

SHIRES OF BROOKTON & BEVERLEY

Local Planning Strategy



Endorsed by the
Western Australian Planning Commission

22nd October 2013

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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 & Heritage of any errors or omissions in this document.

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Shires of Brookton and Beverley Local Planning Strategy

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1.0 VISION

The Council's vision for the district is to:

“Support thriving, strong and sustainable communities and a diversified economy which are in harmony with productive agriculture and which value the natural environment, landscapes, heritage and culture.”

The vision for the Shire of Brookton is:

“The vision for the Shire's future will centre on ensuring that the population, level of economic activity and services grow in a manner that retains the area's unique character and heritage values.

This will mean that we will need to invest resources into attracting aspirational businesses and residents, exploring alternative land development scenarios, forming strategic alliances and lobbying government agencies for additional funding and assistance.

We will also seek to ensure that our economic, social and environmental strategies are financially sustainable into the future. This will require the consolidation of working relationships with other local governments, community groups and local businesses.

We recognise that our town and rural communities are interdependent and will work towards ensuring that our community and sporting groups have adequate facilities and assistance. We will recognise the contributions of all sections of the community, the importance of a bright future for youth and a high quality of life for our seniors.

This vision will be grounded in a set of values that reflects the aspirations of the local community. We will also seek to review our strategic directions on a regular basis and gauge our progress through a biennial survey of the community.

To achieve this vision the Shire will need to be a place that is tolerant, flexible, open minded and prepared for change. We will be a regional leader and communicate and involve our citizens in the decision making process.”

The vision for the Shire of Beverley is:

“To make Beverley an even better place to live through promoting development which respects its unique heritage, character and environment.”

2.0 STRATEGY OBJECTIVES AND AIMS

2.1 Objectives

Based on the Council's vision, the objectives with regard to the Local Planning Strategy are to:

- develop a long term land use planning strategy to manage the growth of the district and townsites in a manner that distinguishes the district from other regional locations and contributes to the lifestyle enjoyed by residents and visitors;
- encourage the sustainable development and expansion of the Brookton and Beverley townsites to improve service viability while conserving or enhancing a strong sense of community;
- ensure that future subdivision and development within and near the Brookton and Beverley townsites provide a broad range of housing choices that enhance the physical environment and heritage character of the townsites;
- assist to broaden the long term economic and employment base of the district through greater diversification and promoting a resilient and increasingly robust district economy;
- enhance the position of Brookton and Beverley as service centres to the district and beyond through the provision of an expanded range of services and facilities;
- promote agricultural activity, predominately broad acre farming, as the key economic and social driver for the district;
- provide orderly and coordinated development; and
- create sustainable communities and sustainable development which aims to:
 - manage and conserve key natural resources, including restoring land and water resources;
 - attract and retain people and businesses;
 - ensure the community has access to quality facilities and services;
 - support the introduction, maintenance and upgrading of assets and infrastructure which meet community needs in a timely and cost effective manner; and
 - retain the unique sense of place that values its culture and heritage.

2.2 Strategic Aims

The Council's strategic aims with regard to the Local Planning Strategy are outlined below.

Long term planning guidance

The Council aims to:

- provide a useable 10 - 15 year guiding land use plan for future subdivision, development, land use and conservation initiatives;
- provide strategic direction for the Local Planning Scheme;
- provide a framework for local structure plans and scheme amendments (rezoning);
- create a planning and governance framework that facilitates growth in a sustainable and environmentally appropriate manner;
- provide increased certainty for the community, landowners, developers, servicing authorities and other stakeholders; and
- assist in the effective implementation of State and regional strategies, plans and policies.

Deliver Sustainable Development

The Council aims to:

- promote sustainable development that integrates economic, social and environmental goals for the district;
- set out the most appropriate locations, density, scale and form of townsite growth and other development that delivers a more integrated, sustainable and liveable urban environment, that maximises community benefits, is appropriately serviced and addresses land use compatibility;
- provide for the growth of the Brookton and Beverley townsites in a land use pattern which reduces pressure to convert productive agricultural land to non-agricultural uses;
- guide the location of urban, rural residential and rural small holding development to maximise community benefits, seek appropriate levels of servicing and minimise future land use conflicts including on agricultural land;
- encourage a high standard of orderly development so as to promote and protect the health, safety, amenity and general economic and social well-being of the community;
- ensure development appropriately takes account flooding, fire and other risks;
- provide townsites with housing variety, community identity and high levels of amenity;
- provide for appropriate tourism development and establish the conditions under which such land uses may be developed and maintained;
- protect and enhance the district's environmental values and natural resources by promoting ecologically sustainable land use and development;
- protect public drinking water source areas through the land planning process;
- identify land required for public purposes, conservation and recreation;
- facilitate a diverse and integrated network of open space catering for both active and passive recreation, consistent with the needs of the community;
- encourage a better utilisation of existing infrastructure including the increased usage of sustainable energy sources;
- require subdivisions and development to address sustainability through the delivery of high quality design;
- safeguard and enhance the character and amenity of the district's built and natural environment; and
- ensure there is a sufficient supply of serviced and suitable land for housing, rural living, commercial and industrial activities, community facilities, recreation and open space.

Economic development, infrastructure and community services

The Council aims to:

- attract and retain people and businesses;
- support and promote a resilient local economy;
- make the most of economic development opportunities by capitalising on the district's competitive advantage as a peri-urban location;
- assist employment and economic growth by identifying suitable land for retail, commercial, industrial and tourism developments, as well as identifying opportunities for home-based employment;
- support and provide for tourism activity and establish the conditions under which such uses may be developed and maintained;
- reaffirm the primacy of the Brookton and Beverley town centres as the commercial and cultural centres of the district;

- facilitate a diverse and integrated network of public open space catering for both active and passive recreation, consistent with the needs of the community;
- ensure the community has timely access to quality facilities and appropriate services through working with State Government, community based and other organisations;
- encourage a better utilisation of existing infrastructure including the increased usage of sustainable energy sources;
- introduce, maintain and upgrade assets and infrastructure which meet community needs in a timely and cost effective manner;
- conserve land required for agricultural production and support opportunities for agricultural diversification and value adding; and
- promote economic development and respond to emerging industries.

Protect and Enhance Environmental Assets

The Council aims to:

- appropriately manage and conserve key natural resources;
- assist in conserving and enhancing the area's environmental assets and natural resources and to promote ecologically sustainable land use and development;
- protect the ecological and landscape values from the impact of inappropriate development and use;
- assist to restore and enhance water quality and not contribute to adverse change in salinity; and
- protect rivers, watercourses and wetlands from encroachment or indirect detrimental impacts from adjacent uses.

Agricultural Land and Basic Raw Materials

The Council aims to:

- maintain and protect areas of agricultural production and conserve their non-urban character whilst accommodating other complementary rural activities;
- avoid or minimise land use conflicts due to the extraction of mining and basic raw materials; and
- ensure the extraction of basic raw materials occurs in accordance with best practice and addressing environmental and landscape considerations.

3.0 STRATEGY PLAN AND LAND USE EXPECTATIONS

3.1 Strategy Plan

The Strategy Plan is set out on the following figures:

- Figures 1 and 2: Strategy Plan - South;
- Figures 3, 4 and 5: Strategy Plan - North;
- Figure 6: Strategy Plan - Brookton Townsite; and
- Figure 7: Strategy Plan - Beverley Townsite.

The Strategy Plan shows key elements of the Local Planning Strategy and provides a broad overview of intended land use, the major transport networks and key planning constraints. The Strategy Plan should not be seen as definitive in terms of appropriate land uses, but as indicative of the issues and policies set out in this Strategy. It is highlighted that the Strategy Plan is not a zoning map.

The land use allocations on the Strategy Plan typically reflect the longer term anticipated zoning for the land where appropriate planning issues relating to the proposal and site are addressed to the satisfaction of the Council and the WAPC. To avoid the new Local Planning Scheme being subject to an environmental review, the Council will require proponents to suitably justify their proposal and meet the costs of planning, servicing and environmental investigations. For instance, where current rural land is allocated as “Industry”, “Residential” or “Rural Residential” on the Strategy Plan, the Council will typically zone this land as “General Agriculture” in the new Local Planning Scheme. The land will need to be rezoned prior to achieving the allocated use on the Strategy Plan.

While the Strategy Plan sets out general land use allocations, it also seeks to embrace the concepts of sustainability, place making, and community and stakeholder ownership.

3.2 Key Elements of Strategy Plan

The key elements of the Strategy Plan are set out below:

- the settlement strategy with the principal centres (Brookton and Beverley), other settlements (gazetted townsites) and proposed rural residential and rural small holding areas;
- Residential – shows existing residential areas and land which appears to be suitable for future residential subdivision/development. Future residential subdivision/development needs to be assessed against relevant environmental, servicing, land use compatibility, landscape and other planning considerations. Appropriate non-residential uses are also supported in areas allocated as Residential;
- Rural Residential - shows existing rural residential areas and land potentially suitable for rural residential subdivision/development but where relevant planning considerations need to be appropriately addressed;
- Rural Small Holding – shows land to be designated as potential Rural Small Holdings subject to addressing relevant planning issues;
- Industry - land zoned for industry and land potentially suitable for industrial development but where but where relevant planning considerations need to be appropriately addressed;
- Town Centre - recognises the existing Brookton and Beverley town centres and areas for commercial expansion;
- Tourism – shows key tourism sites in or near Brookton and Beverley. There are also opportunities for low-key tourism in other areas;

- Conservation/Recreation and Landscape Protection – shows conservation, key recreation, key landscape areas and public open space. It is a mixture of publicly managed and privately owned land. Outside of the townsites, the land is predominantly privately owned and it should not be implied that these properties will be acquired by the State Government or the Council;
- Community Purpose – shows key community facilities;
- General Agriculture – show productive agricultural land and other rural land which is generally privately owned;
- State Managed Land – typically is Crown Land which is managed by State Government agencies such as the Department of Parks and Wildlife. The land includes State Forest, National Park, Conservation Reserves, Unallocated Crown Land and other reserves. While it is predominantly Crown land, it includes some isolated private properties. These are shown only to reflect the principal land use in this area and it is not implied that these properties are to be acquired by the Council nor by the Crown;
- Noisy Activity Precinct – shows the Beverley Airfield, land identified for motorsports and opportunities for associated development;
- Special Control Areas - for Flood Prone Land (1 in 100 year floodplain), Public Drinking Water Catchment, and Wastewater Treatment Buffer;
- Major Road – shows the existing State road network;
- Minor Road – shows roads that have a significant district function; and
- Railway – shows the Perth-Albany railway line.

3.3 Land Use Expectation

During the Strategy period, the Council's vision will result in working towards the following on-the-ground and associated economic, community and environmental outcomes:

- the townsites of Brookton and Beverley will be thriving community hubs supporting an increased population. Brookton and Beverley will be communities in which people want to live, work, play, visit and invest;
- rural residential and rural smallholding areas will support the Brookton and Beverley townsites and provide attractive lifestyle opportunities by virtue of these areas being located in close proximity to the townsites and their services;
- there will be enhanced and increased services, recognising financial realities, in association with a greater range of housing and lifestyle opportunities. The Brookton and Beverley townsites will become increasingly sustainable. Innovative and environmentally friendly housing design and materials are being utilised throughout the district to provide a range of housing options;
- the economy will be expanded and increasingly diversified with the Brookton and Beverley townsites providing a range of businesses and community services;
- the vast majority of the agricultural areas will continue to be effectively protected and managed for agricultural production and rural uses with water resources sustainably used;
- the Avon River will be increasingly seen as a key recreation and conservation asset which positively supports the townsite and district character;
- development will avoid areas of flood risk and extreme bushfire prone risk;
- there will be an increased environmental focus which will result in the conservation and enhancement of environmental assets including rivers, watercourses, wetlands and remnant vegetation;
- the district's character and landscape qualities will be conserved; and

- the communities will be well connected and will provide safe and convenient access for pedestrians, cyclists and motorists. Increasingly, residents will make more journeys by walking and cycling.

The Council's vision and land use expectations are expanded in the following sections.

It is highlighted that there is considerable interrelationship of issues for the planning considerations in the following sections. To avoid repetition, the Strategy should be read as a whole.

