful lot layout and high quality building design. (SHORT TERM)
- f. Establish a Town Centre Precinct Special Control Area to:
- i. Protect the heritage significance of the area.
  - ii. Encourage higher density housing in conjunction with suitable commercial development to a maximum R40 density coding.
  - iii. Higher density development only permitted where it meets pre-specified conditions that will benefit the area.
  - iv. Regulate an appropriate level and type of advertising signage.

- v. Ensure no adverse impacts on the amenity or locality from development. (SHORT TERM)
- g. Insert provisions to require approval for development within the Town Centre Precinct Special Control Area in accordance with Clause 61(3) of the deemed provisions. (SHORT TERM)
- h. Adopt a Local Planning Policy to support the Town Centre Precinct Special Control area to provide guidance on development, heritage and advertising requirements. (SHORT TERM)
- i. Introduce a supplemental provision to exempt minor advertisements in the Town Centre Special Control Area from the requirement for development approval where they do not obstruct the footpath or obstruct traffic and are only displayed during operating hours. (SHORT TERM)
- j. Rezone Lots 2-6 and 325 Clinton St; Lots 23-24 Fiennes St; Lots 50, 500-501 Duke St; and Lots 176-177 Hammersley St, Toodyay from Residential R30 to Mixed Use to provide additional employment and commercial land as a logical expansion to the Toodyay townsite. Residential development to meet the requirements of R10/40 R-Coding. (DA8 – SHORT TERM)
- k. Investigate rezoning portions of Lot 567 Goomalling-Toodyay Rd, Toodyay in two stages from Rural to Rural Enterprise to provide additional employment land in close proximity to the Toodyay townsite to enable landowners of larger home businesses to operate and reside on their land. (DA9 – MEDIUM TERM)
- l. Rezone Lots 44, 45, 46, 67, 300 and 311 Stirling Terrace, Toodyay from Mixed Business to Mixed Use. (DA 17 – SHORT TERM)
- m. Rezone Lots 17, 18, 19, 20, 24, 31, 42, 100, 150, 267, 270, 271 and 272 Stirling Terrace, Toodyay from Mixed Business to Service Commercial. (DA 18 – SHORT TERM)
- n. Review the permitted uses and development controls, including policy provisions in the Light Industrial zone to ensure consistency with zone objectives and to prevent land use conflict and amenity impacts. (SHORT TERM)
- o. Require structure planning for lots with subdivision potential that adjoin the Avon River. (SHORT TERM)
- p. Where ad-hoc rezoning proposals for industry are made, or in considering proposals for subdivisions of industrial land, Council will consider whether the proposal:
  - i. Is consistent with the objectives and intent of State Planning Policy;
  - ii. Is located on a main road or on a road that is of a suitable standard and treatment, to accommodate significant increase in traffic volumes and freight tasks which may be generated by the development;
  - iii. Contains or satisfactorily manages potential environmental (including water resources), noise, amenity and air quality impacts on the landholding without affecting nearby land uses.
  - iv. Is not be visually dominant within key viewsheds, and should be visually compatible with surrounding land uses and development;
  - v. Is provided with essential services commensurate with the intended land use.

- vi. Complies with State policy for separation distances, buffers, and any other relevant provisions.
- q. Insert into Schedule 2 – Additional Uses:

No: 10

Description of Land: Pt Lots 54 & 55 and Lot 56 Railway Road, Toodyay

Additional Use: Industry – Light

Conditions:

1. The approved additional use is for the sales and servicing of pumps.
2. The use may not be altered, extended or expanded without the approval of the local government.
3. The business shall be operated by the occupier of the dwelling.
4. The hours of operation are restricted to 7am to 5pm Monday to Friday, except in emergency situations.
5. No more than 2 people who are not members of the occupier's household shall be employed.
6. The business shall not involve the presence, use or calling of a vehicle of more than 4.5 tonnes tare weight.

(SHORT TERM)

## 7.5 Bushfire

### Strategic Directions & Strategies

- a. Control rezoning, subdivision and development in bushfire prone areas to minimise risk to life and property in accordance with *State Planning Policy 3.7: Planning in Bushfire Prone Areas* (SPP3.7).
- b. Identify areas of high to extreme bushfire risk that are unsuitable for development.
- c. Improve access and essential infrastructure in bushfire prone areas.
- d. Ensure that strategic planning proposals, subdivision and development applications take into account bushfire protection requirements and include specified bushfire protection measures in accordance with SPP3.7.
- e. Achieve an appropriate balance between bushfire risk management measures and biodiversity conservation values, environmental protection and biodiversity management and landscape amenity, with consideration of the potential impacts of climate change.

### Actions

- a. Consistent with SPP3.7, in instances where biodiversity values conflict with bushfire risk management measures and significant clearing of native vegetation is the only means of managing bushfire risk, Council will generally not support the proposal. (ONGOING)
- b. Investigate the need for additional bushfire risk data, such as contour mapping, to better identify areas of high risk that are potentially unsuitable for development. (MEDIUM TERM)
- c. Investigate the need for bushfire controls in addition to the State policies and need for incentives or other provisions to facilitate the implementation of strategic fire breaks and the like. (MEDIUM TERM)
- d. Develop a Bushfire Hazard Level assessment for the Shire in conjunction with the Department of Fire and Emergency Services to identify opportunities and constraints for land use intensification, and the ability to achieve compliance with the bushfire protection criteria, to better inform bushfire risk management measures. (MEDIUM TERM)

## 7.6 Transport & Infrastructure

### Strategic Directions & Strategies

- a. Promote the integration of land use and transport infrastructure designed to minimise impacts on the local community, vehicular travel demand and to facilitate convenient access to facilities by foot, cycle and public transport.

- b. Promote the development of safe and efficient local transport networks comprising roads, pedestrian cycle routes and public transport, which allows convenient access to the town centre and community services.
- c. Support the provision of public transport services, including the continuation of the Avon Link rail service through the designation of appropriate land uses.
- d. Control the location and design of noise sensitive development in areas affected by significant levels of road or rail noise to minimise the impact of current and/or future road and rail noise.
- e. Support the provision of safe and efficient transport routes for agricultural products and services

#### Actions

- a. Facilitate the extension of infill sewerage within the Toodyay townsite. (ONGOING)
- b. Seek innovative and sustainable alternatives to deep sewerage to support development in the unsewered areas of Toodyay, consistent with State policy. (ONGOING)
- c. The provision of a water supply to service subdivision for rural living must be consistent with the provisions of SPP2.5. (ONGOING)
- d. Seek improvement to the quality of telecommunications and technology infrastructure throughout the Shire, in consultation with network providers. (ONGOING)
- e. Introduce an additional supplemental provision within LPS5 as follows:
  - i. Public works undertaken by a State or local government and are consistent with the objectives of the zone or ultimate purpose of the reserve.
- f. Review the residential density codes and introduce dual coding where reticulated sewerage is available in the Toodyay townsite to maximise use of infrastructure and to encourage medium density development, including aged and affordable housing (subject to appropriate planning being undertaken). Insert provisions into LPS5 regarding utilisation of the dual coding and requirements prior to development. (DA10 – SHORT-TERM)

## **7.7 Extractive Industries - Mining and Basic Raw Materials**

### Strategic Directions & Strategies

#### Mining

- a. To ensure that the community is fully informed on any mining proposals.
- b. To protect the community from any mining proposals that may have an adverse impact.

- c. Recognise the Shire's historic legacy of 'mineral to owner' land, and the local planning scheme's ability to control mining operations on such land.

#### Basic Raw Materials

- a. Facilitate the extraction of basic raw materials, subject to appropriate precautions to minimise any adverse impact on adjacent property, or on the natural environmental resources.
- b. Encourage the definition of suitable buffers within LPS5 to limit the impact on adjacent property, and to avoid encroachment of sensitive development into areas subject to reduced air quality, noise or risk.
- c. Identify and protect basic raw materials including gravel and sand resources from inappropriate developments that would prevent their future use.
- d. Identify natural resource priority areas and significant geological supplies and buffers to avoid encroachment of sensitive development into areas subject to reduced air quality, noise or other risks.
- e. Establish appropriate controls for extractive industries to minimise impacts on the environmental and local amenity, including roads.

#### Actions

##### Mining

- a. Insert 'Mining Operations on minerals to owner land' as a use within the Zoning table (Table 1) and list it as a 'D' use within the 'General Farming' zone and an 'X' use for all other zones. Include the following footnote to Table 1 – Zoning Table: *'Mining' covered by the Mining Act 1978 is exempt from the requirement for planning approval and will be determined in accordance with the Mining Act 1978. (SHORT TERM)*
- b. Insert 'Mining Operations under the Mining Act 1978' as a use within the Zoning table (Table 1) and list it as a 'D' use within the 'General Farming' zone and an 'X' use for all other zones. Include the following footnote to Table 1 – Zoning Table: *'Mining' covered by the Mining Act 1978 is exempt from the requirement for planning approval and will be determined in accordance with the Mining Act 1978. (SHORT TERM)*
- c. Insert the following clause into Part 6 – Development and Use of Land of LPS5:

##### Requirement for consultation to commence mining

In considering proposals to commercially extract minerals, Council may exercise its discretion to inform the Minister for Mines and the Minister for Planning in writing that the granting of a mining lease or general purpose lease is contrary to the provisions of the Scheme and the Local Planning Strategy. (SHORT TERM)

##### Basic Raw Materials

- a. Utilise provisions under the Local Planning Scheme, including introduction of Special Control Areas, to ensure protection of Strategic Basic Raw Material sites from

incompatible development and to ensure appropriate consultation with State Government agencies when considering subdivision or development proposals within or adjoining the sites.

- b. Assessing the suitability of any rezoning on land within or adjoining the Strategic Basic Raw Material sites, that could jeopardise the extraction of basic raw materials, will have regard to the following:
  - i. Priority Resource Locations, there will be a general presumption against the intrusion of proposed uses which are not compatible with extractive industry operations;
  - ii. Key Extraction Areas, non-compatible uses are restricted to ensure these areas are available for the long term supply of material;
  - iii. Extraction Areas, proposed uses adjacent to existing extraction areas need to comply with the relevant buffer distance requirements set by state policy;
  - iv. Buffer distances, on-site and off-site, as set by the relevant state policy.
- c. The identification of Strategic Basic Raw Material sites in the Strategy and/or the Special Control Areas included in the Scheme is not intended to preclude the extraction of basic raw materials on land outside of these areas subject to the proposal complying with planning and environmental requirements.

## 7.8 Waste Management

### Strategic Directions & Strategies

- a. The Strategy will only allow for a large infrastructure site, such as a landfill, where there is a suitable site that is zoned appropriately and does not result in conflicting land uses.

### Actions

- a. Use of standard definitions, permissibility and guiding information in local planning instruments to achieve a consistent and co-ordinated approach to waste management facilities. (ONGOING)
- b. Continue to identify waste disposal facilities as an 'X' use in LPS5. (ONGOING)
- c. Require applicants or landowners to apply for a rezoning for waste disposal facilities. (ONGOING)
- d. Identify a buffer of 500 metres (or less if justified) around the Opal Vale landfill site at Lot 11 Chitty Road, Toodyay to ensure sufficient separation from sensitive and/or incompatible uses. (DA11 – SHORT TERM)

- e. Rezone the Shire's Waste Transfer Station located on Lot 105 (Reserve 3014) Railway Road, Toodyay from Recreation and Conservation: Parks and Recreation reserve to Public Purposes reserve. (DA12 – SHORT TERM)



## 7.9 Agriculture

### Strategic Directions & Strategies

- a. Protect agricultural land consistent with SPP2.5, whilst having a general presumption against the creation of new or smaller rural lots on an unplanned or ad hoc basis.
- b. Strongly discourage fragmentation of existing productive farm land, except where it can be demonstrated there is a strategic need for alternative use of the land.
- c. Support for subdivision resulting in new rural lots will only be given in accordance with the circumstances under which rural subdivision is intended in *Development Control Policy 3.4: Subdivision of rural land* (DC3.4).
- d. Control the location and design of development in rural areas to protect the amenity of the locality, enhance the rural character and minimise any adverse impact.
- e. With the assistance of DAFWA and local broadacre farmers/groups, identify and protect priority agricultural land within the Shire.

### Actions

- a. Rezoning and subdivision of rural land holdings will be guided by the principles of SPP2.5, DC3.4 and the Rural Planning Guidelines. (ONGOING)
- b. The General Agriculture zone should be flexible to accommodate appropriate tourism uses to enable farmers to diversify their activities to ensure sustainable development of the Shire. (ONGOING)
- c. Identify high quality agricultural land for inclusion in Strategy mapping. (MEDIUM TERM)
- d. Investigate the need to establish Special Control Areas to control development in priority agricultural areas to provide protection from fragmentation and land use conflict. (LONG TERM)
- e. Rezone Lots 112, 113 & 124 Chrimes Place, Lots 114, 115 & 117 Frank Venn Place and Lots 118 Clackline Toodyay Rd, Hoddys Well to Rural and delete Special Use Zone No. 5 from Schedule 4. (SHORT TERM)

## 7.10 Rural Living

### Strategic Directions & Strategies

- a. Council will not support proposals for further rural living areas apart from those identified within this strategy whereby the rezoning will reflect the current on ground subdivision layout and usage.

- b. Control the expansion of existing rural settlements based on the availability of service infrastructure, environmental constraints, bushfire risk and employment opportunities.
- c. Apply appropriate zones to reflect current and/or intended land use.

### Actions

- a. Align zone names to the model provisions as follows:
  - i. Rural Living to Rural Smallholdings. (SHORT TERM)
- b. Subdivision of already zoned rural living areas will be guided by the principles of SPP2.5, DC3.4 and the Rural Planning Guidelines. (ONGOING)
- c. Develop rural strategies for those rural areas identified as being suitable for subdivision to establish of an integrated access network comprising roads, service corridors, fire access corridors, recreational pathways and ecological linkages. (MEDIUM TERM)
- d. Recognise the existing subdivision pattern and land use by rezoning:
  - i. Lots 1, 2, 7, 8, 10 to 20, 51, 530 to 531, Julimar Road; Lot 7 Plunkett Road; Lots 500, 520 to 524, 526 to 529, 532 to 534 Nerramine Drive; and Lots 503 to 508, 511 to 519, 535 Timberden Drive, Julimar from Rural to Rural Smallholdings. Schedule to contain provisions to restrict any further subdivision. (DA13 – SHORT TERM)
  - ii. Rugged Hills Estate comprising of Lots 46 to 49 Weir Road; Lots 50, 51, 201, 202, 204, 217 to 223 Wilkerson Road; Lots 205, 206 and 233 Flexuosa Place; Lots 207 to 216 Ridley Circle; Lots 33 and 34 Kane Road; and Lot 55 Julimar Road, West Toodyay from Rural to Rural Residential. Schedule to contain provisions to restrict any further subdivision. (DA14 – SHORT TERM)
  - iii. Lots 2, 6, 7 and 108 Fitzgerald Terrace; and Lot 5 Picnic Hill Road, West Toodyay from Rural to Rural Residential. Schedule to contain provisions to restrict any further subdivision. (DA15 – SHORT TERM)
- e. Where ad-hoc rezoning proposals for rural living or rural smallholdings are made, or in considering proposals for subdivision of rural land, Council will consider whether the proposal:
  - i. is consistent with the objectives and intent of State Planning Policy;
  - ii. is identified in this Strategy as being suitable for rural smallholdings or more intensive subdivision;
  - iii. represents a logical extension of an existing rural living area with similar lot sizes;
  - iv. is supported by demonstrated demand and justified in terms of achieving productive use of rural land and/or net environmental benefit;
  - v. has the ability to provide necessary services to the development cost-effectively;
  - vi. is supported by a Structure Plan which satisfactorily resolves issues relevant to the site, including (but not limited to), the following:
    - I. context considerations including any connectivity or interface requirements;
    - II. waterway, drainage and floodway matters;

- III. areas required for conservation or vegetation protection;
  - IV. bush fire risk and the implications of bushfire hazard reduction measures on vegetation;
  - V. landscape value protection;
  - VI. access to community facilities;
  - VII. demonstrated access to servicing, including the availability of a feasible potable water supply;
  - VIII. impact of, or on, adjoining uses such as basic raw material sites, agricultural activities, conservation reserves, scenic tourist routes and any associated buffers;
  - IX. the identification of any development and management controls which may include minimum building standards, stocking rate limits or other site specific considerations.
- f. Identify Lot 151 Francis Street, Toodyay as future Rural Smallholdings and/or Environmental Conservation zone.