4.0 SETTLEMENT STRATEGY AND KEY TOWNSITE PLANNING ISSUES

4.1 Settlement Strategy

Aim

The aims are to:

- promote and influence the development of the Brookton and Beverley townships and nearby rural residential and rural smallholding subdivision/development so they are increasingly places that people want to live, work, invest and visit;
- ensure that land use planning in the district encourages growth in appropriate locations and in increasingly sustainable forms;
- manage settlement growth in locations which enhance the economic, social and environmental sustainability of the district;
- identify the role that each township and settlement will play within the district;
- direct population growth to those areas where expansion is planned in order to support an increased range and level of service provision and economic activity in association with existing settlements;
- ensure effective, efficient and equitable provision of infrastructure, services and facilities provided by the Council and other government agencies;
- support the consolidation of the Brookton and Beverley townships based on compatibility of land uses and infrastructure capacity;
- protect future fully serviced urban areas from inappropriate land uses, subdivision and development;
- encourage the efficient use of existing rural residential areas, based on land capability to maximise their development potential;
- ensure that future rural residential and rural smallholding subdivision/development are planned and developed in an efficient and coordinated manner as logical extensions of the Brookton and Beverley townships along with adequate services and infrastructure; and
- contain the spread of fragmented urban and rural living areas in the district to:
 - minimise and consolidate the “development footprint” to assist in minimising impacts on productive agriculture and assist in the protection of biodiversity and the environment;
 - promote energy conservation;
 - minimise journey length from home to work, school and services and encourage the use of cycling and walking;
 - reduce Council and government expenditure on servicing current and future populations;
 - provide greater housing choice; and
 - ensure consistency with the State and regional planning framework (outlined in associated *Background and Context Report to support the Shires of Brookton and Beverley Local Planning Strategy*).

Strategy

The Council’s strategy is to:

- adopt the following settlement hierarchy:
 - Principal Centre – Brookton and Beverley;
 - Other Settlements – the Council does not support additional expansion of the “development footprint” of these gazetted townships which are identified as “Other

Settlements” on the Strategy Plan. The Council recognises there will be low-key development associated with the construction of dwellings and buildings on existing vacant lots. These settlements contribute to the range of lifestyle opportunities in the district;

- identified rural residential and rural smallholding areas adjacent to the Brookton and Beverley townsites; and
- no new settlement is proposed by the Council within the Strategy timeframe;
- support appropriate subdivision, development and population growth as outlined above;
- not support residential, rural residential or rural smallholding outside of allocated areas on the Strategy Plan;
- consolidate future residential growth within and immediately adjoining the Brookton and Beverley townsites;
- achieve a sustainable urban form, through establishing clear boundaries for the growth of Brookton and Beverley. Correspondingly, to identify areas to be protected for rural conservation, natural resource management, other complementary non-urban uses and agricultural uses;
- protect environmentally significant and productive agricultural land from urban and lifestyle development;
- support economic development by identifying areas for employment and industry;
- provide a variety of lifestyle choices through innovative and quality settlement design;
- maximise the opportunities for variety of lot sizes to ensure serviced land is available to cater for requirements in the next 10 – 15 years; and
- creating sustainable development, with the key principles including to:
 - promote concentration of new lots and population in and around the Brookton and Beverley townsites;
 - build on Brookton and Beverley townsites, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in these communities;
 - promote rural residential development close to the Brookton and Beverley townsites in keeping with SPP 3.0, without prejudicing the ability for the towns to grow;
 - reinforce the character and identity of towns by preventing urban development in defined breaks and/or by defining boundaries to settlement growth;
 - promote the development of sustainable and liveable neighbourhood form which reduces energy, water and travel demand whilst ensuring safe and convenient access to services;
 - ensure the townsites are sustainable, well planned with sufficient and suitable land to provide for a wide range of housing, employment, open space, and has a transport network that is efficient and safe;
 - allocate sufficient land in appropriate locations to meet the needs of the anticipated population;
 - provide timely, co-ordinated and sustainable residential development and infill development within the proposed development footprint;
 - have regard to the principles of the *Liveable Neighbourhood* Policy in the design of more sustainable communities;
 - protect environmental assets and biodiversity;
 - minimise impacts on rural land including ensuring there is land use compatibility with surrounding agricultural practices;
 - protect and enhance the rural landscape;
 - not prejudice opportunities for agricultural production, urban expansion or significant mineral resource extraction;

- ensure appropriate separation distances (buffers) between sensitive land uses (residences and townsite expansion areas) and land uses that may negatively impact or otherwise restrict development;
- support the consolidation of serviced urban areas, subject to addressing infrastructure capacity, environmental impact, heritage constraints and landscape character, and facilitate staged serviced development;
- support appropriate servicing in a sustainable manner that does not place inappropriate demands on the local government or servicing authorities in terms of upgrading or maintaining services;
- consider land capability, including appropriateness for effluent disposal, building construction and road/vehicular access construction;
- address water management and possible flood risk;
- address fire management;
- require developers to provide appropriate infrastructure;
- integrate and connect to existing urban areas and key facilities via safe and convenient vehicular, pedestrian and cyclist linkages;
- require that rural residential, rural smallholding and other relevant intensive subdivision/development uses are serviced by constructed sealed roads, or alternatively the proponent makes a suitable contribution for the upgrading of existing roads;
- promote using land efficiently, through infill or redevelopment, especially in areas close to town centres and areas that can be appropriately serviced;
- promote designs and layouts which make efficient and effective use of land;
- retain the characteristics that make settlements and areas unique and give them their sense of place;
- facilitate high-quality design that is sensitive to, and enhances the identity and character of the towns and the district;
- utilise Structure Plans as the basis for the orderly planning of urban expansion areas; and
- protect future urban areas from inappropriate land uses, subdivision and development.

4.2 Areas Not Considered Suitable For Development

Strategy

The Council considers that land should not be considered for residential, rural residential or rural smallholding subdivision/development where:

- the settlement form is inconsistent with *State Planning Policy No. 3 Urban Growth and Settlement*;
- it would have major implications on the character, function and quality of urban form in the district including resulting in an unsustainable settlement pattern;
- it would create areas isolated from the Brookton and Beverley townsites and their respective services;
- it creates negative environmental impacts or does not preserve biodiversity;
- it is within a flood impacted land;
- it is located in an extreme bushfire risk area;
- it is within an existing or anticipated public drinking water catchment or groundwater area;
- there is a high risk of acid sulfate soils;
- the land is contaminated (unless it can be safely and feasibly rehabilitated);
- there are public health limitations including, air quality, noise and associated risks;
- it will impact on agricultural land; and
- it will impact on the extraction of minerals and basic raw materials resources.

Action

The Council will generally zone freehold land as “General Agriculture” in the new Local Planning Scheme where it is not considered suitable for residential, rural residential or rural smallholding subdivision/development.

4.3 Areas Considered Potentially Suitable For Development

Strategy

The Council considers that future residential, rural residential or rural smallholding subdivision/development should:

- be within, adjoining or in relatively close proximity to the Brookton or Beverley townsite;
- represent a logical area of expansion in terms of its proximity to facilities, services and employment opportunities;
- generally be located on cleared land;
- not prejudice mineral resource extraction and extraction for basic raw materials;
- address land use compatibility through ensuring appropriate separation distances (buffers) between sensitive land uses;
- protect key infrastructure, industrial areas and special uses from encroachment from incompatible uses;
- safely and effectively accommodate traffic;
- provide safe cycling and walking routes;
- incorporate physically capable land that can suitably address effluent disposal, building construction and road/vehicular access construction;
- be appropriately serviced or be capable of appropriate servicing;
- respect and protect Aboriginal and historic heritage;
- contribute to sustainable economic development and encourage local employment opportunities;
- sustain and enhance the vitality and viability of either the Brookton or Beverley town centre; and
- protect important landscapes or ensure that it is not intrusive on prominent landscapes.

Action

Where land is currently zoned “Farming” but is identified as residential, rural residential or rural smallholding on the Strategy Plan, the Council will generally zone this land as “General Agriculture” in the new Local Planning Scheme. A scheme amendment, generally associated with a Structure Plan, will be required prior to subdivision.

4.4 Land Supply

Strategy

The Council seeks to identify an appropriate supply of land for a range of land uses through:

- promoting opportunities for the re-subdivision of established developed areas;
- allocating an adequate supply of greenfield land;
- identifying constraints to the development of existing zoned land (constrained by tenure, natural features or a lack of landowner intent to develop);

- establishing structure planning areas to facilitate the re-subdivision of existing urban land based on workable areas and developer intentions; and
- providing a variety of growth options to assist in stimulating competition and avoid monopolistic behaviour.

Actions

The Council will:

- as funds become available, consider preparing local structure plans to provide a planning framework, having regard to the development priorities for those areas identified for Residential, Rural Residential and Rural Smallholding in the Strategy where land holdings are in multiple ownership;
- maximise the opportunities for a variety of lot sizes by establishing appropriate zones, controls and mechanisms in the new Local Planning Scheme to ensure sufficiently serviced urban land is available to cater for the short to medium term development requirements;
- monitor development rates and trends for use in assessment of planning proposals and revise the Strategy as necessary;
- in the new Local Planning Scheme, determine densities and land use, and resolve development issues to integrate urban infill within existing built up and less densely developed surrounding areas in consultation with service providers and other stakeholders;
- in the Local Planning Scheme, provide for a variety of residential densities, with higher densities located around the town centre and key facilities e.g. school and hospital;
- develop planning, development and design guidelines and establish criteria that need to be addressed for urban infill projects to achieve high quality development outcomes; and
- protect future residential areas from inappropriate subdivision and development.

4.5 Residential

Aim

The aims are to:

- provide strategic direction to the location of urban development which provides a range of densities and housing types to meet the needs of the future population having regard to economic, social and environmental factors;
- ensure the Brookton and Beverley townsites grow in a manner that is sustainable and retains and enhances their built form and natural character attributes;
- ensure new residential subdivision and development addresses relevant planning considerations and are appropriately coordinated with existing development;
- provide a range of lot sizes and housing types in the area to provide for a range of lifestyle opportunities, to account for changing demographic profiles, increasing sustainability (including walking/cycling opportunities), making better use of land and assisting to address housing affordability; and
- provide for the adequate supply of residential land to meet the ongoing residential needs of the community consistent with the *Residential Design Codes*.

Strategy

The Council's strategy is to:

- support infill development and increases in housing density generally to R20 where the land is outside of flood impacted areas, is or can be connected to reticulated sewerage, appropriately addresses heritage and design considerations, where the character and amenity of the neighbourhood is not prejudiced and there is capacity in existing infrastructure and services;
- promote medium density development in and near the town centre and key community facilities to R30 or R40 subject to connection to reticulated sewerage, addressing heritage considerations and adopting high design standards;
- require residential densities of generally R2 – R5 for areas that not are expected to be connected to reticulated sewerage during the Strategy period;
- support the subdivision/development of greenfield land identified as “Residential” on the Strategy Plan subject to the proponent appropriately addressing relevant zoning, structure planning, environmental, servicing, landscape and other planning considerations as relevant to the site’s context, characteristics and the proposal;
- support a range of housing choice and lot sizes in accordance with the principles of *Liveable Neighbourhoods*;
- promote affordability and choice in housing by encouraging a mix of housing types and styles;
- incorporate the general principles of the *Liveable Neighbourhoods – Community Design Code* in the preparation of Local Structure Plans and in the assessment of subdivision and development plans;
- ensure adequate and appropriate provision of public open space and community facilities via the structure planning and subdivision processes;
- require proponents to provide appropriate and safe pedestrian/cyclist and vehicle linkages to existing development. Should subdivision occur within the agreed development footprint that “leap frogs” undeveloped sites, the Council expect that the subdivider will provide required linkages and connections to the satisfaction of the Council;
- provide a road layout with high connectivity and legibility for pedestrians, cyclists and people with disabilities;
- promote a high level of amenity in residential areas;
- ensure that new residential development in the older established areas of the townsites has regard to the area’s historic character;
- encourage residential development that will achieve efficient use of existing physical and social infrastructure and which is economically serviced and affordable;
- ensure that the density of development takes account of the availability of reticulated sewerage, the effluent disposal characteristics of the land and other servicing and environmental factors;
- promote energy efficient and climatically responsive housing design;
- coordinate subdivision, land use and development in areas requiring comprehensive planning and utilise Local Structure Plans as the basis for the orderly planning of urban expansion areas;
- note that, at the more detailed planning stages, landowners/developers may need to commission studies to address matters such as:
 - a comprehensive water management strategy addressing matters such as water balance and nutrient/pollution management;
 - detailed investigations and management strategies relating to acid sulfate soils; and
 - management plans for river, watercourses, wetlands and larger areas of remnant vegetation;
- support home offices, home occupations, home businesses and other uses that are compatible with residential areas.

Actions

The Council will:

- seek the preparation, as appropriate, and apply design guidelines in areas of residential renewal and transition;
- develop a local planning policy to enhance residential areas of special character;
- develop or support design guidelines in areas of residential renewal and transition;
- lobby the State Government to extend infill sewerage in Beverley;
- review the Strategy, should land supply and demand conditions reveal that additional residential lots are required;
- develop a Housing Strategy that is consistent and builds on the Strategy;
- in the Local Planning Scheme:
 - review residential densities based on this Strategy;
 - identify opportunities for urban consolidation through increased housing densities close to the Brookton and Beverley town centres and in areas that are or can be serviced by reticulated sewerage;
 - provide opportunities for small lots and/or further subdivision in areas that can be connected to reticulated sewerage;
 - apply a base density coding to existing residential areas commensurate with the capacity and suitability for infill housing and/or re-development;
 - apply higher density coding to land in and adjacent to town centres;
 - not support increased densities and subdivision within flood risk areas; and
 - retain the “Rural Townsite” zone in the interim to allow for flexibility in the range of land uses in rural townsites which are consistent with existing or anticipated development. The associated residential density to be generally R10 to reflect existing lot sizes. The zoning choice may be investigated in future to achieve a more standardized zone; and
- encourage innovative housing options such as adaptable housing that will more appropriately meet the long-term needs of particular groups within the community.

4.6 Rural Residential

Aim

The aims are to:

- provide for low density alternative residential lifestyle development in a rural setting which is consistent and compatible with adjacent land use, and the capability, landscape and environmental attributes of the land;
- recognise the existing extent of rural residential development in the district and to identify potentially suitable and capable new areas in close proximity to the Brookton and Beverley townsites;
- confine any rural residential development to areas where the potential for intensive agricultural development and resource extraction activities is low;
- ensure that any proposed rural residential development has regard to the environmental sensitivity of the area, results in beneficial environmental outcomes and does not conflict with adjacent land uses or constrain future agricultural development, and
- provide sufficient land to enable a variety of lot sizes and development to be achieved in a manner that reflects the character, setting and land capability of the area within which it is located.

Strategy

The Council's strategy is to:

- provide for a range of housing choice and lifestyle opportunities;
- require that any proposed scheme amendment or subdivision/development application suitably addresses WAPC SPP 2.5 and SPP 3.0;
- ensure that rural residential areas are planned and developed in an efficient and coordinated manner as logical extensions of the Brookton and Beverley townsites;
- support a request for a scheme amendment where the land is identified as "Rural Residential" on the Strategy Plan subject to the proponent appropriately addressing relevant zoning, structure planning, environmental, servicing, landscape, fire management and other planning considerations as relevant to the site's context, characteristics and the proposal. In particular, the Council will require the proponent to provide the following prior to possible adoption of the scheme amendment:
 - scheme amendment report;
 - a Structure Plan;
 - a fire management plan;
 - land capability assessment; and
 - Local Water Management Plan (as a minimum addressing key principles and "fatal flaws");
- prevent the creation of new rural residential lots beyond those identified in the Strategy;
- prevent increasing servicing demands on the local government or State Government agencies through rural residential areas being located in relatively isolated areas or serviced by unsealed roads;
- discourage ribbon development so as to maintain the rural ambience of transport corridors generally;
- recognise existing small rural lots that have been developed as Rural Residential areas and ensure there are appropriate development and land use controls for these areas;
- establish minimum development standards to ensure development is consistent with, and does not detract from, the rural character or landscape qualities;
- require proponents to appropriately justify land suitability and land capability of their proposal and demonstrate how it coordinates with existing and planned/anticipated development;
- require that buffers to agricultural land for dwellings and other development are accommodated within Rural Residential land and not within General Agricultural land;
- encourage subdivision of land for rural residential purposes only within areas designated as Rural Residential on the Strategy Plan and where the land has been zoned appropriately. Rural Residential subdivision/development to comply with the following criteria and design guidelines:
 - subdivision shall generally achieve an average lot size of 2 hectares, with a minimum of 1 hectare. Consideration will be given to an average lot size below 2 hectares, on suitably located cleared land where appropriately justified to the satisfaction of the Council. Achievement of the average lot size below 2 hectares will only be supported where the proposal appropriately addresses land capability, the provision of potable water supply and enhances the environmental qualities of the land and/or water, such as through revegetation of cleared land or eroded areas;
 - flood immunity outside of the 100 year floodway;
 - the proposed lot sizes are capable for the intended use;
 - land stability;

- all required services and infrastructure is available to the site or can be reasonably provided;
- all lots are serviced by an appropriately sealed and drained public road;
- all lots have a sustainable water supply for domestic, fire fighting and land management purposes consistent with WAPC Policy DC3.4. The Council prefers that rural residential lots are connected to the reticulated water supply. However, where this is not available or feasible and this is accepted by the Council, the Council will consider alternative sustainable water supply (groundwater, surface water and roof catchment and rainwater tank) for domestic and fire fighting purposes for lots 2 hectares and above where appropriately justified by the proponent to the satisfaction of the Council. Where proposed lots are not proposed to be connected to reticulated water and where roof collection and a rainwater tank is the sole method of supply, the roof collection calculations are to address a rainwater tank of at least 92,000 litres of potable water with an additional 10,000 litres for fire fighting. The method of calculating the minimum collection area to service a rainwater tank is set out in the Department of Water's *Stormwater Management Manual for WA*;
- a comprehensive drainage system;
- suitable on-site effluent disposal;
- connected to the reticulated electricity network;
- other infrastructure as required by the site conditions; and
- the proponent shall provide information on fire protection and subdivision design and bush fire prevention plans shall address the performance criteria contained in *Planning for Bush Fire Protection (edition 2)* (WAPC, FESA 2010) or any updates;
- require subdivider contributions, based on cost sharing principles that do not burden the community, for the re-subdivision of existing Rural Residential lots accessed from existing unsealed roads to an appropriately sealed standard;
- consider whether or not to contribute towards road upgrading to facilitate rural residential subdivision.

Actions

The Council will:

- recognise existing rural residential areas and zone them accordingly in the new Local Planning Scheme; and
- provide increased consistency of development standards, with the new Local Planning Scheme deleting individual provisions for each separate Rural Residential zone, unless there is a unique characteristic relating to that zone.

4.7 Rural Smallholdings

Aim

The aims are to:

- provide for rural lifestyle and intensive agricultural opportunities in strategic locations consistent and compatible with adjacent land use activity, environmental and landscape attributes of the land;
- encourage the opportunity for a range of rural and semi-rural pursuits where part-time or full time income may be generated;

- encourage rural smallholdings with a variety of lot sizes consistent with the physical, environmental and landscape characteristics of the land which are capable and suitable of sustaining appropriate development;
- facilitate the conservation of native vegetation and other environmental assets;
- provide sufficient land to enable a variety of lot sizes and development to be achieved in a manner that reflects the character, setting and land capability of the area within which it is located; and
- in appropriate circumstances, make use of innovative design and clustering of houses and other structures to minimise the impacts on adjacent land (including agriculture) and provide for on-going use of land for rural pursuits, whilst protecting landscape and environmental values and utilising services efficiently.

Strategy

The Council's strategy is to:

- require that any new subdivision/development suitably addresses WAPC SPP 2.5;
- support a request for a scheme amendment where the land is identified as "Rural Smallholding" on the Strategy Plan subject to the proponent appropriately addressing relevant zoning, structure planning, environmental, servicing, fire management, landscape and other planning considerations as relevant to the site's context, characteristics and the proposal. In particular, the Council will require the proponent to provide the following prior to possible adoption of the scheme amendment:
 - scheme amendment report;
 - a Structure Plan;
 - a fire management plan;
 - land capability assessment; and
 - Local Water Management Plan (as a minimum addressing key principles and "fatal flaws");
- prevent the creation of new rural smallholding lots beyond those identified in the Strategy;
- prevent increasing servicing demands on the local government or State Government agencies through rural smallholding lots being located in relatively isolated areas or serviced by unsealed roads;
- discourage ribbon development so as to maintain the rural ambience of transport corridors generally;
- establish minimum development standards to ensure development is consistent with, and does not detract from, the rural character or landscape qualities as well as providing an appropriate standard of amenity;
- require proponents to appropriately justify land suitability and land capability of their proposal and demonstrate how it coordinates with existing and planned/anticipated development;
- require that buffers to agricultural land for dwellings and other development are accommodated within Rural Smallholding land and not within General Agricultural land;
- encourage subdivision of land for rural smallholding purposes within areas designated as Rural Smallholding on the Strategy Plan and where the land has been zoned appropriately, and to comply with the following criteria and design guidelines:
 - depending on land suitability and capability, lot sizes are between 4 and 40 hectares. Proposals are to appropriately address land capability and enhance the environmental qualities of the land and/or water, such as revegetation of cleared land or eroded areas;
 - flood immunity outside of the 100 year floodway;
 - the proposed lot sizes are capable for the intended use;

- land stability;
- all required services and infrastructure is available to the site or can be reasonably provided;
- all lots are serviced by an appropriately sealed and drained public road;
- all lots have a sustainable water supply for domestic, fire fighting and land management purposes consistent with WAPC Policy DC3.4;
- a comprehensive drainage system;
- suitable on-site effluent disposal;
- connected to the reticulated electricity network or an approved alternative;
- other infrastructure as required by the site conditions;
- the proponent shall provide information on fire protection and subdivision design and bush fire prevention plans shall address the performance criteria contained in *Planning for Bush Fire Protection (edition 2)* (WAPC, FESA 2010) or any updates;
- require subdivider contributions, based on cost sharing principles that do not burden the community, for the subdivision of Rural Smallholding lots accessed from existing unsealed roads to an appropriately sealed standard; and
- consider whether or not to contribute towards road upgrading to facilitate rural smallholding subdivision.

Actions

The Council will:

- introduce a Rural Smallholdings Zone in the new Local Planning Scheme. For land that is identified as Rural Smallholding on the Strategy Plan, but not currently used for rural smallholding purposes and/or where there are outstanding environmental, servicing or planning issues, zone this land as “General Agriculture” A scheme amendment, generally associated with a Structure Plan, will be required prior to subdivision;
- for land that is identified as Rural Smallholding on the Strategy Plan, that is used for rural smallholding purposes and where there are no outstanding environmental, servicing or planning issues, zone this land as “Rural Smallholding” in the new Local Planning Scheme;
- establish minimum development standards in the new Local Planning Scheme to ensure subdivision/development is consistent the rural character landscape qualities and amenity; and
- provide increased consistency of development standards for each separate Rural Smallholding zone, unless there is a unique characteristic relating to that zone.

4.8 Key Brookton Townsite Planning Issues

Intermodal Facility

Strategy

The Council’s strategy is to:

- support the development of an intermodal facility and/or inland freight terminal; and
- require additional detailed planning, environmental and servicing studies to appropriately address issues relating to the site, transport access and off-site impacts.

Possible rail link to Kwinana Port

Strategy

The Council's strategy is to:

- support State Government agencies and other entities undertaking a feasibility study, cost benefit analysis and a planning/environmental assessment to determine the potential of a rail link between Kwinana and the Brookton district. If relevant issues are appropriately addressed, support the commissioning of a detailed transport study to determine the preferred alignment and land requirements;
- review opportunities and land requirements in relevant parts of the district should the rail link proceed; and
- support affected landowners to be appropriately compensated for loss of land.

Brookton Bypass

Strategy

The Council's strategy is to:

- not support a bypass to the Brookton townsite in the Strategy period; and
- review major roads should an intermodal facility, inland freight terminal or rail link between Kwinana and Brookton be established.

4.9 Key Beverley Townsite Planning Issues

Noisy Activity Precinct

Strategy

The Council's strategy is to:

- support the retention of the Beverley Airfield during the Strategy period;
- support the development of motorsports and associated uses;
- support the development of land near the Beverley Airstrip for compatible purposes that may include industry;
- require the preparation of a concept plan (and if required a master plan) to coordinate and guide development in the precinct;
- examine opportunities to enhance accessibility to the airfield precinct that limits impacts on the Beverley townsite;
- support the development of compatible uses within the buffer; and
- develop planning controls to minimise off-site impacts.