## 7.11 Biodiversity

### Strategic Directions & Strategies

- a. Identify significant biodiversity assets within the Shire including threatened ecological communities, declared rare flora/fauna and important ecological linkages, with the aim to achieve protection of these assets to maintain ecological values.
- b. Promote the sustainable management of water resources, including public water supply catchments, surface water supply systems and groundwater aquifers, through the application of appropriate land use management and development controls consistent with State policy.
- c. Encourage the preservation of remnant vegetation and promote revegetation of existing cleared areas where there are opportunities to enhance landscape amenities, promote biodiversity and/or reduce the degradation of soil and water.
- d. Identify mechanisms, such as rate relief, grants and subdivision incentives, to encourage and support biodiversity conservation and high conservation value bushland on privately owned land to cater for possible future development into State nature reserves.
- e. Incorporate natural resource management and environmental conservation into the Shire's planning processes.
- f. Protect areas of biodiversity significance from inappropriate development.
- g. Avoid development that would negatively impact upon the ecological values and landscape qualities of the area.
- h. As opportunities arise through subdivision and development, increase the foreshore reserve along the Avon River.

## Actions

- a. Introduce a new Environmental Conservation zone from the model provisions to enable appropriate subdivision and formal protection of areas of high biodiversity significance. (SHORT TERM)
- b. Objectives for the Environmental Conservation zone are as per the model provisions :
  - i. To identify land set aside for environmental conservation purposes.
  - ii. To provide for the preservation, maintenance, restoration or sustainable use of the natural environment.
- c. Rezone a portion of Lots 20 and 21 Frank Venn Road and Lot 22 Clackline-Toodyay Road, Hoddys Well from Rural to Environmental Conservation to reflect the purposes of subdivision approval. (DA16 – SHORT TERM)
- d. Request WALGA, the Wheatbelt NRM and the Department of Planning, Lands and Heritage, undertake local biodiversity planning for the Shire with a view of developing a Local Biodiversity Strategy, to identify, retain, protect and manage significant remnant vegetation on public (including Crown reserves) and private land. Local biodiversity planning should consider:
  - i. methods to mitigate against threats (including unregulated public access, weeds, plant diseases, and feral animals) to maintain the biodiversity values of the Shire's reserves and open spaces;
  - ii. methods to facilitate greater public awareness of the Shire's biodiversity values through increased interpretive measures that are aimed at both residents and tourists; and
  - iii. potential assistance, including incentives, that may be provided to private landowners for biodiversity conservation. (MEDIUM TERM)
- e. Ensure clauses in LPS 5 are adequate to request information on vegetation, flora and fauna is provided to support proposals for rezoning, subdivision and development of land that have the potential to impact on biodiversity. (SHORT TERM)
- f. Introduce tree preservation provisions into the scheme to protect significant trees from development and clearing and to protect the landscape of Toodyay. (SHORT TERM)
- g. Delete the Avon River Valley Special Control Area and insert a new Avon River Special Control Area to ensure development does not impact on the role of the river during flood events. (SHORT TERM)
- h. Develop a Water Management Strategy to develop a framework for the Shire to manage and sustainably use water resources in the local government area, including rainwater, stormwater, groundwater and grey water.

## **7.12 Landscape Protection**

### Strategic Directions & Strategies

- a. Avoid visually sensitive locations when siting development that may impact on valued rural or natural landscape character, including: prominent landform features such as ridges, hills and ranges; on horizon line or at focal point viewed from key vantage points; adjacent to Avon River and its major tributaries; and along tourist routes including entrance routes into Toodyay.
- b. Incorporate objectives for landscape protection that are aimed at minimising the visibility of non-agricultural uses as seen from roads and other public vantage points, ensuring that these uses blend well with their setting and, for some uses and locations, ensuring that they are not seen from specified viewpoints such as nearby roads.
- c. Potential adverse impacts of uses that may detract from valued visual landscape character can be addressed by considering suitable location, siting and design for each use, aimed at retaining the quality of views seen from the Shire's roads, walk trails, railway, the Avon River and other recreation sites, with screen planting of these uses being a last resort, should screening by landform not be feasible.

#### Actions

- a. Identify horizon lines, focal points, prominent landform features and areas of the Avon valley viewed from key vantage points such as lookouts, tourist routes, walking trails, passenger rail and the Avon River. (MEDIUM TERM)
- b. Delete the Avon River Valley and the Landscape Control Special Control Areas from the Local Planning Scheme. (SHORT TERM)
- c. Introduce development provisions into LPS5 to protect valued rural and natural landscape, particularly within the viewshed, of the Avon River and tourist routes, to achieve the objectives of the Strategy. (SHORT TERM)
- d. Consider creating improved opportunities to view the Avon Valley by the development of new lookouts, trails and watercraft launching facilities along River Road, Cobbler Pool Road and Sapper Road. (MEDIUM TERM)
- e. Along identified routes consider requiring viewshed mapping as part of the Structure Planning process. (SHORT TERM)

## **PART 2 – BACKGROUND INFORMATION & ANALYSIS**

# 1. Introduction

## 1.1 Purpose of the Strategy

A Local Planning Strategy is the framework for local planning and the strategic basis for local planning schemes. It provides the interface between regional and local planning and is increasingly being seen as the means to address economic, resource management, environmental and social issues at a strategic level.

The Local Planning Strategy (LPS) sets out the local government's objectives for future planning and development and includes a broad framework by which to pursue those objectives.

The LPS is the key strategic urban planning document for the Shire of Toodyay and will be read in conjunction with the Shire of Toodyay Local Planning Scheme. It is closely linked to the Shire of Toodyay Strategic Community Plan and defines of the future intent of land uses and activities within the Shire. It provides a broad statement of intent to guide integrated and sustainable planning and development in the Shire of Toodyay over the period 2017 – 2030 and beyond.

The Strategy is of particular assistance in:

- Applying the State Planning Strategy, State Planning Policies and interpreting the framework of state and regional strategies, plans and policies for the Shire;
- Establishing the local government's aims for the Shire and the strategies, policies and general proposals for urban growth, population change and biodiversity protection over the next 15 year period;
- Providing an explanation for the statutory provisions of the future Local Planning Scheme No.5 (LPS 5) and to assist the local government in making decisions under the Scheme;
- Informing and guiding the community, developers and state agencies; and
- Providing a basis for coordinating public and private development.

The general concepts within the LPS aim to encourage increased density in and around transport nodes and along transport corridors in order to provide a greater housing choice, improve employment and encourage sustainable transport options. This Strategy will enable the Shire to accommodate the expected growth in population without change to the character of the Shire.

## 2. Overview of Region

### 2.1 General

The Shire of Toodyay borders the north-eastern edge of the Perth Metropolitan Region, adjoining the City of Swan and Shire of Mundaring to the south, the Shires of Northam and Goomalling to the east, the Shire of Victoria Plains to the north and the Shire of Chittering to the west. The Shire, which covers an area of 1,683 square kilometres, has at its heart the Avon Valley – the catchment for a major agricultural area in Western Australia’s early development.

The Toodyay townsite is located 80 kilometres northeast of central Perth, approximately a 45 minute drive from Midland (refer to Figure 1). The majority of development within the Shire is consolidated around the Toodyay townsite, Bejoording, Julimar and Morangup and West Toodyay.

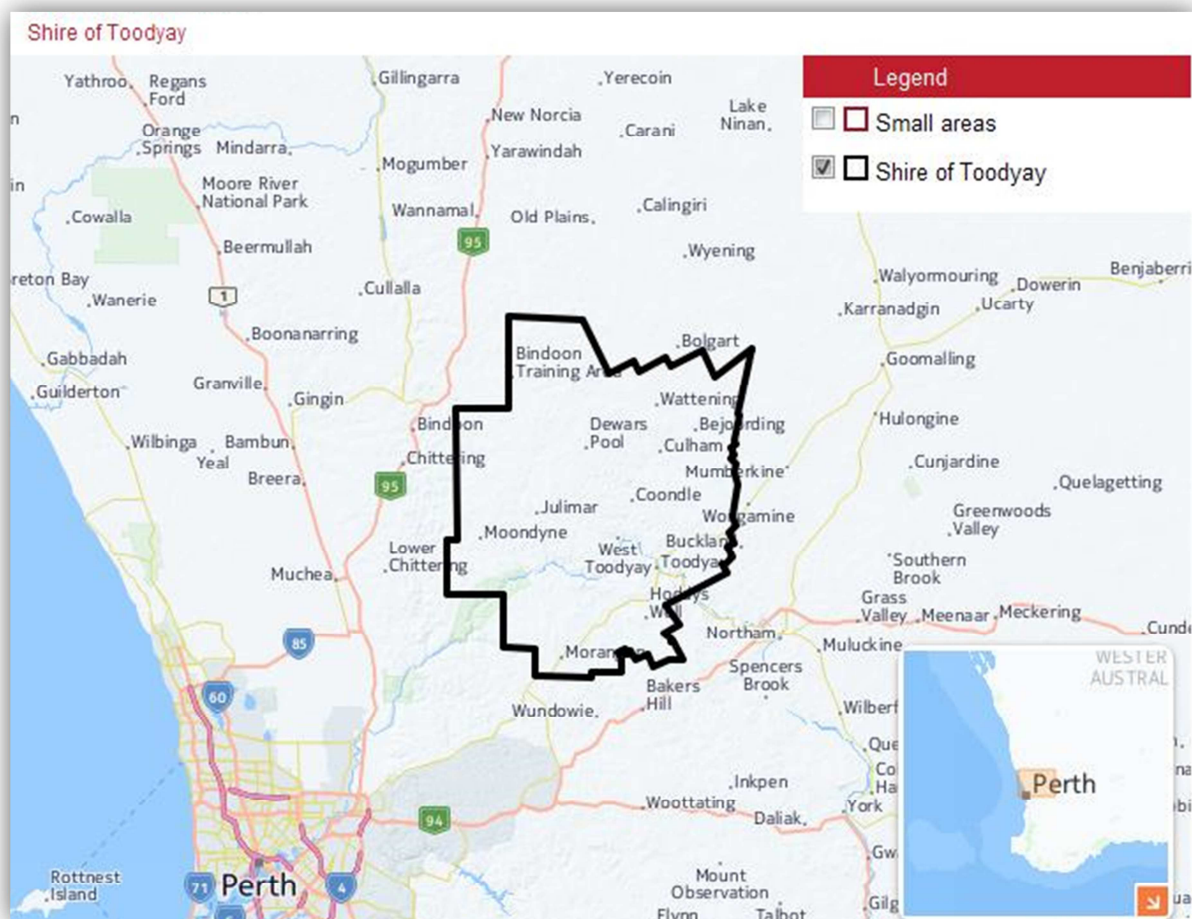


Figure 1 Location Map

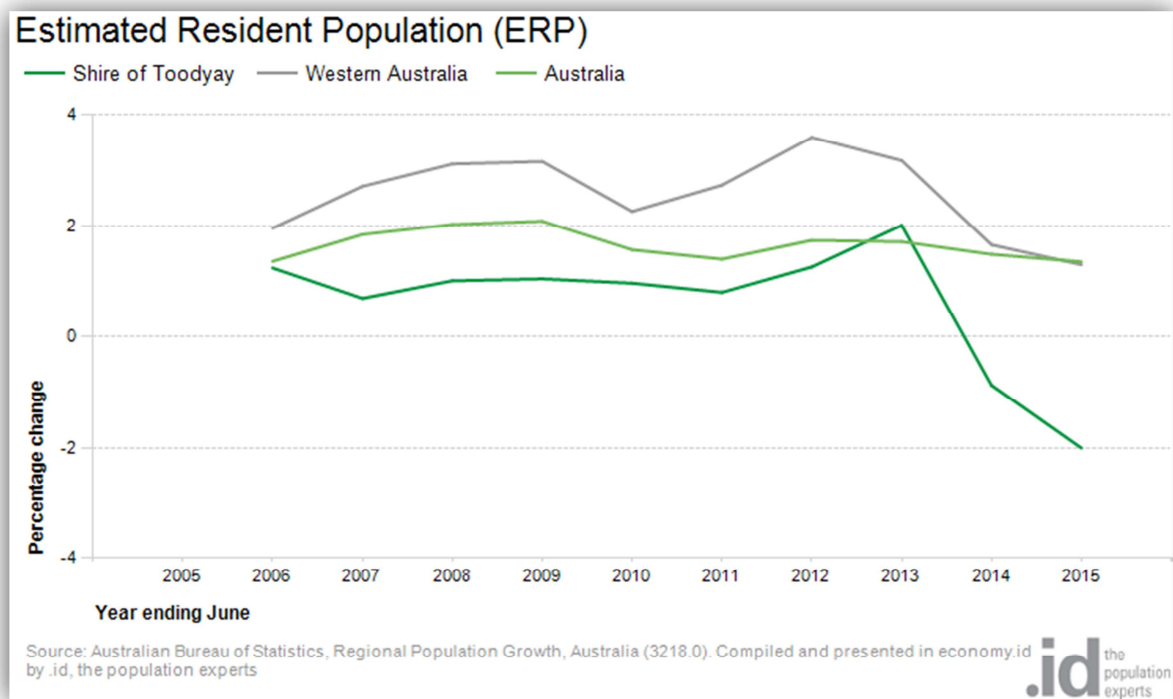


## 2.2 Population, Housing and Land Supply

### 2.2.1 Population

The estimated resident population as of 30 June 2015 for the Shire of Toodyay was 4,544 equating to a population density of 0.03 persons per hectare, which as can be seen in the following graph and table<sup>1</sup>.

Figure 2 Estimated Resident Population (percentage change per year)



The following table shows the change in estimated resident population over the past 10 years.

Table 1 Estimated Resident Population<sup>2</sup>

Year (ending June 30)	Number	Change in number	Change in percent
2005	4,277		
2006	4,330	+53	+1.24
2007	4,360	+30	+0.69
2008	4,404	+44	+1.01

<sup>1</sup> Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented in economy.id by .id, the population experts

<sup>2</sup> Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented in profile.id by .id, the population experts.

<b>Year (ending June 30)</b>	<b>Number</b>	<b>Change in number</b>	<b>Change in percent</b>
2009	4,450	+46	+1.04
2010	4,493	+43	+0.97
2011	4,529	+36	+0.80
2012	4,586	+57	+1.26
2013	4,678	+92	+2.01
2014	4,637	-41	-0.88
2015	4,544	-93	-2.01

The size of the residential population of a community is a critical factor in the viability of service delivery. Health, education, retail, public transport and other community and commercial services are delivered using different models and to varying levels of comprehensiveness depending on whether certain population – and therefore demand thresholds – are met. Traditionally, for regional and rural communities, a residential population of 10,000 people is regarded by service delivery agencies and organisations as a critical threshold to support a level of service quality and scope that meets the general needs of the community.

A review of population projections for the Shire of Toodyay indicates that this 10,000 person threshold will likely be met anywhere between 2039 and 2077, depending on growth rates, which is illustrated in the following table.

*Table 2 Population Growth Scenarios<sup>3</sup>*

<b>Indicator</b>	<b>2021</b>	<b>2031</b>	<b>Year 10,000 Reached</b>
WAPC WA Tomorrow Projections	5,329	6,266	2061
Trend Population Growth	5,412	6,482	2056
3% Population Growth (LPS previous)	5,936	7,997	2039
1.8% Population Growth (EDP 2015)	5,035	5,853	2077

This analysis reveals that the projections from the WAPC indicate a slowing of the growth of the population compared to a continuation of recent trend growth over the next 10 years, and this would result in the 10,000 residential population threshold being met 5 years later. Additionally, the growth from the WAPC is significantly slower than the 3% growth rate identified in the previous Local Planning Strategy.

The WA Tomorrow (WAPC 2015) median forecast (B and C) for the Shire of Toodyay is 5,280 people by 2026, which represents an increase of approximately 750 people (or 14%) from the 2011 Census. The highest population projection set out in WA Tomorrow (B and E) would see 5,650 people in the Shire of Toodyay by 2026.

<sup>3</sup> SoT (2015), Toodyay Economic Development Plan, Shire of Toodyay, Toodyay

The Toodyay Economic Development Plan (2015) adopts a 1.8% growth rate, which would see 5,035 persons by 2021 and 5,853 persons by 2031. The Shire's current estimated resident population is 4,544 (ABS 2015), and the average number of people per household in the Shire is 2.4 (ABS 2011), then approximately 545 additional dwellings would be required to accommodate the projected population growth in the next fifteen years (the timeframe of the LPS).<sup>4</sup>

The use of a slower growth rate in the Toodyay Economic Development Plan reflects an objective of the Plan to foster a dynamic, responsible, innovative and knowledge-intensive economy that is not contingent on rapid population growth. By adopting this approach in this Strategy, the current and future quality of life can be improved through effective development of the Toodyay economy, which will occur regardless of the population scenario that eventuates.

## 2.2.2 Demographics

Toodyay has an aging population. Over the last 10 years there has been a relative increase in the percentage of people aged 55 to 74 years and a decline in the percentage of young people under 15 years (Census 2011). The median age has also increased from 39 years to 47 years (Census 2011). This trend, of an aging population will continue, according to the Western Australian Planning Commission's forecasts for population growth to 2026 (SoT SCP 2013).

In 2012, Toodyay had an older age structure, with an above average share of people aged 65+ (16.3% compared to 12.4% for Western Australia<sup>5</sup>). The Shire is also ageing rapidly, with the share of population 65+ increasing from 10% in 2011 and is projected to increase to 26.5% in 2031. In other words, more than one in four Toodyay residents are expected to be of retirement age within 20 years.

Figure 3 is indicative of the Shire's projected age profiles from 2011 to 2026. The graph illustrates a noticeable increase in the age cohorts from 55 to 85 years of age and older. The largest difference is expected to occur in the cohort of 75 to 84 years of age. The number of persons in 2011 was recorded as 170 and is expected to rise to 630 in 2026. This accounts for a 270% increase of this age cohort. The amount of 65 to 74 year olds will also see a large increase. The recorded number of this age cohort was recorded as 490 in 2011 and is projected to reach 940 in 2026, accounting for a 92% increase in population size. The population of 85 years and over will increase from 40 residents in 2011 to a projected 100 residents in 2026, or a 150% increase in size. This ageing population will place significant pressure on existing services in the Shire of Toodyay unless they are accounted for.<sup>6</sup>

Taking these statistics into consideration it is proposed to review the density coding in the townsite to enable development of residential land for the purposes of medium density housing appropriate for aged and dependent persons.

---

<sup>4</sup> WAPC (2015), Perth.

<sup>5</sup>ABS (2013), Population by Age and Sex, Regions of Australia, Cat No 3235.0, Australian Bureau of Statistics, Canberra

<sup>6</sup> SoT (2016), Draft Age Friendly Community Plan, Shire of Toodyay, Toodyay

### 2.2.2.1 Dominant groups

Analysis of the service age groups of the Shire of Toodyay in 2011 compared to Regional WA shows that there was a lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years).

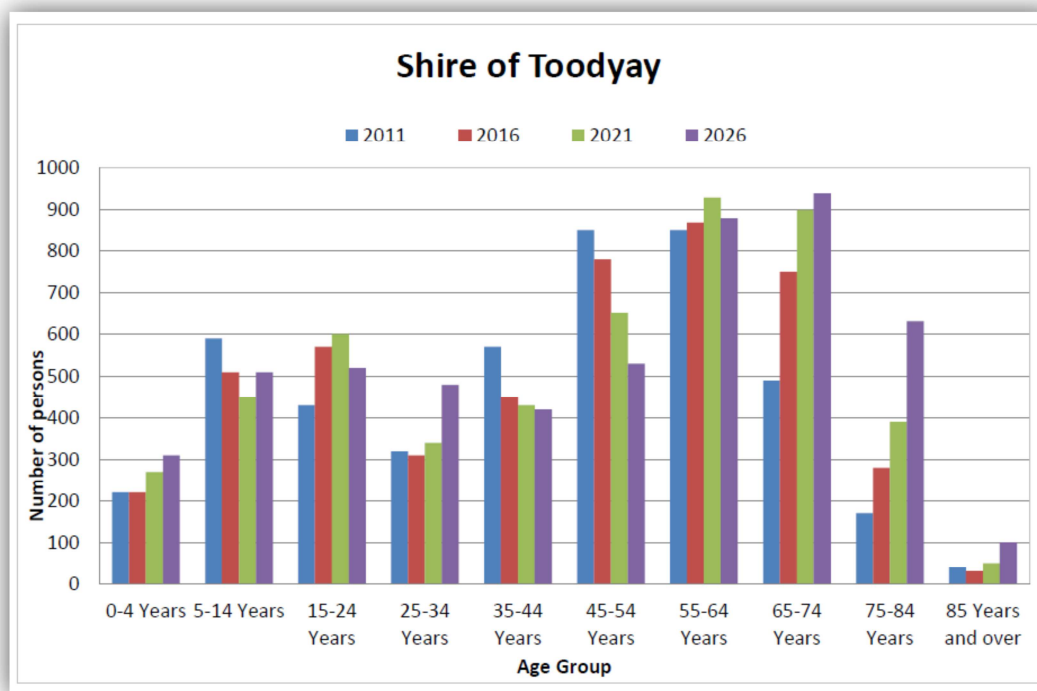


Figure 3 Projected age profiles<sup>7</sup>

Overall, 22.0% of the population was aged between 0 and 17, and 26.5% were aged 60 years and over, compared with 25.2% and 17.1% respectively for Regional WA.

The major differences between the age structure of the Shire of Toodyay and Regional WA were:

- A larger percentage of 'Empty nesters and retirees' (16.9% compared to 9.5%)
- A larger percentage of 'Older workers & pre-retirees' (18.0% compared to 13.7%)
- A smaller percentage of 'Young workforce' (6.6% compared to 13.7%)
- A smaller percentage of 'Babies and pre-schoolers' (4.8% compared to 7.2%)

### 2.2.2.2 Emerging groups

The largest changes in the age structure in this area between 2006 and 2011 were in the age groups:

- Empty nesters and retirees (60 to 69) (+221 people)
- Seniors (70 to 84) (+123 people)
- Parents and homebuilders (35 to 49) (-73 people)

<sup>7</sup> <http://www.planning.wa.gov.au/publications/6196.asp>

- Primary schoolers (5 to 11) (-62 people)

The number of households in the Shire of Toodyay increased by 143 between 2006 and 2011 with the largest change in family/household types in the Shire of Toodyay between 2006 and 2011 being couples without children (+83 households).

### 2.2.3 Dwellings

The following table provides the number of dwellings in 2011 compared to 2006<sup>8</sup>:

Table 3 Number of Dwellings

Dwellings	2011			2006			Change 2006 to 2011
	No.	Toodyay %	Regional WA %	No.	Toodyay %	Regional WA %	
Total dwellings	2,275	100.0	100.0	2,015	100.0	100.0	+260
Occupied private dwellings	1,772	77.9	81.1	1,629	80.8	82.3	+143
Population in non-private dwellings	61	-	-	39	-	-	+22
Average household size (persons per dwelling)	2.37	-	2.50	2.42	-	2.54	-0.05

Source: Australian Bureau of Statistics, Census of Population & Housing 2006 and 2011 (usual residence). Compiled by profile .id.

Total residential building approvals in the Shire of Toodyay decreased by almost half (48%) between 2001/02 to 2011/12<sup>9</sup>. Between 2007 and 2009, there was a downtrend in building approvals. The increase in 2010 was in response to the fires which occurred the preceding year. In 2015/16, building approvals showed a slight increase, which is illustrated in Figure 4<sup>10</sup>:

<sup>8</sup> Profile ID (2016), Community Profile for the Shire of Toodyay.

<sup>9</sup>ABS (2013), Building Approvals, Australia, Cat No 3235.0, Australian Bureau of Statistics, Canberra

<sup>10</sup> Profile ID (2017), Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented by .id, the population experts.

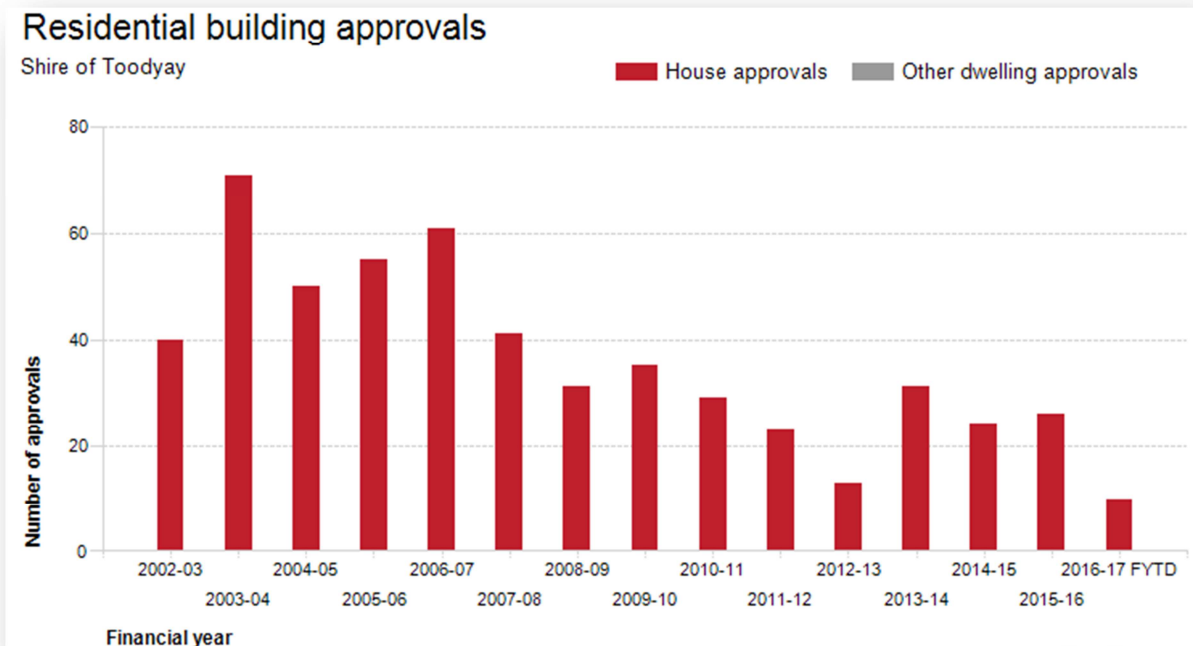


Figure 4 Total building approvals

### 2.2.3.1 Dominant groups

Analysis of the types of dwellings in the Shire of Toodyay in 2011 shows that 95.9% of all dwellings were separate houses; 1.6% were medium density dwellings, and 0% were high density dwellings, compared with 82.3%, 9.9% and 0.3% in regional WA respectively. Therefore there would seem to be significant room to increase medium density dwellings within the Shire in order to achieve the regional WA average.

In 2011, a total of 77.9% of the dwellings in the Shire of Toodyay were occupied on Census night, compared to 81.1% in Regional WA. The proportion of unoccupied dwellings was 21.7%, which is larger compared to that found in Regional WA (18.2%).<sup>11</sup>

### 2.2.3.2 Emerging groups

The total number of dwellings in the Shire of Toodyay increased by 260 between 2006 and 2011 which are all considered to be separate houses.

These statistics show that residents in Toodyay still prefer to occupy a single dwelling with a small minority occupying medium density dwellings, such as villas or townhouses<sup>12</sup>. With an aging population however, there is likely to be a higher demand in the future for medium to higher density low maintenance housing options within the Shire.

<sup>11</sup> Profile ID (2016), Community Profile for the Shire of Toodyay.

<sup>12</sup> Profile ID (2016), Community Profile for the Shire of Toodyay.

## 2.2.4 Household Composition

Table 4 Household types<sup>13</sup>

Shire of Toodyay – Total households (Enumerated)	2011			2006			Change 2006 to 2011
	No.	%	Regional WA %	No.	%	Regional WA %	
Couples with children	434	24.5	27.3	429	26.3	28.5	+5
Couples without children	653	36.8	26.5	570	35.0	26.2	+83
One parent families	151	8.5	8.8	144	8.8	8.6	+7
Other families	10	0.6	0.8	10	0.6	0.8	0
Group household	29	1.6	2.6	41	2.5	2.5	-12
Lone person	364	20.5	21.3	333	20.4	20.8	+31
Other not classifiable household	92	5.2	4.6	69	4.2	5.9	+23
Visitor only households	40	2.3	8.2	34	2.1	6.7	+6
<b>Total</b>	<b>1,773</b>	<b>100.0</b>	<b>100.0</b>	<b>1,630</b>	<b>100.0</b>	<b>100.0</b>	<b>+143</b>

The following table is the WAPC's household forecasts for Toodyay between 2006 and 2026 with 'A' being the most conservative forecast and 'E' being the highest forecast<sup>14</sup>. As can be seen in the forecasts, household sizes are projected to be smaller in the future.