Beverley Bypass

Strategy

The Council's strategy is to:

- not support the development of a north-south Beverley townsite bypass; and

Shires of Brookton and Beverley Local Planning Strategy

- investigate the potential for trucks to bypass the Beverley town centre in an east-west direction including the provision of a second bridge over the Avon River.

Old Race Course

Strategy

The Council's strategy is to:

- support tourism uses and development;
- require the preparation of a concept plan (and if required a master plan) to coordinate and guide development on the site; and
- zone the land as "Tourist" in the new Local Planning Scheme.

5.0 SUSTAINABILITY

5.1 Sustainability

Aim

To provide sustainable, well designed and liveable communities that:

- retain and enhance their built form and natural character attributes and rural setting;
- ensure safe and convenient access to employment, health, education, shopping, leisure, social and community facilities for residents;
- create sustainable neighbourhoods that use water, energy and other resources more effectively and efficiently;
- adopt high-quality designs that are sensitive to and enhance the identity and character of the towns and settlements;
- protect and enhance environmental assets that support the continuation of biodiversity, lifestyle and health of the community;
- manage the area's natural economic resources to sustainably and efficiently meet the needs of existing and future communities; and
- increasing seek the sustainable integration of land use and transport planning that minimises the reliance on private motor vehicles and reduces energy use through initiatives to encourage the use of alternative forms of transport, and increase energy and resource efficiency.

Strategy

The Council's strategy is to:

- support proposals, subject to addressing other planning considerations, that:
 - adopt water-sensitive urban design and generally reduce water use;
 - reduce waste, and increase re-use and recycling;
 - reduce energy consumption;
 - prevent disturbance of acid sulfate soils; and
 - integrate with its local environment;
- protect and enhance the key environmental values of biodiversity, lifestyle and health of the community;
- require proponents to demonstrate best practice principles in sustainable design and meet all established statutory environmental requirements;
- require proponents to demonstrate the method of conserving remnant vegetation and ongoing rehabilitation of riparian zones or other areas;
- adopt best practice land management in relation to issues such as stormwater run-off, erosion control, salinity and minimising disturbance of acid sulfate soils, water management, vegetation clearing and stock management which can help to maintain and enhance the quality of the area's rural lands and ecosystems;
- ensure that development and subdivision layout meet the objectives and requirements of *Liveable Neighbourhoods*, Local Structure plans and are sensitive to the environment with remediation where considered appropriate by the Council; and
- encourage new development to reflect the district's climate and incorporate climate design principles, including orientation, siting, passive climate control, sustainable recycling, and efficient water management.

Actions

The Council will:

- prepare a Local Planning Policy or design guidelines to address building materials, fencing materials, landscaping, and consider issues such as the installation of rainwater tanks and grey water systems;
- consider the development of a Sustainability Framework to provide guidance for developers and the Shire administration in designing and assessing new environmentally sustainable and innovative urban development; and
- prepare a Landscape and Revegetation Local Planning Policy to address landscape, environmental, amenity and management objectives.

5.2 Land Use Management / Avoiding Land Use Conflicts

Strategy

The Council will seek that land use conflicts will be managed such that:

- the introduction of land uses, including Rural Residential in and near rural areas that may constrain existing or potential rural land uses will generally not be supported;
- buffers for hazard and amenity are determined by the appropriate licensing authorities for those land uses; and
- buffer distances are guided by the standards recommended by the Environmental Protection Authority in *Separation Distances between Industrial Land and Sensitive Land Uses* and the Department of Health's *Separation of Agricultural and Residential Land Uses*, unless appropriately justified by the proponent to the satisfaction of the Council.

6.0 NATURAL RESOURCES AND ENVIRONMENT

6.1 Overview of Natural Resource Management

Aim

To provide for the needs of future and present population by balancing economic development with conserving and enhancing the natural environment.

Strategy

The Council's strategy is to:

- ensure that the ecological integrity, biodiversity and productivity of the environment are maintained or enhanced for the benefit of present and future populations; and
- promote land use and development compatible with safeguarding water and air resources so they are conserved and maintained and their quality protected.

6.2 Water

Aim

The aims are to:

- assist in ensuring that water is used in a sustainable manner for the benefit of the district;
- protect water quality and quantities required to maintain healthy ecosystem functions;
- protect the area's water resources and future supplies;
- protect, manage and rehabilitate riparian areas to maintain and enhance water quality and their scenic, biodiversity, ecological, recreational and environmental corridor values; and
- protect the environment, conserve water and manage its use efficiently for the benefit of present and future generations.

Strategy

The Council's strategy is to:

- require water management strategies, local structure plans, Local Planning Scheme amendments and subdivision plans to demonstrate best practice water management to the satisfaction of the Council and as required to the satisfaction of the Department of Water;
- promote and enhance water management and conservation through requiring implementation of best practice stormwater solutions including the *Stormwater Management Manual for Western Australia*. This includes:
 - adopting water sensitive urban design principles, in response to soil, slope and other considerations, to ensure the rate of runoff does not increase the pre-development rate;
 - minimising runoff: either within the lot or on a precinct basis, develop systems to infiltrate the rain water so that it can be reused as high in the catchment as possible to reduce the volume of stormwater conveyed and install structural controls at the source to minimise pollutant inputs;
 - retaining and restoring natural drainage systems: retain and restore the natural elements of wetlands and retain and/or improve groundwater quality;

- using management measures: including creating vegetated swales, landscape disposal areas and structural quality improvement devices such as gross pollutant traps and artificial wetlands; and
- implementing non-structural source controls: minimise contaminant inputs principally by planning development controls and education to reduce the amount of pollution at source that could enter the drainage system;
- aim to meet the targets of the *State Water Plan*;
- effectively manage surface water and ground water in order to protect infrastructure and assets;
- support water resources being allocated and managed in a way that balances and sustains environmental, cultural and economic values;
- strive to maintain or improve water quality and manage water quantity within sustainable limits that account for environmental assets;
- ensure that development is planned, designed, constructed and operated in accordance with best practice environmental management to protect environmental values and meet the water quality objectives of surface waters, groundwater and wetlands;
- minimise impacts from required community infrastructure located in a wetland or waterway buffer on water quality, natural hydrological processes and ecological functions;
- protect public water supply areas from inappropriate land uses and development;
- consider the possibility and impact of acid sulfate soils in proposals that have the potential to alter groundwater levels and/or involve excavation;
- require intensive agricultural and other uses, that rely on a significant water source, to be subject to assessment by the Department of Water in terms of their nutrient input/export regimes and also in relation to groundwater abstraction;
- leave or re-establish vegetated buffer areas adjoining rivers, watercourses and wetlands; and
- protect linear water features (e.g. wetlands and streams) from development, with appropriate foreshore setbacks established where applicable, and following consultation with relevant government agencies.

Actions

The Council will:

- request the Department of Water map all floodplains and floodways in the local government area, particularly in townsites as a priority;
- request the Department of Water to undertake a hydro-geological study of the aquifer in the Mount Kokeby (Maitland Swamp) locality to determine its role in the hydrology of the catchment and to ensure the water resource is sustainably managed;
- request the Department of Water to review the extent and quality of the aquifer north-east of the Brookton townsite. Subject to the results of the Department of Water investigations, Water Corporation to consider the need for and feasibility of further extraction of the aquifer to support the growth of Brookton and to supplement the Great Southern Town Water Supply;
- require proponents, as considered appropriate, to undertake whole of water cycle investigations. This may include outlining how water will be minimised and re-used including the approach to rainwater tanks, grey water recycling (subject to Department of Health approval), water conservation, aquifer recharge and water sensitive stormwater management; and

- review and/or prepare townsite urban water management strategies to ensure future development can be effectively accommodated and systems can accommodate safe, increasingly sustainable and cost effective water management.

6.3 Flood Risk

Aim

The aims are to:

- preserve the natural ecological and drainage function of watercourses, drainage systems and floodplains and limit the potential for damage to buildings caused by flooding and/or inundation;
- take a long term strategic perspective relating to flood risks including ensuring that more intensive subdivision and development is not impacted by flooding;
- take a precautionary approach, in order to minimise flood risk to people, property and infrastructure, and require proponents to suitably justify why there should be a departure from this policy;
- promote the sound use, management and tenure of the floodplain; and
- raise community awareness of areas which are susceptible to flooding and for the Council to impose limitations on development.

Strategy

The Council's strategy is to:

- adopt a precautionary approach to flooding risk in the floodway, the flood fringe and other flood affected areas. The "onus of proof" rests with the proponent to justify their proposal and associated flooding risks;
- highlight that subdivision and development in the floodway is generally not supported and will only be considered in exceptional circumstances, that are appropriately justified by the proponent, which may require the provision of technical details from a suitable professional to the satisfaction of Council;
- require that any scheme amendment request, subdivision application or development application, to facilitate urban, rural residential, rural smallholding, industrial and tourist uses within flood risk areas, is to comply with the outcomes of the applicable flood study. If a flood study is not available, the Council will require the proponent to commission a hydrological assessment;
- not support scheme amendment requests, subdivision applications or development applications in flood prone areas unless a flood study is completed or a hydrological assessment is commissioned and supported by the Council and the Department of Water. The Council will consider on its merits subdivision/amalgamation applications (boundary adjustments) or some minor development applications (e.g. change of use to an existing building) where the flood risks are considered acceptable by the Council;
- prohibit and/or restrict further buildings, structures, development, site works, fencing and fill which will adversely affect the flow of floodwaters, to the extent where upstream, adjoining and nearby flood levels will increase, or where the risk to people and property will increase;

- seek to ensure that any building that is approved will not create any undue risk to life or property;
- consider the suitability of any development on flood risk land by ensuring that an assessment is made of:
 - the effect of the proposed development on the efficiency and capacity of the floodway to carry and discharge water;
 - the safety of the proposed development in time of flood; and
 - whether the proposed development involves any possible risk to life, human safety or private property in time of flood;
- ensure that new buildings achieve a finished floor level suitable to prevent water from flooding and/or a storm event having an average recurrence interval of 1 in 100 years from entering the building; and
- for flood affected land in and near the Brookton and Beverley townsites which are subject to planning proposals, to consider tenure of the floodway on its merits, including ceding land to the Crown. Unless suitably justified, the Council will seek to provide public access through the provision or widening of a foreshore reserve or an easement in favour of the local government to enable public access.

Actions

The Council will:

- request that the Department of Water prepare a flood study for the Brookton townsite and surrounding area;
- seek the protection and preservation of the natural ecological and drainage functions of watercourses, drainage systems and floodplains to store and convey stormwater and floodwater;
- develop and utilise land use and development controls to prevent inappropriate development;
- show identified flood prone land within a Special Control Area in the new Local Planning Scheme; and
- seek Department of Water advice in regard to proposals where there is flood risk.

6.4 Public Drinking Water Source Protection Areas

Aim

To ensure that land use and development within the Public Drinking Water Source Protection Areas (PDWSP) is compatible with the protection and long-term management of water resources for public water supply and water catchment areas designated under the *Country Areas Water Supply Act 1947*.

Strategy

The Council's strategy is to:

- ensure that PDWSP are protected from inappropriate land uses and development;
- endorse the *Happy Valley Water Reserve Drinking Water Source Protection Plan*, the *Brookton Reservoir Catchment Area Drinking Water Source Protection Plan* and any additional plans; and

- require and promote catchment management principles in order to minimise and address nutrient loading and pollution.

Actions

The Council will:

- show PDWSP as a SCA in the new Local Planning Scheme;
- include provisions relating to minimising the potential for pollution and land degradation within the PDWSP in the new Local Planning Scheme;
- refer proposals to the Department of Water and as appropriate to the Department of Environment Regulation where the Council considers that a proposal would significantly impact on catchment area management; and
- encourage and support landowners and community organisations to promote natural resource management within the PDWSP.

6.5 Rivers, Watercourses and Wetlands

Aims

The aims are to:

- conserve water quality and the associated ecological values of the rivers, watercourses and wetlands in the district;
- protect rivers, watercourses and wetlands from incompatible development; and
- encourage restoration and repair of rivers, watercourses and wetlands and adjoining areas.