Table 5 Household forecasts

Household Forecasts for Toodyay (S) 2006 to 2026											
	Households						Household Size				
	A	B	C	D	E		A	B	C	D	E
<b>2006</b>	1800	1800	1800	1800	1800		2.5	2.5	2.5	2.5	2.5
<b>2011</b>	1900	2000	2000	2100	2100		2.42	2.43	2.44	2.44	2.45
<b>2016</b>	2100	2200	2200	2300	2400		2.36	2.38	2.39	2.4	2.41
<b>2021</b>	2300	2400	2500	2500	2600		2.34	2.35	2.36	2.37	2.38
<b>2026</b>	2400	2600	2700	2800	2900		2.32	2.33	2.34	2.34	2.36

By year and Band

## 2.2.5 Land Supply

A broad assessment of land supply has been undertaken for 'residential' (including 'special residential' and 'residential development'), rural living (including 'rural residential' and 'rural living'), 'mixed business', and 'industrial' zoned land within the Shire. The areas and future lot

<sup>13</sup> Source: Australian Bureau of Statistics 2011 Census QuickStats: Toodyay

<sup>14</sup> WAPC (2012), WA Tomorrow Series Population Report No. 8, Western Australian Planning Commission, Perth

yields given are approximations at this point in time; based on a broad analysis. Future planning and approvals, as well as constraints such as environmental and infrastructure provision could result in modifications to the amount of land available for future development. That said, the results of the analysis give a broad indication of the current state of land supply as well as its implications for future planning.

### 2.2.5.1 Residential Land Supply

The 'residential' land use category is generally intended for residential land uses in the urban setting, and is almost entirely concentrated around the Toodyay town centre, close to higher order services and functions. Within the Shire of Toodyay there are 'residential', 'special residential' and 'residential development' zones.

There is approximately 95 ha of 'residential' zoned land within the Shire, found concentrated in a linear pattern following the Avon River from West Toodyay to the Toodyay town site. There is currently 74.75 ha of land considered to be developed, and 19.84 ha (21%) of the residential zoned land considered to either be undeveloped or unrated.

Within the Shire there are currently 97 'residential' lots with an area greater than 2000m<sup>2</sup>, which have potential for subdivision using an average lot size of 1000m<sup>2</sup>. When considering lots over 2000m<sup>2</sup>, 29 ha is developed land, 4ha is undeveloped and 3.4 ha is unrated land. Using an average lot size of 1000m<sup>2</sup> this gives an estimated lot yield of 390 lots within the 'developed' areas, 40 lots within the 'undeveloped' and 34 lots within the 'unrated'. Therefore land currently zoned 'residential' has the capacity, using 1000m<sup>2</sup> average lot size to yield 464 lots, which is an addition of 367 new lots from the current 97.

The 'special residential' zone currently contains 97 lots over 1 ha in area. When considering these lots, there is 83.57 ha of developed land, 39.36ha of undeveloped land and 132.17 ha of land considered to be unrated. When using a lot size of 2,000m<sup>2</sup> this gives an estimated lot yield of 459 within the 'developed' areas, 222 lots within 'undeveloped' areas, and 769 lots within the 'unrated' areas. Therefore land currently zoned as 'special residential' has the capacity, using a 2,000m<sup>2</sup> average lot size, to yield 1,450 lots, which is an addition of 1,353 new lots from the current 97.

The 'residential development' zone currently contains 226 ha of 'undeveloped' and 'unrated' land over 2,000m<sup>2</sup> in area. When considering the potential ultimate development of these areas, using an average lot size of 1,000m<sup>2</sup> there is potential to add an additional 2,260 lots.

Table 6 Potential lot yield for residential zoned land

Zoning	Calculation	Lot No.
Residential zoned land	Estimated lot yield for developed land	390
	Estimated lot yield for undeveloped and unrated land	74
	Total estimated lot yield for developed, undeveloped and unrated land	464
	<b>Total additional lots</b>	<b>367</b>
Special residential zoned land	Estimated lot yield for developed land	459
	Estimated lot yield for undeveloped and unrated	991

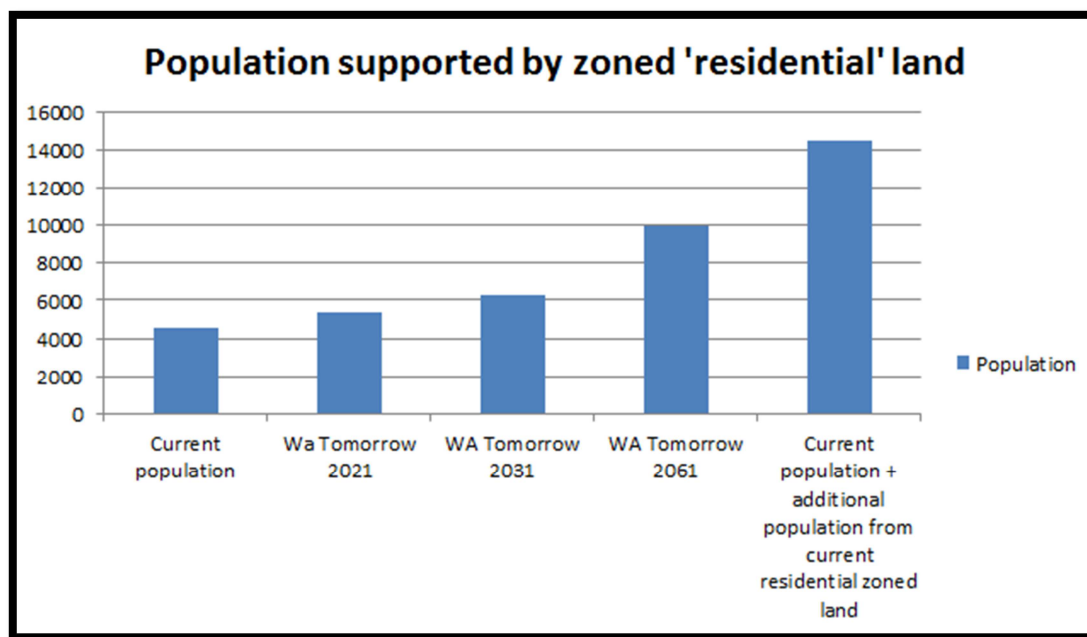


	land	
	Total estimated lot yield for developed, undeveloped and unrated land	1450
	<b>Total additional lots</b>	<b>1,353</b>
Residential development zoned land	<b>Total estimated additional lot yield for undeveloped and unrated land</b>	<b>2,260</b>
<b>Total additional lots</b>		<b>3,980</b>

### Future Residential Needs

Generally there is sufficient residential and future residential zoned land within the shire of Toodyay to cater for existing and future demand. As noted above, current zoned land could potentially yield an additional 3,980 lots, which could support an additional population of approximately 9,950 people (average household size – 2.5 ABS). This would mean a total population (current population + additional population) of 14,493 people is potentially able to be supported with the current stock of zoned land. WA Tomorrow population statistics note that the Shires population will reach 10,000 people by 2061, or 2077 using a 1.8% population growth rate (refer Figure 3).

Figure 3 Implications of residential zoned land development



Diversity within the residential stock should still be planned for; including providing increased densities at appropriately planned locations in order to restrict sprawl and make efficient use of existing infrastructure.

A review of the residential density codes in the town site is recommended in this Strategy to ensure that opportunities to utilise essential infrastructure are maximised whilst encouraging an increase in medium density housing where it is appropriate and has been appropriately planned for. Ad hoc increases in density should not be supported.

Further, the Strategy identified some areas close to West Toodyay and Toodyay town as 'future urban', it is considered that future rezoning of these areas is justified as the proposed zoning will adequately reflect the existing level of subdivision and urban form.

Any identification of further land for future residential will need to be sufficiently justified given the supply of existing land zoned for residential purposes within the Shire.

#### *2.2.5.2 Rural Living Land Supply*

Rural living in the context of this Strategy includes land zoned as 'Residential' and Rural Smallholdings (formerly Rural Living) within the Shire of Toodyay's Local Planning Scheme.

Within the recently released SPP2.5 Rural Planning, the Western Australian Planning Commission recognises there is a market for rural living development and that it provides for a range of housing and lifestyle opportunities. However rural living estates must be carefully planned, as they can be an inefficient means of accommodating people. Once rezoned rural living estates can consume and sterilise what was rural land, and may have unintended or adverse social, environmental, servicing and management impacts. Rural living land use categories essentially form a zone of transition between urban and rural areas. Within SPP 2.5 Rural Planning decisions in regards to rural living proposals need to be guided by existing land supply and take-up, dwelling commencements and population projections.

The 'rural residential' zone primarily offers an alternative lifestyle from conventional residential subdivision. The zoning provides for residential purposes in a rural setting for an alternative rural-residential lifestyle while preserving the amenity of such areas. Generally land parcels range from 1-4 ha in size and in most cases are provided with reticulated power, but often are not connected to reticulated water and sewerage. Within the Shire, the 'rural residential' zone contains the largest amount of lots of all zones specially 1,555 lots.

Approximately 6,850ha of land zoned as 'rural residential' is identified within the Shire of Toodyay. Of this, 682 lots (totalling approximately 4,910ha) have an area of 4 ha or greater and have potential for future subdivision. Using an average lot size of 2 ha, this would result in a potential lot yield of an additional 1,777 lots.

Additionally there is a total of 5,847 ha of land zoned as Rural Smallholdings (formerly Rural Living). The zoning refers to areas with convenient access to town site services and relates to a range of lots sizes between 5 ha to 40 ha. The zone also allows for lifestyle opportunities, whilst also providing for tourism related accommodation and protection and conservation of native vegetation. Of the area zoned as 'Rural Smallholdings' approximately 135 ha is considered to be developed, 890ha is undeveloped and 4,820 ha is unrated. Within this zone there are currently 30 lots (total area of 4,260 ha) that have potential for future subdivision as they have an area of greater than 40ha. Using an average lot size of 15ha those 30 lots would have a potential lot yield of an additional 254 lots.

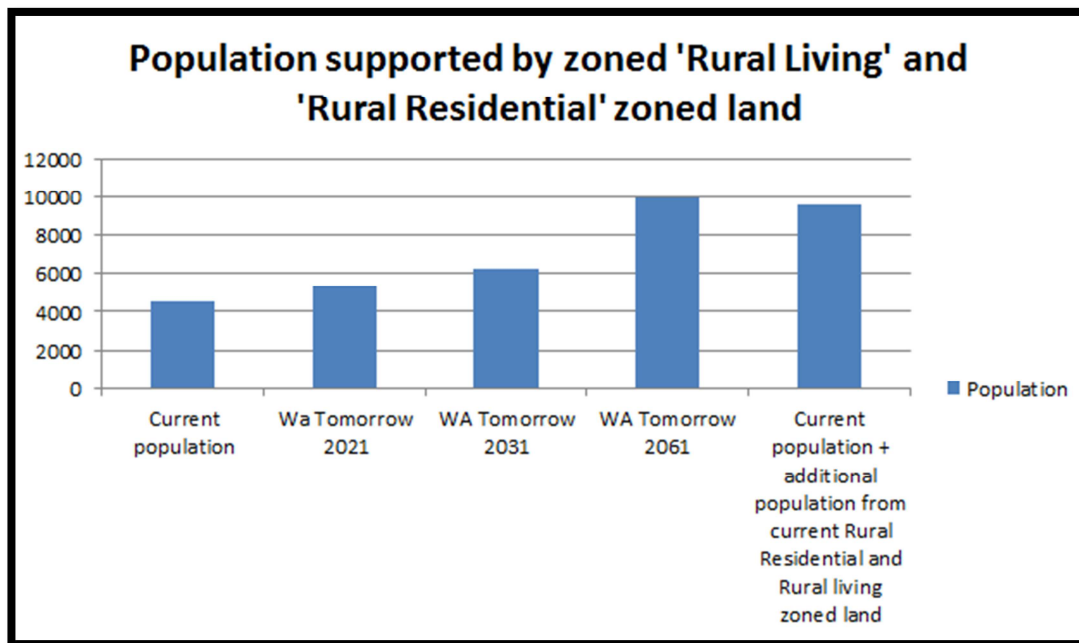
#### *2.2.5.3 Future Rural Living Needs*

It is expected the demand for rural lifestyle lots will continue and there will be demand for a further supply of lots between 15 and 40 ha to accommodate rural smallholdings or alternative farming uses within the Shire. There is also likely to be continued demand for smaller lots between 2 and 5 ha for Rural Residential developments. It is noted that the size of lots created will be influenced by the Western Australian Planning Commission's State

Planning Policy No. 2.5 that requires a minimum lot size of 4 ha for properties not able to be connected to reticulated water services.

Generally there is sufficient 'rural residential' and 'rural smallholdings' zoned land within the Shire of Toodyay to cater for existing and future demand. As noted above, the 'rural residential' and 'rural living' zones could potentially yield an additional 1,777 and 254 lots respectively, depending on any constraints across the subject land. These additional lots could support an additional population of approximately 5,077 people (average household size – 2.5 ABS). With the addition of the 'residential' zoned land there is currently a large oversupply of all residential/rural living land types to support the future population in the long term. Subsequently future designation of land for rezoning to these purposes will need to be highly justified in the context of demand and existing supply. This Strategy identifies no new areas of rural residential or rural living land apart from where rezoning will reflect the existing on-ground lots sizes and usage.

Figure 4 Implications of 'Rural Residential' and 'Rural Smallholdings' zoned land development



#### 2.2.5.4 Town Centre

The Toodyay Town Centre is currently focused on Stirling Terrace, with scattered facilities and services surrounding this core area. Currently there are 77 lots within the 'Town Centre' zoning, of these, 12.47 ha is considered developed, 0.2 ha undeveloped and 2.33 ha unrated.

The Local Planning Strategy maintains and promotes the Toodyay townsite as the District Service Centre of the Shire and aims to continue to develop the area as the principle centre for retail and commercial development, whilst maintaining a residential population in a variety of housing types to encourage activity and vibrancy within the town.

The previous Strategy indicated an expansion of the Town Centre to include Charcoal Lane through to the railway line, consolidating the existing townsite. It also extended south of the railway line to include the land surrounding the train station, the Shire's Administration Centre and eastwards to Herbert Street.

The Strategy continues to encourage a mix of land uses within the Town Centre with residential development occurring consistent with the R10/40 density coding, depending on the availability of reticulated sewerage. New provisions will be included in LPS5 regarding utilisation of the higher density code.