Strategy

The Council's strategy is to:

- assess scheme amendment, subdivision, development and other proposals against their compatibility with the conservation of rivers, watercourses and wetlands;
- retain or establish buffer strips of local native vegetation adjoining and near rivers, watercourses and wetlands to act as nutrient and sediment filters;
- require appropriate buffers for rivers, watercourses and wetlands to be determined based on the values of the environmental assets and proposed land uses. As a guide, the development setback from rivers, watercourses and wetlands is 100 metres which can be reduced to 50 metres based on the proposed development and a consideration of existing soil, landform and vegetation conditions; and
- require a foreshore reserve (as considered appropriate by the Council and/or WAPC) within the Brookton and Beverley townsites or for rural residential/rural smallholding proposals as a condition of approval, where a proposal includes land containing or adjoining a river, watercourse or wetland and the reserve ceded to the Crown. The width of the foreshore reserve should reflect the natural topographical or other environmental features.

Actions

The Council will:

- seek landowner and agencies to appropriately manage rivers, watercourses and wetlands;

- encourage strategies to protect and revegetate near rivers, watercourses and wetlands through establishing riparian buffers and recommending appropriate land uses and management strategies for adjacent land; and
- support landowners, community groups and other stakeholders to repair and enhance rivers, watercourses, wetlands and adjoining areas.

6.6 Native Vegetation

Aim

The aims are to:

- minimise further clearing of remnant vegetation;
- seek biodiversity preservation;
- protect areas of significant remnant vegetation and increase the area of re-established local species of vegetation generally within the landscape; and
- support State Government agencies, organisations and landowners to conserve and manage native vegetation.

Strategy

The Council's strategy is to:

- encourage the retention of remnant vegetation and correspondingly restrict inappropriate clearing of bushland on privately owned land so that the biodiversity, environmental, conservation and landscape values of the district are maintained and enhanced;
- support restoration and linkages of remnant vegetation (ecological linkages/biodiversity corridors) to provide connections for a range of fauna species;
- require proponents to submit landscaping and revegetation plans, as required by the Council, including identifying species of vegetation endemic to the district;
- support the creation of conservation lots where the proponent appropriately justifies and where other key planning considerations are suitably addressed (including bushfire management, land use compatibility and landscape protection); and
- support rehabilitation where remnant vegetation is degraded or inadequate.

Actions

The Council will:

- insert provisions into the new Local Planning Scheme relating to tree preservation and vegetation corridors;
- consider developing or adopting a Sustainability Framework for the assessment of new proposals;
- encourage the preparation and implementation of management plans, creation of conservation lots and provision of development exclusion areas in scheme amendments and subdivisions to protect significant biodiversity areas not in public ownership;
- prepare management plans for significant biodiversity areas vested in the local government;
- encourage strategies to protect and revegetate rivers, watercourses and wetlands through establishing riparian buffers, appropriate fencing and recommending appropriate land uses and management strategies for adjacent land;

- support and work with State Government, other agencies and the community to examine measures to share the cost of protecting remnant vegetation areas on private land; and
- plant local trees and shrubs to offset Shire roadside clearing and to help maintain biodiversity.

6.7 Conservation/Environment Corridor

Aims

The aims are to:

- preserve biodiversity;
- protect environmental corridors from incompatible development; and
- improve ecological connectivity, enhance habitat extent and condition, and rehabilitate degraded areas.

Strategy

The Council's strategy is to:

- require all development to protect the environmental integrity of environmental corridors and their landscape qualities;
- assess scheme amendment, subdivision, development and other proposals primarily against their compatibility with their environmental corridor function of preserving and enhancing opportunities for biodiversity. Associated considerations include fire management, land management and landscape impact;
- require proposals for development to demonstrate that their application meets fire hazard and risk standards associated with this category of land use and that the development does not adversely affect the fire management risk of adjacent landowners;
- for areas classified as Conservation/Recreation and Landscape Protection on the Strategy Plan, the Council may support the creation of more than one conservation lot per landholding where a Structure Plan/Management Plan is prepared for the area to the satisfaction of the Council with other relevant planning, servicing, landscape and environmental matters being appropriately addressed;
- support the Department of Parks and Wildlife and other agencies and organisations acquiring land for conservation purposes subject to on-going resources to effectively manage additional public land;
- support the retention and enhancement of local environmental corridors including near drains and wetlands, especially where they link existing areas of remnant vegetation and other environmental assets;
- support improvements to ecological connectivity, enhancement of habitat extent and condition, and rehabilitate degraded areas which include the replanting of local native vegetation, fencing and appropriately locating development; and
- consider low-impact recreation and tourist development opportunities where they are consistent with preserving the natural values of the area, address land use compatibility, fire management, landscape impact and there is appropriate servicing.

Actions

The Council will:

- support defining the extent and preferred tenure, use and management of the environmental corridors and where they can be enhanced; and
- support the acquisition by State Government agencies or other organisations for on-going conservation, recreation and landscape protection uses provided there is appropriate on-the-ground management.

6.8 Minerals and Basic Raw Materials

Aim

The aims are to:

- secure adequate supplies of minerals and basic raw materials needed by society and the economy within the limits set by the environment without causing irreversible damage;
- provide for continued basic raw material extraction in the area subject to addressing environmental, landscape and land use compatibility considerations;
- prevent or reduce as far as possible, impacts on the environment and human health arising from the extraction, processing, management or transportation of minerals and basic raw materials;
- protect areas of environmental significance and recognised landscape value; and
- protect and seek to enhance the overall quality of the environment once extraction has ceased, through high standards of restoration, and to safeguard the long-term potential of land for a range of potential post-extraction uses.

Strategy

The Council's strategy is to:

- support the sustainable extraction of minerals, basic raw materials and gas provided the proposal suitably addresses environmental, land use compatibility, access, ensuring water quality and quantity are retained for agriculture in the locality/district, landscape and other relevant planning considerations to the satisfaction of the local government;
- establish buffers between quarrying/mining and existing dwellings, other sensitive uses and approved lots and approved development;
- minimise the potential for land use conflict between development and possible mineral and basic raw material extraction areas;
- require the extraction of minerals and basic raw materials prior to development unless otherwise supported by the Council and the Department of Mines and Petroleum;
- support the staged extraction of minerals and basic raw materials to allow for future changes in land use and to meet current and future resource requirements;
- require proponents proposing to extract basic raw materials to suitably address access and egress to the site and the impact on adjoining/surrounding roads; and
- require proponents proposing to extract basic raw materials to prepare and implement a management plan which includes:
 - setting out sound working practices to prevent or minimise environmental impacts to acceptable levels during the preparation, working and restoration stages, including the provision of appropriate transportation within and from sites;
 - addressing environmental management considerations and rehabilitation programmes;
 - setting out clean-up and rehabilitation measures; and
 - a staging plan that fits in with sequential land use planning including anticipated development opportunities in the area.

Actions

The Council will:

- work with the Department of Mines and Petroleum to identify and safeguard areas of high mineral prospectively;
- utilise provisions under the Local Planning Scheme, including possibly introducing Special Control Areas, to assist in ensuring protection of Strategic Basic Raw Material sites from incompatible development and to ensure appropriate consultation with State Government agencies when considering rezoning, subdivision or development proposals within or adjoining the site; and
- prepare a gravel extraction plan.

6.9 Acid Sulfate Soils

Aim

Require development to be suitably located to prevent disturbance of acid sulfate soils.

Strategy

The Council will require proponents to prepare or commission site investigations to assess the occurrence of and possible management of acid sulfate soils in accordance with WAPC and DEC guidelines.

6.10 Landscape Protection

Aim

The aims are to:

- maintain the visual amenity of the district, its key landscapes, key vistas, iconic elements and remnant vegetation;
- require development to be designed and located so that it does not detrimentally impact on the landscape and environmental values of the area; and
- ensure that the landscape and scenic quality of the area is protected through the use of appropriate development criteria and controls for all development.

Strategy

The Council's strategy is to:

- ensure that development reflects and enhances the natural, cultural, visual and built character of the district landscape;
- protect and enhance landscapes associated with major roads and tourist routes;
- not support development and intensification of land use that will unacceptably impact the views from major roads and tourist routes;
- assess proposals from a landscape impact perspective;
- discourage intensive settlement patterns and development of land that has high landscape and scenic value;
- discourage development on hill top ridges and skylines on the key vistas of the municipality;

- encourage agricultural practices that complement the scenic qualities and landscape value of the locality;
- promote rehabilitation and restoration of denuded areas; and
- have due regard to the WAPC's *Visual Landscape Planning Manual* when assessing relevant applications and proposals.

Actions

The Council will:

- investigate incorporating a landscape protection area (Special Control Area) within 200 metres of the centre line of the Great Southern Highway and Brookton Highway;
- discourage buildings within 100 metres of all rural roads;
- require subdividers, as considered appropriate, to prepare appropriate Building and Landscaping Guidelines to promote higher levels of sustainability, a sense of place and higher design standards which are appropriately supported by restrictive covenants, local planning policy or Local Planning Scheme provision to ensure effective implementation; and
- require, as considered appropriate, proponents to prepare a visual impact assessment in accordance with the *Visual Landscape Planning Manual*.

6.11 Bushfire Management

Aim

The aims are to:

- adopt a precautionary approach to bush fire risks;
- ensure the protection of life and property and reduce the impacts on the environment from bush fire; and
- ensure that environmental assets and landscape qualities are not unnecessarily compromised by fire management measures.

Strategy

The Council's strategy is to:

- adopt the *Planning for Bush Fire Protection Guidelines* (edition 2), and future updates, in its assessment of planning proposals;
- control the location of development and use of land to avoid placing inappropriate developments in areas that have moderate and extreme bush fire risks;
- require intensification of land use and development to only be located in areas where the performance criteria and acceptable solutions set out in *Planning for Bush Fire Protection* can be achieved;
- not support proposals in areas classified as "extreme" fire risk without permanent and realistic hazard level reduction measures being implemented; and
- consider fire hazard in the context of other considerations such as environmental impact, vegetation retention and landscape protection.

Actions

The Council will:

- investigate funding options to commission the preparation of a bushfire hazard assessment for the district. As part of this, the investigations will identify bushfire prone areas as set out in the *Australian Standard 3959* (or any updates) and in the *Building Code of Australia*;
- require the submission of a Fire Management Plan or more detailed bushfire hazard analysis in structure plans and other proposals where considered appropriate by the Council; and
- ensure there are appropriate fire management practices and designs for development particularly where land adjoins land managed by the Department of Parks and Wildlife, other State Government agencies or the local government.

6.12 Adapting to a Changing Climate and Peak Oil Implications

Aim

The aims are to:

- increase the resilience of communities, development, essential infrastructure, natural environments and economic sectors to natural hazards including the projected effects of climate change;
- promote adaptation as a way of preparing for a changing climate to manage risks and to maximise opportunities; and
- manage risks and reduce impacts on people, economic sectors and areas from the effects of oil supply vulnerability.

Strategy

The Council's strategy is to:

- ensure that future development is not located in areas of extreme risk from natural hazards, including flooding or bushfire;
- seek and promote energy efficiency design principles in development, subdivision and rezoning proposals;
- support the development of renewable power sources and other forms of power generation;
- support the development of compact communities to reduce demand for private motor vehicle use and encourage walking and cycling; and
- support the following opportunities to assist in making the district more resilient to oil supply vulnerability. This includes:
 - providing enhanced active transport networks (predominantly walking and cycling) and improved, safe walkways and cycleways;
 - supporting the establishment of enhanced public transport and/or community transport options;
 - providing incentives for people to walk or cycle for short and medium-length journeys; and
 - reducing the length of trips by localising access to goods, services and employment opportunities through promoting appropriate mixed use development and home based employment.

Actions

The Council will:

- encourage energy efficiency through siting/orientation, design and construction;
- monitor the impact of climate change and the implications for the natural and built environment and land use planning; and
- request that relevant State Government agencies and other stakeholders identify people, economic sectors and areas that are at risk due to oil supply vulnerability and increase their resilience to the effects of oil supply vulnerability.