Land designated for Town Centre purposes in part reflects current land use within the townsite with the majority of businesses fronting Stirling Terrace. In recent years development has commenced on land in Charcoal Lane, Piesse Street and Duke Street.

The Strategy recognises that the Town Centre is constrained by the Avon River to the north and the natural extension of the business areas will occur southwards towards and across the railway line. While the river acts as a constraint, it also provides an opportunity to promote interaction with an attractive natural environment. The previous Strategy proposed a series of walking paths along the Avon River to improve access and interaction through the commercial area that will be the subject of further investigation to ensure community safety.

Heritage is an important issue when considering the development and use of the Town Centre and accordingly, current policies are being reviewed to ensure that they encourage appropriate development that respects and complements the history of Toodyay.

#### *2.2.5.5 Future Commercial Needs*

To cater for expected population growth and therefore commercial growth, land has been identified in the Strategy to accommodate the future expansion of the Toodyay townsite to provide additional commercial land.

The future Town Centre will encompass the land south of the railway line. At present, the railway line provides a physical barrier to the Town Centre and a psychological barrier for the community.

The Shire's key civic functions occur south of the railway line, remote from the existing Town Centre. In addition, the residential land south of the railway line is currently underutilised, some of the housing stock is in poor condition and land use is not supportive of the Town Centre or existing public transportation services.

It is important to delineate the core of the town centre to protect and retain it as the main commercial centre of the Shire through the introduction of a Special Control Area. This area will have unique development controls to facilitate its role and to protect the heritage significance of the area.

The existing residential development in this area is not reflective of State government policies to encourage higher density development near key transport nodes. An objective of this Strategy is to encourage the use of public transport by the community, including continuing to support a regular rail commuter service and/or public bus services. The previous Strategy suggested a mix of land uses, inventive design, an improved pedestrian environment and railway crossing features may encourage the merging of the town centre and civic functions and opportunities for higher density residential development south of the railway line.

LPS4 did not zone the land south of the railway line as Town Centre as it was felt that further research was required. However, it is now felt that this approach is a barrier to development and it is proposed to zone this area Commercial in LPS5 and for development to be the subject of an approved Structure Plan and if required, design guidelines.

This Strategy reconfirms that a second centre outside Toodyay/West Toodyay will not be required over the 15 year planning period but rather proposes maximum utilisation of existing services within the town, including the railway station.

In the longer term, Council must determine if the current area of land designated for the Town Centre is sufficient to meet the long term demand for additional facilities and services. It is considered that the land identified within the Strategy will be sufficient to meet the Shire's needs until 2033, though a long term vision should be considered. Much of the Toodyay townsite is suitable for redevelopment and any works in the next 15 years should not be at the detriment of any future expansion of the town centre beyond the timeframe of this Strategy.

#### *2.2.5.6 Mixed Use*

The 'Mixed Business' zone refers to land which will provide for commercial, light and service industrial, wholesaling, showrooms and professional services which, by reason of their scale, character and operational land requirements are not generally appropriate to, or cannot conveniently or economically be accommodated within the 'Town Centre' or 'Industrial' zone.

Currently the majority of the mixed use zoned land is located south east of the Toodyay townsite. Currently there is a total of approximately 6ha of land zoned as 'Mixed Business' within the Shire, of this 3.13 ha is considered to be developed, with 0.75 undeveloped and 2.17 unrated.

#### *2.2.5.7 Future Mixed Use Needs*

In the Model Provisions (2015) the equivalent zone to the existing Mixed Business is Mixed Use. The standard objectives of the Mixed Use zone have been customised to meet the specific needs of the area and ensure that development does not impact on nearby residential premises.

As there is only a small amount of land currently zoned 'mixed business' (new label 'mixed use') that is either undeveloped or unrated therefore there is a justification for provision of some additional areas to address future needs.

A new 'mixed use' zone is proposed for an area bounded by Clinton and Fiennes St and Railway reserve east of Anzac park, including the old Shire parks and garden depot, which will develop the area to support the existing town centre and to provide diversity in housing options. This area will be adjacent to the Civic Precinct and be subject to relevant development and heritage controls. It is considered that this zoning complements the surrounding land use context, as well as being close to the nearby train station.

#### *2.2.5.8 Light Industrial*

The 'Light Industrial' zone is provided for rural, service, light and general industrial activities. An objective of the zone is to provide appropriate buffers between adjacent land uses to avoid land use conflicts, whilst avoiding conflicting uses from being established in the zone.

Currently there is a total of 10.96 ha of land zoned as 'Light Industrial', of this only 0.86 ha is considered to be developed, whilst 2.43 ha is undeveloped and 7.66 ha is unrated. Based on area only, it could be concluded that there is sufficient supply of 'light industrial' land within the Shire, however locational constraints are an issue.

The majority of the land zoned as 'Light Industrial' is located on Toodyay-Northam Road, a major entry to town from Northam. Whilst this location provides sufficient distance from town, there is only a narrow buffer between the Estate and the residential area of Glencoe Estate, and being situated on the Avon River it has little capacity for expansion. Although the area is zoned Light Industrial, some uses are more general industrial in nature, a discretionary use in LPS4. These discretionary uses have the potential to cause land use conflict and impacts on the Glencoe Estate.

It is recommended in the short term that the uses in the Zoning Table be reviewed to ensure that the uses are light industrial in nature as originally intended. Long term this area should be transitioned to a traditional light industrial area, service commercial or technology park.

#### *2.2.5.9 Future Industrial Needs*

Whilst the current location of the light industrial land provides sufficient distance from town, there is only a narrow buffer between the estate and the residential area of Glencoe Estate. The currently location is also within close proximity to the Avon River, which will limit further expansion.

To cater for the future industrial needs of Toodyay it is important to consider the current and growing industry trends as identified in the Toodyay Economic Development Strategy (2015) and as described above.

There are opportunities to encourage and cater for service industries to support local agriculture, including transport and logistics, together with some minor manufacturing, construction and food production.

The current Local Planning Strategy designates a future industrial area east of the proposed heavy haulage bypass that will provide capacity to accommodate the future long term industrial needs of the Shire. A review of this area has been undertaken, and given that there is still currently a large amount of undeveloped land zoned 'light industrial' it is considered that a composite zone, 'rural enterprise' may be more appropriate, which would enable landowners to live and work on site. A composite zoning would allow for local home businesses and home occupations, such as plumbers and electricians, to expand appropriately and relocate to a purposely zoned area. Whilst a detailed site capability assessment has not been carried out, the location of the estate adjoining major transport routes will be an advantage in terms of access and buffers.

Prior to rezoning of this area, a number of investigations will be required to ensure the land can be developed for this purpose and in particular can be serviced, these investigations would include:

- Determining the site capability of the land for intended purpose;
- Following a positive site capability report, consider matters including lot layout and design controls, infrastructure and servicing, and protection of Boyagerring Brook; and
- Preparing a structure plan to guide the development of the estate.

The Landcorp Regional Development Assistance Program may be an appropriate avenue for development of this land to provide affordable industrial land.

## 2.3 Economic Drivers

According to the Australian Bureau of Statistics (ABS, 2011) the Shire of Toodyay's gross regional product was \$142m as of the 30 June 2015. Agriculture was and continues to be a foundation industry of the Toodyay economy, contributing 14% to Gross Regional Product in 2010/11. This is supported by transport and logistics activities (6.9%) as well as some minor manufacturing (5.8%). However, the economic structure of Toodyay continues to change. Strong population growth and growing tourism visitation are both underpinned by Toodyay's lifestyle and amenity characteristics. This is reflected in the role of construction (25.8%) and real estate (7.2%) as the Shire's largest and third largest industries and retail trade as the fifth largest contributor (6.9%).<sup>15</sup>

The Toodyay Economic Development Plan (2015) indicates that the Toodyay economy has the potential to leverage its competitiveness and comparative advantages in premium food production and experiential tourism to drive local business growth and the quality of life of residents and the community. Opportunities also exist in providing for ageing of the local population and the broader need for a diverse range of services and facilities to cater to the needs to new and existing residents.<sup>16</sup>

Current and future industrial areas need to be zoned appropriately to ensure that the activities are suitable for their location and Toodyay. Four Local Imperatives have been identified in the Toodyay Economic Development Plan (2015) as central to the future economic development and prosperity of Toodyay. These include:

- Premium Food Production;
- Overnight Experiential Tourism;
- Community and Aged Services; and
- Knowledge Intensive Professional and Creative Services.

These Imperatives represent those broad areas or sectors of the economy to which economic development actions and initiatives should focus. They represent the greatest potential for the prosperity, dynamism and sustainability of the Toodyay economy to be fostered in the medium term and facilitate the transition of Toodyay along the economic development lifecycle.

This Strategy, and the forthcoming LPS5, encapsulate these Imperatives through the development of Strategies and provisions in the documents.

### 2.3.1 Employment

In 2011, there were a total of 784 jobs in the Shire of Toodyay, an increase from 741 in 2006, representing growth of 43 jobs at a rate of 1.1% per annum. Analysis of the number of jobs per 100 residents reveals a slight increase over the 5 years to 2011 – from 17.1 to 17.3 –

---

<sup>15</sup> Toodyay Economic Development Plan, 2015, pg20-21

<sup>16</sup> Toodyay Economic Development Plan, 2015, pg20-21

suggesting the older age profile of new residents (and decreased demand for employment) is resulting in slower demand for employment over this period.<sup>17</sup>

Agriculture represented the largest employing sector in 2011 with 127 jobs, which is a decrease from 2006 (154 jobs) mirroring the long-term job loss trends in Agriculture nationally in response to increased adoption of technology and other productivity measures.<sup>18</sup> Falls were also experienced in Rental, Hiring and Real Estate Services and Wholesale Trade. These declines were more than offset by increases in:

- Health Care of Social Assistance;
- Transport, Postal and Warehousing;
- Retail Trade;
- Other Services; and
- Professional, Scientific and Technical services.

The change in employment structure indicates the Toodyay employment base has diversified in recent years with greater levels of population and professional service employment, in response to increased population growth and ageing.

An important measure of the level of employment generation in a local economy is Employment Self-Sufficiency. Employment Self-Sufficiency (ESS) is a measure of the number of jobs in a local economy as a ratio of the number of workers who live there.

In 2011, Toodyay had an ESS of 41.3%, which is low by national standards, with a rate above 60% the norm. However, lower rates are more common in lifestyle and peri-urban locations, which tend to have a more residential character.

As expected, Agriculture had the highest ESS at over 95% (i.e. there are 95 Agricultural jobs in Toodyay for every 100 Agricultural workers living here). This is followed by Arts and Recreation Services (69.2%), Accommodation and Food Services (65.0%) and Rental, Hiring and Real Estate Services (60%). All of these sectors are linked primarily to the local community and tend to be local. In contrast, the ESS for mining, wholesale trade, utilities are low, reflect the general absence of these industries within the Toodyay economic structure.<sup>19</sup>

A review of the journey to work patterns of Toodyay residents reveals a significant share of workers travel outside of the Shire for employment. In 2011, approximately 630 Toodyay residents worked in the Shire, with a further 1,004 having their fixed place of work outside of the Shire. Northam (296 Toodyay workers), Swan (158) and Perth (63) are the most common places of work with a further 122 workers having no fixed address (e.g. construction workers). This reinforces the findings of the Employment Self-Sufficiency rates and reveals a highly mobile workforce in Toodyay with strong dependence on employment opportunities in other parts of the Wheatbelt, Greater Perth and regional Western Australia.<sup>20</sup>

---

<sup>17</sup> SoT (2015), Toodyay Economic Development Plan, Shire of Toodyay, Toodyay

<sup>18</sup> SoT (2015), Toodyay Economic Development Plan, Shire of Toodyay, Toodyay

<sup>19</sup> SoT (2015), Toodyay Economic Development Plan, Shire of Toodyay, Toodyay

<sup>20</sup> SoT (2015), Toodyay Economic Development Plan, Shire of Toodyay, Toodyay



## 2.3.2 Tourism

The focus of tourism activity in the Shire has been traditionally in the Toodyay townsite, which contains a number of visitor attractions and accommodation options. However, more recently many new tourism initiatives are being conducted alongside traditional farming activities.

Part of the appeal of the Shire is the historic and rural setting as much of the land is used for rural-living and farming purposes. Connecting these assets are several walking and hiking tracks, with potential to highlight and enhance connections and access along the Avon River. The Shire has large areas of scenic beauty that tourists can take advantage of when visiting the Shire and the Avon Valley.

Environmental-based attractions are also featured throughout the Shire, including the Avon Valley National Park, Morangup Nature Reserve, Julimar Conservation Park and Flat Rock Gully Nature Reserve. Non-environmental public attractions include Nardie Cemetery and the Windmill Hill cutting, which was at one time the longest and deepest in the southern hemisphere. (THMP 2014)

Planning Bulletin 83 *Planning for Tourism* (WAPC 2013) and the *Tourism Planning Guidelines* (WAPC 2014) provide guidance in planning for tourism development for local governments in Western Australia to achieve a balance that is required to facilitate the growth of tourism, whilst ensuring that the community and traditional agriculture practices are not compromised as a result.

The Toodyay Economic Development Strategy (2015) identifies the need for a coordinated approach to tourism within the Shire and with other parts of the broader Avon and Wheatbelt regions as being essential due to the small size of the Toodyay market.

In terms of tourism events, the main festivals in Toodyay include the Moondyne Festival (historic re-enactment), Avon Descent and Toodyay International Food Festival, Quit Targa West Tarmac Rally, Toodyay Picnic Races and the Toodyay Agricultural Show. These festivals span from May through to October each year, and are designed to take advantage of Toodyay's peak tourism season.

A monthly Farmer's Market is also held to provide the opportunity to showcase local produce and wares.

### 2.3.2.1 Rural Tourism

This Strategy recognises the importance of tourism to the local economy and consistent with the objective to encourage farm diversification, acknowledges that tourism may, where appropriate, form part of farm diversification activities. These activities may include short-term accommodation, cafes and restaurants, and recreation facilities.

Some land uses are already included in the Local Planning Scheme as discretionary permissible uses, whereas large scale tourism proposals that will become the predominant use of land zoned General Agriculture will require rezoning by seeking an amendment to the Local Planning Scheme.

This Strategy encourages private tourism businesses outside of the Toodyay townsite, including wineries, cafés, private gardens, artisan crafts, public farms, golfing and an archery park.

### 2.3.2.2 Heritage Tourism

Within the town site, the main public heritage based attractions are Duidgee Park, Connor's Mill Museum, Newcastle Gaol Museum, Newcastle Police Stables and Pelham Reserve. Other public areas that are of public interest are the Church grounds (both Anglican and Catholic) and the Toodyay Cemetery. (THMP 2014)

The Newcastle Gaol Museum and the Newcastle Police Stables (which includes the Museum Workshops, Wicklow Shearing Shed/Machinery display and Police Lock-up) currently display aspects of life in early Toodyay, with an added focus on World War II and the life of Moondyne Joe. The Newcastle Gaol has also developed a dedicated Exhibitions Gallery to present travelling exhibitions or in-house exhibitions on various historical themes. (THMP 2014)

### 2.3.2.3 Toodyay Tourism Strategy

The previous Local Planning Strategy identified the need for a Tourism Strategy for the Shire of Toodyay.

Planning for a Toodyay Tourism Strategy has commenced and will build on the Avon Tourism Strategic Plan 2016-2019, which aims to develop a framework to bolster the visitor economy of the Avon Valley region for the overall benefit of the supporting LGAs, their residents and businesses, including tourism industry operators.<sup>21</sup>

Once complete, the Toodyay Tourism Strategy will better inform the approach to tourism as a land use issue.

### 2.3.2.4 Future Tourism Needs

The implementation of the Toodyay Tourism Strategy by all sectors to cater for the future tourism needs of the Shire, including building on the existing tourism initiatives, heritage, events and encouraging diversification of agricultural activities to build on the growing trend of boutique wineries and food production.

## 2.3.3 Agriculture and Rural Land Use

### 2.3.3.1 Agriculture

Agriculture remains the dominant component of the Toodyay economy and therefore needs to be protected. High quality, productive agricultural land is a limited resource in the Shire. The landholdings to the east of the Toodyay townsite are part of the traditional broad acre farming area of Western Australia.

There is 97,897.64 ha of land zoned Rural in the Shire of Toodyay, which totals 88% of all land forming the dominant land use zone.<sup>22</sup> In all areas, dry land agriculture is the predominant use of agricultural land. The major produce is wheat, barley, hay, oats, lupins and canola. Sheep and cattle are the major livestock.

Fluctuations in economic returns from wheat and wool are encouraging farmers to diversify land uses into other activities, including cattle, pigs, tourism (e.g. farm stays and B&Bs),

---

<sup>21</sup> Avon Tourism Strategic Plan 2016-2019 v2.0, pg 14

<sup>22</sup> 2016, WA Department of Planning

horticulture and absentee farming (farmers receiving a wage from off farm work). Agricultural industries have expressed concern that agricultural land is being adversely impacted or replaced by Rural Residential and other less compatible land uses.

### *2.3.3.2 Rural Development Strategy*

Morangup and Bejoording (21 km to the north and south of the Toodyay townsite) are the most remote existing Rural Residential communities in the Shire.

Morangup, located approximately 26km to the south of the Toodyay townsite near the boundary shared with the City of Swan and Shire of Mundaring, has 364 lots. This area is the largest Rural Residential development in the Shire and is the only Rural Residential area with a Community Hall.

Julimar and the old townsite of Bejoording are dormitory settlements, and much like Morangup offer limited services for local residents. However, compared with Morangup, these settlements are more dependent on Toodyay as it is the closest service centre. Due to the limited facilities in these areas, including emergency services, and land use constraints, including bushfire, this Strategy does not recommend any further development.

As noted earlier in this Strategy, there is currently a large supply of 'rural residential' and 'rural living' zoned land within the Shire. This current supply of zoned land is likely to meet demand in the medium to long term. Consequently, no additional areas have been identified in this LPS for the purposes of Rural Residential and Rural Living development due to the extensive current available land supply, bushfire risk and lack of services, including a sustainable water supply as can be seen on the Strategy mapping.

### *2.3.3.3 Extractive Industries - Mining and Basic Raw Materials*

Most of the agricultural region of Western Australia is underlain by rocks of the Yilgarn Craton. This has been a relatively stable part of the earth's crust for 2400 million years (Geological Survey 1990). The rocks of the Yilgarn Craton within the study area are predominantly gneisses, granites and migmatites. An important geological feature is the Jimperding Gneiss Complex (Geological Survey 1990) which crosses the district from north of Toodyay to east of Beverley and is the source of the South West Seismic Zone. This zone is about 40km wide and coincides with the Avon Valley.<sup>23</sup>

The area contains two broad physiographic regions, the Zone of Rejuvenated Drainage and the Darling Range Zone. Each zone has a characteristic suite of landforms, soils and vegetation. Climatic changes combined with soil and landform differences result in a different land use pattern across these zones.

Extraction of basic raw materials from the Shire will increase due to pressure for the relocation of extractive industries from the Perth area as operators explore alternative supplies of basic raw materials east of the Metropolitan Region. Basic raw materials that are currently extracted within the Shire include sand and gravel, clay and rock aggregate generally used for road and domestic construction purposes.

Planning for the rural areas of the Shire must have regard to the potential for extraction of basic raw materials and accommodate suitable buffer areas between sensitive land uses

---

<sup>23</sup> Land Resources of the Northam Region, pg 13

and extraction sites in accordance with the provisions of WAPC State Planning Policy No. 2.4 - Basic Raw Materials and State Planning Policy No. 2.5 - Rural Planning. The priority resource and extraction sites identified in SPP 2.4 and SPP 2.5 are shown on the Local Planning Strategy Map No. 3. Further, Section 6.4 of SPP2.5 guides the implementation of the provisions of the policy into local planning schemes, which has been taken into account in this Strategy and will be implemented into LPS5.

Extractive industries are a discretionary land use in the Local Planning Scheme No. 4 and this Strategy proposes to maintain this level of permissibility.

As the Shire has been the subject of several bauxite mining proposals it is appropriate for the Local Planning Strategy to address mining as a land use issue. However, it should be noted that mining is usually controlled by State Government legislation (the *Mining Act 1978*) and a local planning scheme can only prohibit mining where mineral rights have been transferred to a landowner, usually as the result of a pre-1899 land grant. For this reason, the WAPC recommends local planning schemes include mining operations as a land use and that mining operations be identified as a discretionary use, which will then trigger consultation requirements.

The WAPC's Wheatbelt Regional Planning and Infrastructure Framework (the Framework) identifies the location of 'Strategic Mineral Resources' and 'Basic Raw Materials - Significant Geological Supplies' and this mapping has been incorporated into Local Planning Strategy Map No. 3. This map will give the community a better understanding of the locations of these important resources and their designated separation distances.

The WAPC's position on the extraction of mineral resources conveyed in the Framework is to:

- Support mining in the Wheatbelt, acknowledging its significant and important contribution to the region's economy and the energy security of the State;
- ensure that where the mining occurs its impacts are carefully managed and the land is restored appropriately;
- restrict incompatible land uses or consider sequential uses in identified mineral resource areas so as not to jeopardise future mining proposals; and
- acknowledge and support the local government's opportunity to form a position on the planning implications of mining in their local area through the local planning strategy and scheme. Matters to consider may include those related to the environment, impacts on amenity, land use conflict, loss of productive agricultural land, landscape protection and heritage and cultural significance.

#### 2.3.3.4 Bauxite

As depicted on Map 3, the Shire contains numerous and is home to a regionally significant bauxite 'Strategic Mineral Resources' deposits. The most advanced project, referred to as the Felicitas bauxite deposit, is located 16km southwest of Toodyay and extends into the City of Swan and Shire of Mundaring. Although mining feasibility studies are incomplete, according to Yankuang Bauxite Resources Pty Ltd the Felicitas mine is likely to comprise about 230 million tonnes of bauxite ore and have a mine life of at least 25 years. The bauxite mineralisation occurs as a flat lying sub-surface deposit averaging 3.5 metres thick, and lies between 1 and 18 metres below the surface.

The Felicitas deposit currently extends across approximately 4,800 ha of freehold land, comprising a small number of larger landholdings.

### 2.3.3.5 Future Rural Land Use Needs

Issues associated with adjoining incompatible land uses remain. Buffers between uses, awareness campaigns, signage and memorials on titles may ameliorate conflicts, however these are all reactive measures only and do not provide long term solutions.

The Local Planning Strategy recognises the value of the productive agricultural land/sector and the increasing trend towards diversification. It seeks to protect the larger productive agricultural landholdings and traditional broad acre agricultural activities from incompatible uses and further fragmentation, whilst recognising the need to designate areas where fragmentation of rural land for intensified and non-traditional rural activities would be considered.

Diversification of farming activities is also recognised in the Strategy. Over the past decade, many innovative developments have been progressed in the Shire and it is expected that this trend will continue due to Toodyay's close proximity to Perth.

Similarly, there has been an increase in the use of farming land for extraction of natural resources, mining and waste management. It is important that the Strategy is consistent with State policy and community views whilst balancing the needs of the landowners.

## 2.3.4 Heritage

### 2.3.4.1 Historic Heritage

Local Planning Scheme No.4 includes provisions that enable Council to identify places and precincts of heritage significance on a Heritage List and to promote the conservation of these places. The Heritage List is to be reviewed on a regular basis to enable additional sites of significance to be added when identified.

At present, the Shire of Toodyay's Municipal Inventory (December 2012) forms the basis of the Heritage List included in LPS4. The main groupings of heritage places are Newcastle (Toodyay Townsite), North Newcastle (Toodyay Townsite), Toodyay (West Toodyay Townsite) and Rural. There are 153 sites identified as having cultural heritage significance within the Shire. Ten (10) of these sites are also included on the State Register of Heritage Places maintained by the Heritage Council of Western Australia. The State Register comprises sites deemed to be of heritage significance at a state level and affords these sites with a higher level of protection under the *Heritage of Western Australia Act 1990*. Refer to Map 4 for the location of these sites.

Soon after the gazettal of LPS5, the Council needs to determine which of the 153 sites should be included on the Heritage List. A succinct Heritage List will afford the appropriate level of protection to these sites with the Municipal Heritage Inventory remaining an important community resource.

A review of the current Central Toodyay Heritage Area that covers a significant proportion of the Toodyay townsite with a view to creating a Toodyay Town Centre Precinct that will not only include heritage controls, but other development controls such as signage and car parking. This approach will provide a 'one-stop shop' for landowners and developers.

Applications to develop, subdivide or change the use of places included on the Heritage List or located within a Heritage Precinct will be required to demonstrate respect and sensitivity to ensure that the heritage values attributed to a place of cultural heritage significance are not compromised by the proposal.

#### 2.3.4.2 Aboriginal Heritage

The *Aboriginal Heritage Act 1972* provides for the identification, registration and protection of Aboriginal sites throughout Western Australia.

There are 22 registered Aboriginal sites within the Shire of Toodyay on the Department of Planning, Lands and Heritage register located within the Shire. The *Aboriginal Heritage Act 1972* (the Act) aims to appropriately protect and preserve Aboriginal heritage and land users are obliged to comply with the provisions of the Act. The Department of Planning, Lands and Heritage has published the 'Aboriginal Heritage Due Diligence Guidelines' to assist land users in fulfilling their obligations under the Act. Refer to Map 5 for the location of these sites.

The Act requires that development, management or research of Aboriginal sites be subject to permission under section 18 of the Act from the Aboriginal Cultural Materials Committee, an advisory body to the Minister for Aboriginal Affairs. Permission usually is conditional on the approval and involvement of the Aboriginal custodians of the site and on the input of a professional heritage conservator.

Development of vacant land may require section 18 clearance under the Act, as it is an offense under the Act to excavate, destroy, damage, conceal or in any way alter any Aboriginal site. It should be noted that the zoning or allocation of land for a particular use does not indicate heritage clearance, and it is the responsibility of developers to obtain necessary clearances for development.

#### 2.3.4.3 Native Title

The Shire is subject to the South West Native Title Settlement. The Native Title Agreement Groups relevant to the Shire of Toodyay include the Yued, Ballardong People and Whadjuk People.

It is estimated that the earliest possible commencement of the South West Native Title Settlement will be mid 2017 with the establishment of the Noongar Boodja Trust, followed by the subsequent appointment of the six Noongar Regional Corporations.

Until the Settlement commences the *Native Title Act 1993* still applies to all land users planning activities in the ILUA Area, and the Aboriginal Heritage Act applies at all times regardless of the commencement of the Settlement.

If a proposed activity (planned land use) may affect Aboriginal heritage the Department of Planning, Lands and Heritage will need to be consulted with prior to commencement.

## 2.4 Environmental Management

To the east of the Shire, there is an increase in the proportion of farmland devoted to cropping where rainfall is lower, soils change from gravels to sandy loams and natural

vegetation changes from the heavily timbered jarrah and wandoo associations to the York gum and jam associations. West of the Avon River Basin, where there are the fertile soils of the river valley, more properties are dedicated to grazing than cropping. A large area through the centre of the Basin has traditionally been used for a combination of cropping and grazing activities.

The key issues relating to environmental management identified within the Shire of Toodyay are:

- Land management, particularly in relation to fire management and soil related issues such as salinity, soil acidity and erosion.
- Native vegetation clearing and the need for effective revegetation as well as a desire to provide for protection of native fauna and control of weeds, disease, pests and feral animals to achieve positive biodiversity and ecosystem outcomes.
- Waterway protection, stormwater management and flood protection recognising the importance of catchment management and the relationship the Shire has with the Avon and Swan River system.
- Groundwater, relating use of groundwater resources to the environments they support and identifying the potential impacts of septic tank use and management.
- Water efficiency and reuse, which includes building community understanding and uptake of new technologies such as greywater reuse and composting toilets, as well as more traditional approaches such as rainwater tanks.
- Regulatory processes and issues related to planning and development, recognising the inter-related roles of the Shire and natural resource management groups.

Further, the objectives, strategies and actions of the Shire's Environmental Management Strategy (2014) are, where relative to land use planning, incorporated into the LPS.

## 2.4.1 Conservation and Land Management

Private landholdings, which are predominately rural with some areas of rural residential and hobby farm development, make up the most part of the Shire's land use. Of the remainder is occupied by one national park with an area of 2,176 ha; 15 nature reserves with a total area of 5,649 ha; and 2 other protected areas with a total area of 3,628 ha (refer to Map 6).

The Shire contains a total of nine nature reserves which are vested in the Conservation Commission of Western Australia and are managed by the Department of Biodiversity, Conservation and Attractions, the largest being the Moondyne Nature Reserve covering an area of more than 1,900 ha and the smallest being Bewalling Nature Reserve approximately 38 ha. The Shire also contains the Avon Valley National Park and substantial areas of State forests parts of which are also managed for conservation purposes. The wide range of vegetation types found in those public nature reserves, roadsides reserves and private landholdings support a diverse range of flora and fauna some of which are Declared Rare and Priority Flora and Endangered fauna species.

It is noted that the majority of areas with threatened and priority ecological communities are not covered by nature reserves or within state forest, therefore may be subject to development pressures (refer to Map 6).

The land management practises for agricultural and pastoral production and ongoing urban and rural developmental activities have resulted in a widespread clearing and fragmentation of native vegetation extent resulting in the change in the hydrological balance and associated land degradation problems. The most prevalent land degradation issues that have a greater impact on the overall loss of the biodiversity and agricultural production in the Shire are the ones associated with waterlogging, rising groundwater tables and secondary salinity, top and sub soil acidity, wind and soil erosion, flooding and siltation of rivers and pools, weed invasion and plant diseases. It is recognised; however, that the Shire's role in delivering environmental outcomes for land resources is largely in relation to its own land holdings and infrastructure (or those for which it has management responsibility) and land use planning decision-making.