7.0 ECONOMIC DEVELOPMENT

7.1 Promoting Economic Development and Creating Employment

Aim

The aims are to:

- promote sustainable economic development and encourage local and regional employment opportunities;
- encourage and facilitate employment generating development which will contribute to the economic and social well-being of the district;
- support a diversification of businesses to strengthen employment opportunities; and
- increase the level of employment self-sufficiency within the district by providing appropriately zoned land for a variety of land uses and businesses and to maximise the location of the Brookton and Beverley townsites as a service centre with good access to surrounding rural areas, Perth and other areas.

Strategy

The Council's strategy is to:

- encourage the establishment of businesses in appropriate locations throughout the district provided relevant planning issues are addressed for the business (including addressing off-site impacts, appropriate servicing and environmental considerations);
- identify areas for potential rezoning; and
- support increased employment self-sufficiency within the district by:
 - providing appropriate opportunities for a variety of land uses and businesses;
 - maximising the range of appropriate uses in the town centre; and
 - supporting appropriate uses in non-urban areas which are compatible with environmental, conservation, agricultural and landscape values.

7.2 Industry

Aim

The aims are to:

- provide for the community's economic well-being through the provision of appropriate and sufficient industrial land for different classes of industrial activity;
- provide for a range of light industrial, service and ancillary activities where appropriate services are or can be made available and where the amenity of adjacent neighbourhoods will not be adversely affected; and
- provide for manufacturing, general industry, the storage and distribution of goods and associated uses which by the nature of their operations, are required to be appropriately located with sufficient buffers to residential areas and other sensitive land uses.

Strategy

The Council's strategy is to:

- ensure sufficient land is allocated to meet the current and future demand for industrial development;
- encourage development and diversification of existing industrial areas;
- provide for a range of industrial and associated activities, which can be undertaken without undue constraints on operational performance, so as to meet the needs of the wider community for industrial services and facilities;
- ensure there are adequate buffers between industrial areas and current and future residential, rural residential, rural smallholding and tourist uses;
- require proponents of proposed industrial development to demonstrate that impacts/emissions meet relevant environmental standards, to the satisfaction of the Environmental Protection Authority;
- require appropriate assessments for noise, dust and other impacts to be carried out where residential uses / sensitive uses adjoin or are close to industrial uses;
- encourage the consolidation of industrial development into areas which have been appropriately located for that purpose;
- support “composite” industrial/residential lots in appropriate locations (Light Industry Zones but not General Industry Zones) given it can assist with affordability and a graduated interface between industrial zones and sensitive land uses; and
- seek a coordinated approach to development of the identified industrial areas.

Actions

The Council will:

- introduce a “Light Industry” Zone and a “General Industry” Zone in the new Local Planning Scheme;
- support “caretaker dwelling” being a discretionary use in the Light Industry Zone, but not permit a caretaker dwelling in the General Industry Zone other than via a scheme amendment with an additional use;
- not support the use of “single dwelling” in the Light Industry Zone other than via a scheme amendment with an additional use;
- identify future industrial areas as a “General Agriculture” Zone where a structure plan and subsequent amendment to the Local Planning Scheme will be required prior to possible industrial subdivision and development;
- liaise with service agencies and LandCorp regarding the potential to provide serviced industrial estates; and
- liaise with LandCorp, the Wheatbelt Development Commission and other agencies regarding opportunities to provide appropriate land requirements for industries which may potentially wish to locate in the district.

7.3 Town Centre

Aim

The aims are to:

- ensure the Brookton and Beverley town centres remains the principal commercial/retail centre for the district;
- provide for wide ranging uses including shopping, office and commercial development together with social, recreational, community, tourist, entertainment and residential activities to service the populations of surrounding areas along with visitors to the area; and

- support and enhance the town centres to progressively develop into well designed local activity centres.

Strategy

The Council's strategy is to:

- support a wide range of appropriate land uses and mixed use development;
- provide for a consolidated, accessible, safe, attractive and vibrant town centre with a mix of compatible uses;
- provide a planning framework which seeks to consolidate the town centre use, along with promoting increased integration of development with the Avon River;
- protect, maintain and enhance where possible the visual and heritage elements of the town centre;
- ensure that commercial buildings, signage and open areas are of high quality, achieve a unified theme (where this has been agreed) and promote the retention of features which enhance the appearance of the town centre and/or provide a sense of identity;
- ensure that development conforms to any Local Planning Policy or Townscape Plan adopted by the Council;
- provide attractive, high-amenity public areas at locations that encourage and support social interaction; and
- enhance the town centre which includes through encouraging development such as alfresco dining and supporting appropriate signage.

Actions

The Council will:

- in the new Local Planning Scheme, review the range of permitted and discretionary uses generally seeking to accommodate a wide range of appropriate uses including residential and mixed uses;
- in the new Shire of Brookton Local Planning Scheme, rename the "Commercial" Zone to "Town Centre"; and
- continue to implement, and seek to appropriately fund the implementation of adopted townscape plans for the town centre with these plans to be reviewed as appropriate.

7.4 Tourism

Aim

The aims are to:

- provide for and encourage a range of tourism facilities and development within the district in appropriate locations that respects adjoining land uses and environmental assets and which promotes the district's character and attractiveness; and
- promote the development of caravan and camping grounds for short-stay accommodation.

Strategy

The Council's strategy is to:

- provide for a range of tourism development (accommodation, facilities and activities), in appropriate locations which respect environmental, landscape, land use compatibility and servicing considerations;
- provide short-term accommodation for tourists in locations which complement existing tourist and recreation facilities;
- encourage development which recognises the historic architectural style and scale of development present within the townsites and the district;
- encourage tourist/visitor related activities while not compromising the visual and landscape qualities of the area;
- promote tourism as an increasingly important contributor to the district economy;
- promote development of nature-based tourism that complements the environment without causing harm to natural ecosystems;
- support the development of tourist attractions on Crown land where appropriate;
- support tourism to provide experiences derived from the area's natural, cultural and economic resources and attractions;
- support low-key tourist accommodation such as Bed and Breakfast establishments where relevant site specific issues are appropriately addressed; and
- require tourist accommodation proposals to:
 - ensure that land use does not conflict with agricultural uses;
 - maintain or improve the area's landscape character;
 - ensure that environmental assets are not detrimentally impacted;
 - require appropriate servicing including effluent disposal and the provision of potable and secondary water supplies;
 - require satisfactory legal and practical road access;
 - ensure fire management is appropriately addressed; and
 - determine if there are suitable mechanisms for effective on-going management including to ensure visitors and guests are "good neighbours" to adjoining and nearby rural/agricultural activities.

Actions

The Council will:

- introduce a "Tourist" Zone in the new Local Planning Scheme;
- have regard to the definitions and recommendations of the *Tourism Planning Taskforce Report 2006 and Planning Bulletin 83/2011 Planning for Tourism* in preparing the Local Planning Scheme;
- develop a Tourism Strategy for the district;
- encourage motor homes to stop locally;
- maintain and develop high quality tourist related facilities, including public toilets, foreshores, parks and reserves and civic streetscapes; and
- require major tourist accommodation proposals in rural areas to be subject to an amendment to the new Local Planning Scheme.

7.5 Rural Industry

Aim

The aim is to support value-adding and downstream processing subject to addressing relevant planning considerations.

Strategy

The Council supports rural industry and rural industry precincts subject to appropriately:

- addressing environmental impact;
- securing buffers and addressing siting and management guidelines;
- ensuring road (and ideally also rail) access;
- providing necessary infrastructure; and
- considering biosecurity.

8.0 INFRASTRUCTURE AND COMMUNITY SERVICES

8.1 Servicing

Aim

To ensure the sustainable provision of timely infrastructure to service the demands of growing communities and to facilitate planned growth.

Strategy

The Council's strategy is to:

- maximise the community benefit of existing infrastructure through efficient and effective management;
- ensure that essential infrastructure is appropriately maintained and expanded to accommodate timely growth and development;
- ensure service and social infrastructure is adequate to support lifestyles across the municipality;
- ensure all new development is serviced in a sustainable manner;
- protect infrastructure corridors and sites from incompatible development;
- seek increased investment locally in high-speed communications infrastructure;
- support the continual upgrade of the power supply network to improve reliability and to provide for future growth;
- encourage renewable energy sources including solar and wind generation;
- maximise the use of existing sewer infrastructure by encouraging higher density development in sewered locations;
- promote implementation of the State Government's Sewerage Policy;
- require for dwellings that are not connected to reticulated water and where roof collection and a rainwater tank is the sole method of supply, a rainwater tank of at least 92,000 litres of potable water to be provided prior to occupancy, with an additional 10,000 litres for fire fighting purposes prior to occupancy. The provision of water supply is to meet the requirements of WAPC Policy DC3.4. The method of calculating the minimum roof collection area to service a rainwater tank is set out in the Department of Water's *Stormwater Management Manual for WA*; and
- encourage new homes being provided with rainwater tanks and encourage the appropriate use of grey water.

Actions

The Council will:

- consult with the Water Corporation to request review and re-prioritise its infill sewerage program for the Beverley townsite, and the expansion of capacity for the Waste Water Treatment Plant that services Beverley;
- progress with the planning, design and implementation of the Brookton sewerage system expansion;
- support the review of water and wastewater infrastructure planning, to ascertain their capability and capacity to cope with anticipated growth;
- support Water Corporation and the Department of Water in identifying, securing and funding additional water supplies (with appropriate quantity and quality);

- investigate and implement alternative potable water supplies such as rainwater tanks, bores, and dams especially for rural residential areas and smaller settlements that are some distance from existing water infrastructure and where connection is considered uneconomic and unsustainable;
- progress with the planning, design and implementation of the next stage of the Brookton Water Harvesting Project;
- investigate water harvesting in Beverley;
- improve the management and maintenance of drainage infrastructure and identify where upgrading is required;
- work with the State Government, Commonwealth Government and telecommunication providers to improve internet speeds and the mobile telephone service;
- encourage service providers to upgrade and extend telecommunication infrastructure and services;
- lobby the State Government to upgrade local power supplies;
- seek the support of the WAPC and service providers to create lots of 4 hectares and above without connection to the electricity grid subject to a notification being placed on the title stating that power supplies are not available and alternative power arrangements need to be made;
- support reducing energy use and opportunities for creating sustainable energy locally;
- review waste management options, including waste transfer and energy production, to secure long term management of waste; and
- prepare an Infrastructure Strategy.

8.2 Waste Water Treatment Plant Buffers for Brookton and Beverley

Aim

The aim of the Waste Water Treatment Plant Buffer is to ensure that land use and development within the buffer is compatible with the protection and long-term management of the Waste Water Treatment Plant (WWTP).

Strategy

The Council's strategy is to:

- ensure the long term functioning of the WWTP is not compromised;
- protect the WWTP from incompatible land uses; and
- not support rezoning, subdivision or development that may lead to increased density or intensity of development within the buffer area, except industrial activity.

Actions

The Council will:

- incorporate the WWTP buffer as a Special Control Area in the new Local Planning Scheme;
- seek the advice of Water Corporation regarding the long-term WWTP buffer requirements to accommodate long term development and growth of Beverley; and
- in Brookton and Beverley seek the support of appropriate organisations to acquire the WWTP buffer land or reach a negotiated agreement with the landowners to secure long-term interest over the land.

8.3 Transport

Aim

The aims are to:

- provide a transport network which is safe, convenient, efficient and accessible;
- integrate transport and land use planning;
- identify, protect and manage key existing and future transport sites and corridors;
- ensure that the location and design of new heavy transport routes minimises the impact on sensitive land uses;
- encourage upgrading of main roads to benefit the district economy;
- improve safety for all road users;
- incorporate appropriate planning controls to buffer sensitive land uses near heavy freight routes;
- promote and support the on-going use and expansion of the rail network;
- incorporate streetscape and landscaping treatments to enhance the visual amenity;
- integrate cycling and walking paths with the road network; and
- encourage the extension and increased usage of public transport/community transport (including services provided by not-for-profit organisations).

Strategy

The Council's strategy is to:

- adopt *Liveable Neighbourhoods* in regard to pedestrian, cyclist and vehicular movement to facilitate accessibility and integration of new neighbourhoods within and near the Brookton and Beverley town sites;
- seek on-going improvements and upgrading of the Great Southern Highway and the Brookton Highway;
- restrict and or minimise direct vehicular access onto the Great Southern Highway and Brookton Highway where possible;
- not support development encroachment near the Great Southern Highway and Brookton Highway for reasons including visual impacts, noise and future infrastructure requirements;
- require developers to provide or contribute to pedestrian and cycling access to the existing network where they create impacts and demands; and
- investigate rear lane ways being gazetted as roads to facilitate subdivision and allow for increased density of development.