## 2.4.2 Bushfire

The *State Planning Policy 3.7: Planning for Bushfire Risk Management* (SPP 3.7) was adopted on 7 December 2015.

The primary objective of SPP 3.7 is to assist in reducing the risk of bushfire to people, property and infrastructure by encouraging a conservative approach to strategic planning, subdivision, development and other planning decisions proposed in bushfire-prone areas.

*Planning for Bushfire Risk Management Guidelines* (the Guidelines) support the SPP that are designed to supplement the objectives and policy measures established in SPP 3.7, to assist in their interpretation and provide advice on how bushfire risk is to be addressed when designing or assessing a proposal within a bushfire-prone area.

To support this process the Office of Bushfire Risk Management (OBRM) has undertaken extensive mapping across Western Australia to identify areas prone to bushfire. The Shire of Toodyay has been mapped in its entirety as bushfire prone.

The Guidelines indicate the methods by which a site may be designated as being bushfire prone and sets out the inter-relationships between and requirements for:

- Bushfire hazard level assessments;
- Bushfire Attack Level (BAL) assessments;
- Bushfire Protection Criteria; and
- Bushfire Management Plans (BMPs).

The whole Shire has been mapped as bushfire prone, excluding the lots exempted by the *Planning and Development (Local Planning Schemes) Amendment Regulations 2015*. It is envisaged that the mapping will be refined as bushfire attack level assessments are received and recorded.

## 2.4.3 Biodiversity

The Shire of Toodyay forms the part of globally recognised Southwest Australian Ecoregion which is one of the planets major biodiversity hotspots for its natural diversity and the level of threat to that diversity. Toodyay contains a high proportion of remnant native vegetation



and fauna habitat compared to other Wheatbelt shires. The endemic vegetation within the Shire of Toodyay can be categorised into two botanical districts: the Darling Botanical District containing portions of Bannister, chittering, and Darling (east) vegetation systems and the Avon Botanical District containing portions of York and Goomalling Vegetation systems. Each of these vegetation systems consists of series of vegetation communities occurring in a mosaic pattern linked with the landforms, climatic conditions and soil features of the region.

Approximately 48% of the shire is covered by relatively intact remnant vegetation, most of which are located in the western part, of which 23% is held in public reserves, roadside reserves, water reserves, crown land and gravel pits and 25% is owned by private landholders. It is estimated that there are 1689 bush remnants of which 779 (46%) are classified as being remnant vegetation, 589 (35%) as being scattered and 321 (19%) as being modified vegetation. More than 86% of all bush remnants in the Shire are less than 20 ha in size. It is also noted that Carnarby's Cockatoo breeding areas are likely found in the west and north western areas of the Shire, with many of the remnant communities within the Shire being feed areas for the Cockatoos.

Although the Shire contains a number of reserves (including Nature Reserves and a National Park) a significant proportion of the remaining remnant vegetation is under direct threat due to clearing, changes in land use, change of fire regimes, overstocking and ongoing land degradation. Clearing for agricultural activities, mining, subdivision and other developmental activities is a major challenge to the loss and fragmentation of existing remnants and associated biodiversity values. The identification of biodiversity assets, development of management plans for the Shire controlled reserves, identification of the regional and local ecological linkages and provision of protection of biodiversity in the early stages of land use planning will assist in the preservation and future enhancement of the biodiversity values in the area.

Fire is another significant threat to biodiversity in the area. Recent State Government policy has substantial implications for the Shire, particularly for future life-style living areas due to risks to development posed by bushfires. There is a need to better understand appropriate responses to mitigate and manage bushfire risk across the Shire.

Other challenges to the biodiversity conservation in the area arise from competition from introduced weed species, feral animals, grazing and stock and diseases such as dieback.

#### 2.4.4 Water

Toodyay is characterised by a dry Mediterranean climate (dry, hot summers and cold, wet winters) with the majority of rainfall occurring during the winter months. The historical average rainfall is approximately 521mm per year. Rain events of around 900mm per year have also been known to occur in the past. However for the past 50 years maximum average rainfall has only been between around the 500-600mm range. Most predictions of climate change for Australia agree that rainfall in Australia's south west is likely to decline. This erratic rainfall coupled with more intense storm events poses many challenges for the management of water resources into the future.

#### 2.4.4.1 Surface Water

The Shire of Toodyay forms a part of the Avon River catchment area. The Avon River is the main river system flowing through the Shire with its tributaries Jimperding Brook running southward and fed by a 19,500 ha catchment, and Toodyay Brook, extending northward to the Shire of Victoria Plains and fed by 83,500 ha of catchment. The River is seasonal in nature with surface flows commonly ceasing completely over the summer months. The Avon River and its tributaries have changed significantly since the time of European settlement. Clearing natural vegetation from the landscape for agriculture and alteration of the river bed to reduce the impact of flooding has significantly degraded the river over time thus increasing surface water run-off and soil loss, causing salinity and creating sedimentation and weed infestation problems.

#### 2.4.4.2 Flooding

Map 7 depicts the flooding potential of the Avon River. The Avon River Floodplain Management Policy applies to land within the floodplain (extent of flooding in a 1 in 100-year flood event and includes the floodway and flood fringe areas) and also applies to land generally within 200m of other watercourses for which a floodplain has not been defined.

A review of the Wetland/River Channel Special Control Area has been carried out to ensure that the area identified is consistent with the objectives of this Strategy and with the latest Department of Water and Environmental Regulation data. It is proposed to rename the SCA the Avon River SCA and align the area with the 1 in 100 year flood mapping as indicated on Map 7 that will be inserted into LPS5.

#### 2.4.4.3 Groundwater

There are currently no groundwater management areas within the Shire, with only one public drinking water source area (Priority 2) in the north of the Shire that is associated with the Bolgart townsite in the Shire of Victoria Plains (refer to Map 6). Therefore the groundwater supply is fragmented, access is ad-hoc and quality variable tending toward brackish making it unsuitable for use as a sustainable domestic water supply.

The Shire's main supply for Toodyay comes from a main fed by the Goldfields Pipeline, the balance of the Shire not connected to reticulated water relies heavily on rainwater tanks and water carters as their source of potable water.

### 2.4.5 Landscape

The Shire's natural and rural landscape, including steeper terrain such as the Avon River valley may be valued for its visual, biodiversity, social and cultural properties. It is important that valued landscape character and views are protected and enhanced by planning policy and statutory decision making. Map 8 indicates the visually sensitive area within the Shire.

#### 2.4.5.1 Character

The northwest portion of the shire is occupied by continuous uncleared Jarrah/Marri woodland on gently undulating terrain, within State and Commonwealth reserves.

The northern/north-eastern portion of the shire is more typical of the general Wheatbelt landscape than the rest of the shire, with grain and pasture on rolling hills and remnant bushland of York gum and Jam tree in reserves, paddocks and along roadsides.

The lower half of the shire comprises the immediate valley of the Avon River and tributaries including Toodyay and Jimperding Brooks. The river features a series of pools, interspersed with rapids where it crosses rock outcrops. The valley is taller, narrower and steeper to the west, within Avon National Park, where granitic rock outcrops feature on the sides of steep, vegetated slopes. Towards the town of Toodyay the valley becomes wider and its slopes more gentle. Remnant forest and woodland in this partly cleared agricultural landscape is dominated by jarrah, marri and wandoo, with flooded gum, river sheoak and paperbarks along watercourses. The town of Toodyay is a feature within the Avon Valley landscape, and is known for its river setting, early convict era heritage buildings, and backdrop of nearby hills.

The more undulating part of the shire, especially the picturesque, hilly landscape of the main Avon River valley, appears to be highly valued by the community and may contribute to peoples' decision to move to or visit the shire.

#### *2.4.5.2 Significant Views*

Publically accessible views that the public likely considers to have regional or State level significance comprise rapids and pools along the Avon River where backed by tall, steep valley sides, seen from passenger trains, watercraft (in winter) and recreation sites. Walk trails, River Road and bridges provide river views in less dramatic portions of the river, closer to town. Also of regional or district level significance would be the panoramic view of the Avon Valley, Mt Anderson and the town, seen from Pelham Reserve lookout.

Views within the wider Avon valley, including Toodyay town, are recognised as important at a State level, as exemplified by State Tourist Drive #254 'Avon Historic Tourist Drive', a 98km long route from Toodyay to Beverley via Northam and York, following the Avon River. It begins in the centre of town and uses part of Toodyay Road, then North-Toodyay Road. Another State level tourist drive trail, the Pioneer Pathway, heads east from Toodyay into the heart of the Wheatbelt.

The Shire's gently undulating landscape, with low hills forming the immediate backdrop to views, is viewed from a number of roads located within the Avon River system. Prominent individual hills or ranges may be featured, for example Mt Nardie, southeast of the town, which is located at the focal point of views for northward travellers using a straight stretch of Northam –Toodyay Road. Mt Nardie is particularly recognisable due to its stepped profile seen from the east.

#### *2.4.5.3 Landscape Special Control Area*

Development that may detract from the Shire's valued visual character and views includes telecommunication towers, rural residential estates, extraction of basic raw materials such as clay or gravel, and industrial premises. Visual impacts may relate to: the loss of natural features such as vegetation; the screening of valued vistas; the intrusive location, siting or design of new structures; and visual 'clutter' resulting from overhead transmission lines, road widening and additional traffic. The adverse impacts of these uses can be addressed by considering suitable location, siting and design for each use, to retain the quality of views seen from the Shire's roads, walk trails, railway, the Avon River and other recreation sites. Screen planting of these uses should be a last resort, the preference being to find a site where the development would be less prominent or not seen at all, even without vegetation. The WAPC's Visual Landscape Planning Manual (2007) provides specific guidance on addressing the impacts of these uses.

There is potential for improved opportunities to view the Avon Valley by the development of new lookouts, trails and watercraft launching facilities along River Road, Cobbler Pool Road and Sapper Road. Further, local scenic drive trails could be established, potentially incorporating existing Flora Roads, designated by DPaW based on the value of their flora.

The Special Control Area for the Avon River Valley was designated in LPS4 to provide for the protection of the valley and waterway as a landscape feature and to promote the objectives of the Avon Arc Sub-Regional Strategy (2001). The SCA comprises the Avon Valley and the lower reaches of its major tributaries in the more developed portion of the shire which, as well as the immediate valley, incorporates the town; prominent ranges and hills including Mt Nardie and Mt Anderson; land viewed from lookouts such as Pelham Reserve; and land visible from main roads, the passenger railway and the river.

The Avon Arc Sub-Regional Strategy has been superseded by the Wheatbelt Regional Planning and Infrastructure Framework (2015), which identifies important landscape values within the Shire. Accordingly a review of the SCA has been conducted with the following recommendations made for LPS5:

- Incorporate objectives for landscape protection, aimed at minimising the visibility of non-agricultural uses as seen from roads and other public vantage points, ensuring that these uses blend well with their setting and, for some uses and locations, ensuring that they are not seen from specified viewpoints such as nearby roads.
- Support landscape enhancement through land care measures aimed at restoring local vegetation to watercourses and ridgelines, such as:
  - locating public open space where it incorporates landscape features;
  - locating structures where natural landform can provide a screen, and otherwise locating in less prominent positions;
  - restrictions on vegetation clearing;
  - designating development setbacks and buffer strips along roads that provide sufficient space for effective screen planting;
  - designing road upgrades or new roads to avoid clearing valued roadside vegetation; and
  - utilising building design which uses appropriate form and materials, such as reduced bulk and height and dark or shaded non-reflective surfaces.
- Consider the use of computer generated viewshed mapping to identify roads, trails and other vantage points from which new development proposals would be visible, to determine whether screen planting would be effective and if so, its required height and location.
- Require view-shed mapping as part of Structure Plans along identified routes.

Map 8 of the Strategy identifies the landscape protection area within the Shire, where development proposals will need to include investigation of landscape impact.

## 2.5 Transport

### 2.5.1 Road Network

The major road and rail network is shown on the Strategy Maps 1 and 2. Toodyay Road is the major road transport link from between Toodyay and Perth and it is expected that traffic volumes will increase commensurately with population growth.

A major planning component of the Local Planning Strategy is to increase development in the vicinity of existing infrastructure, including roads and rail and to provide safe and efficient transport routes for agricultural products and services.

The following is a summary of the current status of the Toodyay road network and implications of the expected population growth associated with rural and urban expansion within the Shire.

Toodyay Road is the major road transport link between Toodyay and Perth.
Toodyay Road is a State Road under the control of Main Roads Western Australia (MRWA). It is gradually being upgraded in accordance with the Roads 2020 Wheatbelt Regional Road Development Strategy. Toodyay Road should be widened to include sealed shoulders/breakdown lanes all the way between Perth and Toodyay.
Goomalling – Toodyay Road, the main road transport link between Toodyay and Goomalling, is a State Road controlled by MRWA.
Urban development is proposed on both sides of this road adjacent to the Avon River, close to town together with a new Rural Enterprise zone. Both developments will result in increased traffic volumes along this route.
Northam – Toodyay Road, the main road transport link between Toodyay and Northam, is a State Road controlled by MRWA.
Some infill development between the Extracts Industrial area and the Toodyay townsite is proposed. Development is expected to result in increased traffic using this road.
Toodyay – Bindi-Bindi Road is a local government controlled road, which provides the main road transport link between Toodyay and Bolgart in the Shire of Victoria Plains.
There are no proposals to expand the Rural Residential areas along Bindi-Bindi Road; however Rural Living immediately east of the townsite and the possible further urban expansion of the townsite will result in the requirement to upgrade this road in the section immediately north of town.
Julimar Road is a local government controlled road, which provides the road link between Toodyay and the Shire of Chittering.
Traffic volumes along Julimar Road are expected to increase commensurate with the growth of the townsite and as the remaining vacant Rural Residential lots at West Coondle and Julimar Farms are developed. An on-going road works programme for Julimar Road is being implemented to improve safety and to accommodate increasing traffic numbers.
Bindoon-Dewar's Pool Road is the main road link between Toodyay and Bindoon in the Shire of Chittering.

This road will be a primary route for the transportation of lime sands from Lancelin to the Eastern Wheatbelt Region and will result in a significant increase in traffic on this road. The upgrading of this route is dependent upon funding from the State Government.

Bejoording Road is located in the eastern sector of the Shire of Toodyay and provides a north-south link between the Rural Residential (previously known as Special Rural) area at Bejoording and the townsite of Northam.

In view of the rationalisation of the Avon CBH Grain Receival Centres within the District, Bejoording Road is likely to assume a greater role in the road network. This road provides a direct route to the major Receival Centre in Northam.

## 2.5.2 Heavy Haulage Routes and Toodyay Bypass

Although Toodyay presently has no dedicated heavy haulage transport routes, MRWA controlled roads (Toodyay, Goomalling and Northam Roads) permit the passage of heavy vehicles.

The State Government has planned for the construction of a major heavy haulage transport route to bypass the townsite of Toodyay on an alignment located to the east of the town. MRWA has advised that it has medium to long term plans to construct the Bypass and therefore the associated land reserved for this purpose remains unchanged.