Actions

The Council will:

- seek MRWA support to investigate and bring forward the provision of additional passing lanes in the district to reduce the incidence of road trauma and improve amenity;
- request that MRWA determine whether road reserve widths are appropriate to accommodate expected future traffic volumes and heavy haulage vehicles to enable the safe functioning of the Great Southern Highway and the Brookton Highway. Where there are deficiencies, support the securing of necessary land;
- work with MRWA to progressively make the main roads through the townsite safer, increase amenity and add to its attractiveness. This may include better integrating domestic, heavy

haulage, and tourism traffic and pedestrian functions, rationalising access points and the approach to on street parking;

- support Talbolt West Road being sealed as this will provide enhanced access between Beverley and the eastern suburbs of Perth;
- support the sealing and/or upgrading of significant district roads (shown as minor roads on the Strategy Plan) including York-Williams Road, Brookton-Kweda Road, Aldersyde-Pingelly Road, Aldersyde Road North and Morbinning Road;
- continue to upgrade and maintain the local government road and bridge network;
- develop footpath and cycleway strategies;
- support walking, cycling and horse riding trails on non-operational railway corridors, but not support walking, cycling and horse riding trails on operational railway corridors;
- consider opportunities for other trails to provide recreation and tourism benefits; and
- monitor as to whether a more regular bus service between the district and Perth is required and liaise with the Public Transport Authority and TransWA.

8.4 Public Open Space, Recreation and Community Facilities

Aim

The aims are to:

- support the development or establishment of uses to satisfy the general cultural, religious, education, health, recreational and associated needs of the community;
- provide sufficient, well-planned, located and designed public open space, sports and recreation facilities;
- enhance the quality and range of community facilities and active and passive open space opportunities; and
- ensure that community and culture facilities are located within accessible centres as well-integrated land uses and developments.

Strategy

The Council's strategy is to:

- provide a diverse, accessible and appropriate range of public open space areas and recreation facilities to support communities;
- seek public open space provision within subdivisions and/or cash-in-lieu payments in keeping with Council and WAPC policy;
- ensure adequate and appropriate provision of local open space and community facilities via the structure planning and subdivision processes;
- ensure that local open space is available for active and passive recreational needs and preserves significant landscape and other local features;
- consider and respond to changing community characteristics, issues and needs in planning processes to support community wellbeing and quality of life; and
- support the provision of land for education, health and other key community services and facilities.

Actions

The Council will:

- work in partnership with relevant agencies, groups, State Government agencies and Commonwealth Government agencies and the community to plan for the needs of the local community (including youth, families and older people) through:
 - encouraging a range of educational facilities and support the development of expanded education facilities;
 - supporting opportunities for education, training and employment;
 - identifying whether additional land is required for health or education facilities;
 - providing places to meet and undertake cultural and recreation activities;
 - supporting co-location of community facilities with other community uses and other development where possible;
 - supporting the provision of health services and infrastructure that meet the needs of the community;
 - supporting the development of retirement homes, lifestyle villages and other forms of accommodation suited to aged persons that are appropriately located within urban zoned areas including Residential Zone and Town Centre Zone. These forms of accommodation are not supported in areas zoned General Agriculture;
 - reviewing the Sport and Recreation Plan;
 - preparing Public Open Space Strategies for the Brookton and Beverley townsites;
 - setting out the approach to subdivider requirements such as the provision of POS and/or cash in lieu payments;
 - identifying gaps in social infrastructure, coordinating the provision of education, health and community facilities and services and identifying appropriate locations to set aside land during planning stages of development; and
 - undertaking community infrastructure planning, early on in the planning process, to ensure there is a comprehensive and holistic range of services based on a needs assessment which is appropriately monitored;
- supporting the Council's *Disability Access and Inclusion Plan*; and
- upgrade cemeteries and undertake assessments to determine long term requirements for cemeteries in Brookton and Beverley.

9.0 HERITAGE AND DESIGN

9.1 Heritage

Aim

To protect and promote areas and places of heritage importance including significant sites, buildings, structures and landscape elements.

Strategy

The Council's strategy is to:

- protect, preserve and value the significant Aboriginal and historic heritage and cultural values of the municipality and promote new development that enhances these values;
- take into account Aboriginal heritage and historic heritage in the preparation of Structure Plans and other proposals;
- consider the principles of the *State Planning Policy 3.6 - Historic Heritage Conservation* in determining planning and other applications on the Heritage List;
- retain the integrity of buildings which are listed on the Heritage List;
- require proponents to appropriately address heritage values;
- require suitably qualified consultants to conduct ethnographic and archaeological surveys as required in accordance with the provisions of the *Aboriginal Heritage Act 1972*; and
- require a suitably qualified consultant to assess sites of historic heritage (buildings, structures and places) to determine the appropriateness of conservation, adaptation or demolition.

Actions

The Council will:

- support the formulation of environmental and Aboriginal sites cultural corridors where they have been endorsed by the South West Aboriginal Land and Sea Council and/or the Department of Aboriginal Affairs;
- develop and review design guidelines to promote sound heritage planning outcomes; and
- review the Municipal Heritage Inventory.

9.2 Design

Aim

The aim is to provide sustainable, well designed and liveable communities and development that:

- retain and enhance their built form, natural character attributes and rural setting;
- ensure safe and convenient access;
- use water, energy and other resources more effectively and efficiently; and
- adopt high-quality urban designs that are sensitive to and enhance the identity and character of the district.

Strategy

The Council's strategy is to:

- utilise the WAPC *Liveable Neighbourhoods* Policy and WAPC/Office of Crime Prevention *Designing Out Crime Planning Guidelines* in assessing proposals;
- require proponents to meet the general principles and neighbourhood amenity, urban design and access provisions of the *Liveable Neighbourhoods Policy* in the preparation of Local Structure Plans and subdivision applications;
- ensure new development reflects the area's climate and incorporates climate design principles, including orientation, siting, passive climate control and efficient water management;
- support proposals, subject to addressing other planning considerations, that:
 - incorporate innovative building styles which enhance the area's unique character;
 - reinforce agreed townscape principles;
 - reinforce local character and sense of place;
 - respect topography including which protect the integrity and character of ridgelines that frame and define the environment;
 - implement best practice urban design to create built environments that enable walking and cycling, support community safety and provide adequate shade;
- require subdivision designs to demonstrate inclusive and connected design principles;
- support proposals that provide an accessible and high-quality public realm through allocating or revitalising open space and creating well-designed public places;
- support the use of vegetation, including extensive use of appropriate native vegetation and large shade trees in private and public spaces;
- support the preparation of Building and Landscaping Guidelines to promote higher levels of sustainability, a sense of place and higher design standards which are appropriately supported by restrictive covenants, local planning policy or Local Planning Scheme provisions to ensure effective implementation; and
- not support a proliferation of signage which will detract from the character of the district.

Actions

The Council will:

- develop, fund and implement townscape plans for Brookton and Beverley; and
- review its Sign Policy as required.

10.0 AGRICULTURE AND RURAL

10.1 General Agriculture

Aim

The aims are to:

- protect agricultural land for food production from incompatible non-rural development and land fragmentation;
- seek to preserve the productivity of agricultural and natural resources areas to maximise economic advantages to the district and ensure long-term food security;
- provide for a range of rural pursuits such as broad acre and diversified farming which are compatible with the capability of the land and which retain the rural character and amenity of the locality;
- retain farming land in large landholdings to support primary production and typically prevent creation of additional lots;
- provide opportunities for compatible non-rural uses which benefit from the district's location and are not detrimental to primary production activity, natural resources or the environment;
- regulate the subdivision of agricultural land to discourage the removal of agricultural land from agricultural production and ensure the potential for agricultural land to be productive is not diminished;
- seek suitable management of land at the interface between rural and townsites/rural living areas;
- protect rural land from incompatible uses by:
 - making land-use decisions for rural land that support existing and future primary production;
 - providing investment security for the existing and future primary production sector;
 - minimising land use conflicts that compromise agricultural land uses; and
- provide for intensive agricultural activities particularly where sustainable water resources exist and land management issues are appropriately addressed.

Strategy

The Council's strategy is to:

- protect productive agriculture land and support existing agriculture pursuits;
- provide for new forms of agricultural development and practices;
- provide for the development of land for alternative and complementary non-agricultural uses where the applicant can demonstrate:
 - the use will not detrimentally affect on-going agricultural operations; and
 - that the proposed use will not result in the removal of highly productive agricultural land from agricultural production;
- encourage low-key tourist uses including those associated with traditional forms of agriculture;
- direct rural residential and rural smallholding subdivision away from productive agricultural land;
- regulate the subdivision of agricultural lands to discourage the removal of land from agricultural production and ensure the potential for agricultural land to be productive is not diminished; and

- encourage boundary realignments which are justified in terms of effective land management practices, environmental and landscape enhancement and facilitating the ongoing agricultural usage.

Actions

The Council will:

- encourage sustainable farming practices;
- support initiatives to enhance the productivity of agricultural areas through:
 - working to ensure that sufficient water supplies are made available to agriculture;
 - minimising the impact of agricultural practices and extraction or use of natural resources on the environment; and
 - encouraging the establishment of value-adding industries in appropriate locations to maximise economic advantages to the district;
- support provisions in the new Local Planning Scheme requiring the rehabilitation of degraded land, re-vegetation of cleared land, strategic fencing and other appropriate land management controls, as considered appropriate by the Council, as conditions of development or subdivision;
- encourage landowners to adopt best practice for the agricultural activity, including in accordance with codes of practice (where available), to minimise environmental impacts and seek environmental repair; and
- through the new Local Planning Scheme will:
 - rename “Farming” Zone to “General Agriculture” Zone in accordance with SPP2.5;
 - review the permissibility of uses based on State Planning Policy 2.5 and Policy DC3.4;
 - contain provisions to control the development of second/multiple houses on rural land and provisions restricting development, particularly residential development, on land with no legal road frontage unless suitable access can be demonstrated to ensure orderly development; and
 - contain provisions relating to the subdivision of land zoned General Agriculture.

10.2 General Agriculture Development and Use

Strategy

The Council’s strategy is to:

- support agricultural activities and uses;
- not support scheme amendment requests to Residential, Rural Residential or Rural Smallholding for land shown as General Agriculture on the Strategy Plan;
- take into account the following in considering development proposals or a request for a scheme amendment:
 - discourage land uses unrelated to agriculture from locating on agricultural land (unless the proponent suitably demonstrates there are exceptional circumstances to the satisfaction of the Council);
 - other elements of the Strategy including protecting environmental assets, servicing and landscape impact;
 - provide adequate separation distance between potential conflicting land uses. The proposed development or use should contain all potentially conflicting effects within the property on which it is located;

- buffer distances to enable agricultural uses to continue to operate without undue restrictions. The buffers to agricultural land are accommodated within the site subject to the proposal and not within adjoining land;
- how the proposal will not detrimentally impact on existing agricultural operations and outline how the proposal will contribute to sustainable agricultural production in the area;
- introduce management requirements that protect existing agricultural land uses;
- discourage development that may result in land or environmental degradation; and
- require memorials or notifications, as appropriate, to be lodged on titles to notify prospective purchasers of any potential land use conflict.

Dwellings

Strategy

The Council's strategy is to:

- consider supporting additional dwellings where it is clearly demonstrated that the development is required for farm management or other approved development purposes, the lot is generally above 60 hectares, the siting of the development is to Council's satisfaction (ideally clustered) and the total number of dwellings on the lot does not exceed three (3). Generally, for lots above 60 hectares, the Council will only support two dwellings (e.g. single dwelling and caretaker's dwelling) but may consider three dwellings where a dwelling is included on the local government's adopted Municipal Heritage Inventory and/or on the Heritage Council's State Heritage Register and where there is a suitable agreement, to the satisfaction of the local government (in consultation if appropriate with the Heritage Council), to conserve and appropriately maintain the heritage significance of the dwelling;
- highlight that approval for or the existence of a second or third dwelling on one title is not to be construed as justification for the subdivision whether under the *Planning and Development Act 2005* or the *Strata Titles Act 1985*;
- require a planning application for all dwellings;
- highlight the Council has no legal obligation to address historic landlocked lots or to construct unconstructed public roads. The Council will however require appropriate legal, practical and permanent vehicular access, to the satisfaction of the Council, prior to any site works or development occurring;
- seek the imposition of a memorial or a notification on the title as a condition of planning approval for a dwelling on a lot of under 20 hectares to advise that the property is within a rural area and may be impacted upon by primary production, including the potential for impacts by noise, dust, odour etc.; and
- require that all dwellings are to have a sustainable water supply for domestic, fire fighting and land management purposes consistent with WAPC Policy DC3.4.