In the meantime, the majority of heavy vehicles have been diverted along Hamersley Street and Anzac Terrace to protect the heritage assets in Stirling Terrace. Upgrades to Stirling Terrace have been completed to slow traffic and increase user safety. This Strategy continues to advocate for the construction of the Bypass to remove heavy vehicles from the townsite.

It is recommended that the Toodyay Heavy Haulage Bypass Special Control Area remain unchanged in the provisions of LPS5 to guide the decision making process until such time as the Bypass has been completed.

## 2.5.3 Rail Transport

The town of Toodyay is serviced with a daily passenger train service and the railway line, which passes through town, is the main line to Kalgoorlie and the eastern states.

The AvonLink is a commuter service currently operates 28 trips per week (14 return services) providing three return trips between Northam and Midland (via Toodyay) on Mondays, Tuesdays, Thursdays and Fridays and one return service on Wednesdays and Saturdays. Special event services also operate.

Figures released by the Nationals<sup>24</sup> in 2015 indicate that 5,576 passengers used the AvonLink service in the first quarter of 2015, up from 3,289 passengers for the same period in 2014 – an increase of almost 70%.

The potential for commuter rail travel is recognised as an important issue for the Shire in terms of accessibility for employment and residential growth. The Strategy aims to encourage increased residential densities in close proximity to the train station.

## 2.6 Essential Infrastructure

### 2.6.1 Reticulated Water

Water is a critical resource to sustain environmental, cultural and social values of shire's environmental, community and the economy assets. Toodyay townsite and surrounds are supplied with drinking water via the 'BH Extension', which is a supply main branching off the Goldfields pipeline (GandAWS Main Conduit near the West Northam tanks) and extending to Toodyay. In 2008, Toodyay town had 565 services connected to the town's water scheme. The total length of the town's water reticulation system is about 341km and consists of a mix of pipe types (Galvanised Steel, Copper, Cast Iron, AC, Steel, PVC, and MDPE).

The Water Corporation delivers approx. 190 million litres of scheme water to the Toodyay community. The cost of delivering water to Toodyay is expensive at \$3.50 per kilolitre. The Council itself is a primary commercial user of the Scheme Water, a significant amount of which is used for irrigating town greens. In areas outside the key town sites which are not connected to the Scheme Water, Toodyay's population relies heavily on rainwater tanks and water carters as their source of commercial and residential water use.

Properties that are connected to the water scheme receive water under gravity from dual 2.25ML and 3ML ground tanks located at the Water Corporation's tank site. The maximum top water level of the tanks is 213.0mAHD and 217.2mAHD respectively, which provides good coverage of the town.

The Water Corporation's planned water system upgrades are based on many factors, including forecast growth in demand, system improvements and scheduled asset replacements.

The Water Corporation advises that it has committed funds over the coming years to undertake ongoing upgrades and repairs to the trunk water pipelines across the Agricultural region. A summary of this program can be found at the following link: <http://www.watercorporation.com.au/water-supply-and-services/ongoing-works/farmlands-water-supply-project>. Repairs to the Toodyay BH Extension are included in this program.

Longer term improvements to the transfer supply systems include a duplication of the last approximately 8.2km of the BH extension main to the east of Toodyay with an additional section of 200mm diameter steel main. The exact timing of this upgrade is not known.

---

<sup>24</sup> <http://nationalswa.com/News/MediaReleases/tabid/83/articleType/ArticleView/articleId/4311/AvonLink-numbers-up-70-per-cent.aspx>

A long term upgrade of the Toodyay water storage tanks with an additional 1.75ML of storage is forecast to be required around 2030<sup>25</sup>.

Some parts of the townsite water reticulation mains system will require upgrading and/or replacement of some pipes into the future, for example:

- Installation of 840m of 200mm dia. PVC water main from Stirling Terrace/Harper St along Harper St – forecast 2017/18<sup>26</sup>
- Duplication of 625m of 200mm diameter PVC main along Clifton St-Stirling St-Telegraph Rd
- Installation of 250m of 250mm diameter PVC distribution main out of Toodyay Tank – forecast >2026<sup>27</sup>
- Installation of 3,200m 150mm diameter PVC duplicate main from the northern end of 150 PVC main at Railway Road up to Wellington Street-Clarke Street junction

Water planning for the townsite may need to be reviewed in the coming years and further adjustments will be made to the nature and timing of planned system upgrades.

The installation of rainwater tanks, grey water re-use and implementation of water use efficiency measures represents the primary opportunity for reducing residential and commercial water usage in the region.

## 2.6.2 Sewerage

Not all parts of the Toodyay townsite are serviced by deep sewerage however an increase in the number of premises served is expected to increase as housing density makes the use of septic unviable. The waste water is currently pumped to a Sewerage Treatment Plant located approximately six kilometres from the town where the water is disposed of by use in agroforestry and an evaporation pond. A potential recycled water return pipeline from the Treatment plant could contribute to the water usage demand of the Shire.

### 2.6.2.1 Waste Water Treatment Plant

Toodyay waste water treatment plant is located at Lot 501 at the intersection of Goomalling–Toodyay Road and Woodendale Road. The plant is designed to treat waste water up to 200kL/day. There is additional land area at the Water Corporation's WWTP site for future expansion of treatment ponds and treated wastewater management/disposal.

The Water Corporation's long term treatment planning forecasts the need for a possible upgrade to the treatment and disposal capacity of WWTP around 2030. The size, nature and timing of the upgrade will be determined based on system flow monitoring and capital availability.

### 2.6.2.2 Wastewater conveyance upgrades and new infrastructure

Approximately 200 properties in the townsite are currently connected to the Toodyay sewerage scheme.

---

<sup>25</sup> Indicative timing only. Timing depends on rate of growth and development.

<sup>26</sup> Indicative timing only. Timing depends on rate of growth and development.

<sup>27</sup> Indicative timing only. Timing depends on rate of growth and development.



An additional wastewater pumping station will be needed to serve the zoned urban growth area to the east of the townsite, on the eastern side of the river. This WWPS is annotated as "Toodyay WWPS 'B'" on Map 9 for long term sewer planning. At the time the wastewater planning was last revised, the need for this WWPS was indicated to be required >2025<sup>28</sup> at the earliest. The need to deliver this WWPS through the Water Corporation's capital program will be driven by development demand and the project will remain outside our 5 year capital program until there is firm developer interest in developing this land.

### 2.6.3 Waste

The Shire of Toodyay is proactive in terms of its waste management issues. It recognises waste management as one of its core businesses and operates a Waste Transfer Station which accepts a range of priority wastes. Household waste, green waste and hazardous wastes are collected at the Transfer Station and then transferred on to other markets and facilities for processing. The transfer station operates a tip shop for any reusable items. The Shire also provides kerbside general waste and recycling collection to residents in town as well as in rural living properties.

The State's Waste Strategy: *Creating the Right Environment* mainly focus on those areas where most waste is generated and consequently puts the Avon region into the second focus area-Major Regional Centre. The consequence of which is that there is a municipal solid waste sector target for Toodyay. These State strategy targets should be used to drive the waste management efforts in Toodyay to make reasonable changes and improvements in its current level of recycling. The future focus should be on the quantity and type of materials that are currently being landfilled. Together with the quantity of current recycling, the range and participation rates are extremely important too to increase waste diversion from landfill. The ideal for Shire in terms of cost and efficiency is to work in association with AROC to assess, improve and expand the range of existing waste services into larger areas of the Shire and to encourage a regional sharing of waste management practises and information.

#### 2.6.3.1 Regionally Significant Facilities

The WAPC's Wheatbelt Regional Planning and Infrastructure Framework (2015) notes that the region due to its proximity to Metropolitan Perth is likely to be considered for large infrastructure sites, including landfills.

To address this issue, the WAPC recommends the use of standard definitions, permissibility and guiding information in local planning instruments to achieve a consistent and co-ordinated approach.

Local Planning Scheme No.4 identifies waste management facilities as a 'X' use, in accordance with this advice, requiring applicants or landowners to apply for a rezoning, resulting in a more rigorous planning process. This approach is representative of the community's wishes with regards to these facilities and is recommended to be continued in LPS5.

---

<sup>28</sup> Indicative timing only. Timing depends on rate of growth and development.

### 2.6.3.2 Local Facilities

Local facilities are needed to manage wastes generated within the Shire. At present, the Shire operates a waste transfer station that residents can dispose of excess waste that cannot be placed in the regular garbage and recycling service. It is important the local facilities can be established by the Shire if required to cater for community needs.

### 2.6.3.3 Buffers

For industry and essential infrastructure (such as waste sites and wastewater treatment sites), there is a need for buffers to separate the uses from sensitive land uses. Adequate buffers to industrial areas, servicing infrastructure and waste disposal sites need to be defined and included in LPS5 as special control areas with specific provisions restricting sensitive land uses and developments.

## 2.6.4 Power

The Wheatbelt Regional Planning and Infrastructure Framework (2015) identifies the need to ensure sufficient water, power, wastewater and telecommunication services to support forecast population growth throughout the Wheatbelt and to attract new economic activity is essential for the development of the region.

The Wheatbelt is supplied with energy by Western Power's South West Interconnected System and serviced by the North and East Country load areas. The East Country load area covers the eastern Wheatbelt region. Growth in power demand was slow prior to 2007 and then experienced a significant increase due to mining and resource development in the area.

Although most energy is provided from the regional grid, many homes operate wood-burning stoves for heating which have the potential to impact on air quality in the townsite. Some opportunities exist for alternative energy generation although the uptake of these technologies is currently low.

## 2.6.5 Telecommunications

Telecommunications infrastructure is essential to underpin the region's economic opportunities and optimise service delivery, particularly access to broadband internet services<sup>29</sup>. The National Broadband Network can enable improved access to information and services for some Wheatbelt residents. It may also provide opportunities for the establishment of new businesses such as software development, e-business, e-health and e-education and call centres.

---

<sup>29</sup> WAPC, Wheatbelt Regional Planning and Infrastructure Framework, pg 35

## PART 3 – REFERENCES, TABLES, FIGURES, ABBREVIATIONS & ACRONYMS

### 3.1 References

- Australian Bureau of Statistics, (1997), Basic Community Profile - Toodyay.
- Australian Bureau of Statistics, (2013), Building Approvals, Australia, Cat No. 3235.0.
- Australian Bureau of Statistics, (2011), Census QuickStats: Toodyay.
- Australian Bureau of Statistics, (2013), Population by Age and Sex, Regions of Australia, Cat No 3235.0.
- Australian Bureau of Statistics, (2014), Census of Population and Housing - Selected Characteristics for Suburbs and Postal Areas.
- Australian Bureau of Statistics, (2001), Selected Social and Housing Characteristics for Statistical Local Areas.
- Avon Tourism Inc., (2016), Avon Tourism Strategic Plan 2016-2019 v2.0.
- Lantzke, N C, and Fulton, I. (1994), Land resources of the Northam region. Department of Agriculture and Food, Western Australia. Report 11.
- Profile ID, (2016, Australian Bureau of Statistics, Building Approvals, Australia, Cat No. 8731.0.
- Profile ID, (2016), Community Profile for the Shire of Toodyay.
- Profile ID, (2016), Australian Bureau of Statistics, Regional Population Growth 2011, Cat No. 3218.0.
- Shire of Toodyay, (2016), Draft Age Friendly Community Plan.
- Shire of Toodyay, (2015), Environmental Management Strategy.
- Shire of Toodyay, (2015), Economic Development Plan.
- Shire of Toodyay, (2015), Heritage Master Plan.
- Shire of Toodyay, (2014), Heritage Strategy.
- Shire of Toodyay, (2008), Local Planning Scheme No. 4.
- Shire of Toodyay, (2007), Local Planning Strategy.
- Shire of Toodyay, (2013), Strategic Community Plan.
- Western Australian Department of Planning, (2016), IRIS 2015.
- Western Australian Department of Planning, (2015), *Planning and Development (Local Planning Schemes) Regulations 2015 – Schedule 1 Model Scheme Text*.
- Western Australian Planning Commission, (2012), State Planning Policy 2.5 – Land Use Planning in Rural Areas.
- Western Australian Planning Commission, (2012), Development Control Policy 3.4 – Subdivision of Rural Land.
- Western Australian Planning Commission, (2014), State Planning Strategy 2050.
- Western Australian Planning Commission, (2015), Medium Term Population Forecasts for Western Australia 2014 to 2026 and Sub-regions 2016 to 2026, Version 2
- Western Australian Planning Commission, (2012), WA Tomorrow Series, Forecast Summary for Local Government Areas, Toodyay.
- Western Australian Planning Commission, (2015), WA Tomorrow Series, Population Projections.
- Western Australian Planning Commission, (2012), WA Tomorrow Series, Population Report No. 8.
- Western Australian Planning Commission, (2015), Wheatbelt Regional Planning and Infrastructure Framework.
- Wheatbelt Development Commission, (2015), Wheatbelt Blueprint.

## 3.2 Figures

Figure 1 Location Map .....	38
Figure 2 Estimated Resident Population (percentage change per year) .....	39
Figure 3 Implications of residential zoned land development .....	47
Figure 4 Implications of 'Rural Residential' and 'Rural Living' zoned land development ....	<b>Error!</b>

**Bookmark not defined.**

## 3.3 Tables

Table 1 Estimated Resident Population.....	39
Table 2 Population Growth Scenarios .....	40
Table 3 Number of Dwellings .....	43
Table 4 Household types.....	45
Table 5 Household forecasts .....	45
Table 6 Potential lot yield for residential zoned land .....	46

## 3.4 Abbreviations/Acronyms

AROC – Avon Region of Councils  
DA# – Development Area Number  
DC – Development Control Policy  
LPS – Local Planning Strategy  
LPS4 – Local Planning Strategy No. 4  
LPS5 – Local Planning Scheme No. 5  
SPP – State Planning Policy  
WAPC – Western Australian Planning Commission  
WDC – Wheatbelt Development Commission

## PART 4 – APPROVALS

Shire of Toodyay

### LOCAL PLANNING STRATEGY

#### CERTIFICATION FOR ADVERTISING

Certified for advertising by the Western Australian Planning Commission on 18<sup>th</sup> July 2017.

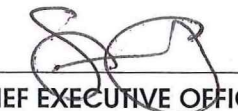
---

#### COUNCIL RECOMMENDED / SUBMITTED FOR APPROVAL

Supported for submission to the Western Australian Planning Commission for endorsement by resolution of Shire of Toodyay at the Ordinary Meeting of Council held on the 19<sup>th</sup> December 2017.



  
SHIRE PRESIDENT

  
CHIEF EXECUTIVE OFFICER

---

#### ENDORSEMENT OF LOCAL PLANNING STRATEGY

Endorsed by the Western Australian Planning Commission on (DATE) 22<sup>nd</sup> June 2018

  
DELEGATED UNDER S.16 OF  
THE PLANNING AND DEVELOPMENT ACT 2005