Tree farming

Strategy

The Council's strategy in regard to tree farming is to:

- consider the potential environmental and economic benefit, visual landscape and transport impacts of tree farming (where harvesting is proposed);

- require a local government planning approval, in the new Local Planning Scheme, where the tree farm has a minimum aggregate planted area of 20 hectares;
- not require a planning application, in the new Local Planning Scheme, where the total planted area for the title and the plantation is below 20 hectares; and
- recognise tree farming as a means of diversifying rural economies and providing economic and environmental benefit where relevant planning considerations are met including fire management, vermin management, identification of a suitable harvesting route and appropriate arrangements to ensure the local government roads are in a similar condition post harvesting as pre-harvesting.

10.3 General Agriculture Subdivision

Overview

Strategy

The Council's strategy is to:

- support rural land being retained for primary production and highlight there is a general presumption against the subdivision of land designated General Agriculture, to create additional lots;
- recommend subdivision approval to the WAPC when any of the following circumstances apply:
 - the proposal involves property consolidation and/or boundary realignments, where no additional titles are created;
 - for major non-agricultural purposes where in accordance with *WAPC Policy No. 3.4 Subdivision of Rural Land* which is associated with an Agricultural Impact Assessment as set out in State Planning Policy 2.5 and Policy DC3.4;
 - significant physical divisions;
 - to allow for the efficient provision of public utilities and infrastructure, for access to natural resources and major ancillary uses to the rural area;
 - conservation of biodiversity and natural heritage;
 - to protect and actively conserve places of cultural heritage;
 - tied lots; and
 - for other unusual or unanticipated purposes which, in the opinion of the Council, does not conflict with this Strategy and are necessary in the public interest;
- not recommend subdivision approval to the WAPC for the following:
 - the creation of residential, rural residential or rural smallholding lots on land allocated as "General Agriculture" on the Strategy Plan;
 - the creation of rural smallholding size equivalent lots on land allocated as "General Agriculture" on the Strategy Plan unless no additional lots are created, or it is associated with the conservation of biodiversity, natural heritage or historic heritage;
 - homestead lots (unless no additional lots are created);
 - the creation of lots for management investment schemes and strata titling unless consistent with Strategy requirements for subdivision of land identified as General Agriculture;
 - where the application represents ad-hoc unplanned subdivision which is inconsistent with this Strategy; and
- request the WAPC to impose conditions, as considered appropriate, which will alert prospective purchasers, through memorials or notifications lodged on titles, of the types of

agricultural activities that are likely to be undertaken in the area, e.g. spraying, pesticide use, noise, odours, dust and other activities that have potential amenity and land use impacts.

Boundary Adjustments and Property Rationalisation

Strategy

The Council's strategy is to support proposals that amalgamate titles and support boundary adjustments (where no additional lots are created) and property rationalisation to consolidate primary production land into one lot and the creation of smaller balance lots subject to:

- no additional lots are created;
- the new lot boundaries facilitate on-going productive agriculture, reflect good environmental and land management practice (including to address matters such as waterway protection, physical landform constraints/protection, remnant vegetation protection/enhancement, substantial revegetation projects, sound land care practice and protection of landscape values) and the proposed lots are appropriate for the intended land uses;
- no additional public roads are created unless supported by the Council;
- all lots having direct access to a constructed public road. Should the proposed subdivision require new public roads, provision of such roads will be at the Council's discretion and at the proponents cost;
- new vehicle access points onto State (main) roads being minimised;
- former road reserves and small remnant portions of lots are not considered to be lots for the purpose of boundary rationalisation;
- lots created under 40 hectares containing suitable buffers to off-site agricultural areas;
- any lot having a minimum area of 4 hectares;
- rural smallholdings sized lots (4 to 40 hectares) may have notifications or memorials placed on titles advising that the lot is in a rural area and may be impacted upon by primary production, including the potential for impacts by noise, dust, odour etc.;
- rural smallholding sized lots are capable of being appropriately serviced including with potable drinking water, water for fire fighting and land management and an acceptable electricity supply;
- rural smallholding sized lots are generally not located in areas of extreme bushfire risk;
- bushfire risk being managed in accordance with the most recent *Planning for Bushfire Protection Guidelines* produced by the WAPC and DFES; and
- future subdivision of any lots created through boundary adjustments and property rationalisation subdivisions, to create additional lots, will not be supported.

Significant Physical Divisions

Strategy

The Council's strategy is to generally not support the creation of new lots created by physical divisions unless the applicant demonstrates consistency with WAPC DC3.4.

Public Utilities and Ancillary Uses

Strategy

The Council's strategy is to:

Shires of Brookton and Beverley Local Planning Strategy

- consider supporting subdivision applications to create lots for existing or approved major non-rural land uses such as public utilities, quarries or uses ancillary to the rural use of the land such as abattoirs and processing works;
- require the submission of an Agricultural Impact Assessment as set out in State Planning Policy 2.5 and Policy DC3.4; and
- require the proponent of the proposed development to have secured the necessary buffers to address land-use impact.

Conservation of Heritage Buildings and Places

Strategy

The Council's strategy is to consider supporting lots to facilitate the conservation of a heritage building or place in accordance with WAPC Policy DC3.4. A conservation covenant will be required consistent with WAPC Policy DC3.4.

Conservation of Biodiversity and Natural Heritage

Strategy

The Council's strategy is to:

- consider supporting lots to facilitate the creation of a conservation lot generally in accordance with WAPC Policy DC3.4;
- require a conservation lot to be typically at least 40 hectares, however the Council will consider supporting to a minimum of 20 hectares where appropriately justified, and where the balance of title is at least 100 hectares; and
- not support the creation of more than one additional conservation lot per landholding, other than for areas classified as Conservation/Recreation and Landscape Protection on the Strategy Plan, given it is inconsistent with the objectives of this Strategy and the settlement strategy.

Homestead Lots

Strategy

The Council's strategy is to not support homestead lots, through the creation of additional titles, given the population in the municipality is growing and is expected to continue to grow in the Strategy period.

Tied Lots

Strategy

The Council's strategy is to consider supporting lots for tied lots in accordance with the *Planning and Development Act 2005* and WAPC Policy DC3.4.

11.0 GOVERNANCE, IMPLEMENTATION, MONITORING AND REVIEW

11.1 Overview

The Strategy sets out the Council's vision and land use expectation and will provide guidance on land use for the district over a 10 – 15 year period. The identification of land and associated infrastructure locations identifies the specific areas within the municipality where the planning, investment in and development of land and infrastructure are either encouraged or discouraged.

Implementation of the Strategy will progressively occur using various tools such as the new Local Planning Scheme, local planning policies, along with working in partnership, effective governance and using the Department of Planning's Country Land Development Program.

In addition to matters that the Council is able to directly influence, there are also a number of other factors including associated demands, financial feasibility and securing funding.

11.2 Future Studies, Investigations and Actions

In order to implement the Strategy, various additional investigations and studies will be required. Many of these studies will be site specific, in-depth studies of certain aspects of the area that will inform future development of potential, form and design. Studies that may be required include a:

- Local Water Management Plan and Urban Water Management Plan;
- Fire Management Plan;
- Acid Sulfate Soil Management Plan;
- Wetland Boundary Definitions Study and Wetland Management Strategy; and
- Aboriginal Heritage Survey and Assessment.

The following actions are recommended to complement and form part of the baseline information for the specific proposals outlined in this Strategy:

- review and develop design guidelines and provide a technical framework for future townscape and streetscape improvement works;
- develop and adopt a Sustainability Framework for the assessment of new development and other planning proposals;
- seek the support of the State Government to extend sewerage throughout the Beverley townsite;
- prepare a bushfire hazard assessment for the district;
- housing strategy; and
- public open space strategy.

11.3 New Local Planning Scheme

A key component of implementing the Strategy is through the Council's new Local Planning Scheme. The review of the current Town Planning Scheme, to produce a new Local Planning Scheme, presents significant opportunities in effective implementation.

A Local Planning Scheme is the principal statutory tool for implementing the Strategy and achieving the Council's aims and objectives with respect to the development of its local area. While Local Planning Schemes mainly address land use, development control and infrastructure coordination,

this should be seen in the context of broader environmental, social and economic goals and objectives.

Following gazettal (finalisation) of the new Local Planning Scheme, it will direct the local government's "day to day" statutory planning.

11.4 Local Structure Planning

Various sites and precincts may require the preparation of a Local Structure Plan to plan in greater detail prior to proposed subdivision/development. All Local Structure Plans should accord with the broader provisions of the Strategy, the Local Planning Scheme, and the WAPC's *Structure Plan Preparation Guidelines*. A range of detailed, site-specific studies may be required to support the preparation of Local Structure Plans.

At the more detailed planning stages, it is anticipated that there may be a need for studies (as appropriate to the site) including:

- fire management plan;
- flooding assessment;
- management plans for rivers, watercourses, wetlands and larger areas of remnant vegetation;
- a comprehensive water management strategy addressing matters such as water balance and nutrient/pollution management;
- addressing possible public health and environmental issues including contamination and associated remediation issues from former agricultural uses; and
- detailed investigations and management strategies relating to acid sulfate soils.

Once completed, the Local Structure Plans will need to be reviewed and adopted by the Council and the WAPC. Following adoption/endorsement of the Local Structure Plan, subdivision and development applications can be lodged, with on-site development occurring after necessary approvals have been secured.

Aim

To ensure that future subdivision and development are appropriately coordinated.

Strategy

The Council's strategy is to:

- coordinate subdivision, land use and development in areas requiring comprehensive planning;
- ensure planning considerations are appropriately addressed as relevant to the proposal and site including:
 - environmental assessment;
 - stormwater management;
 - bushfire hazard assessment and bushfire management plan;
 - proposed land uses and compatibility to adjoining/nearby land uses;
 - lot sizes;
 - proposed servicing;
 - landscape assessment;

- how proposed subdivision/development integrates with existing development;
- the approach to pedestrian and cyclist accessibility;
- public open space provision;
- building design, landscaping and revegetation; and
- developer contributions;
- the Local Structure Plan is to be prepared by the proponent unless otherwise agreed to by the Council;
- the extent of the Local Structure Plan will be determined by reference to factors including the:
 - existing and proposed land uses including the potential for additional development;
 - extent of local surface water or drainage catchments;
 - character of the landscape and key view sheds;
 - location of environmental assets and potential for ecological linkages;
 - need to provide adequate road access options in the locality;
 - the impact on and associated catchment of key infrastructure/services;
 - extent of fire management requirements;
- no subdivision will be supported until the Local Structure Plan has been approved by the Council and the WAPC; and
- only development which is not detrimental to enabling coordinated planning for the area may be permitted prior to approval of the Local Structure Plan by the Council and the WAPC.

Actions

The Council will incorporate provisions relating to Local Structure Plans in the new Local Planning Scheme.

11.5 Local Planning Policies

Local Planning Policies are an important adjunct to this Strategy and the Local Planning Scheme providing opportunities for detailing of planning requirements and an avenue for expeditious and efficient response to changing circumstances.

The review of existing and the development of relevant additional Local Planning Policies will be required in preparing the new Local Planning Scheme to assist in effective implementation. Following gazettal of the new Local Planning Scheme, policies should be reviewed, amended and developed as required.

11.6 Developer Contributions

Various proposals in the Strategy will require contributions from subdividers/developers to assist the local government in providing necessary infrastructure for the public domain. The Council can seek developer contributions for community infrastructure, which is defined as “the structures, systems and capacities which help communities function effectively” (WAPC, 2009).

State Planning Policy 3.6 Development Contributions for Infrastructure outlines the principles and imposition of development contributions. One of the policy objectives promotes an efficient and effective provision of public infrastructure and facilities to meet the demands arising from new growth and development. Alternatively, the Council/WAPC can seek agreements with developers.

Aim

Seek developer and subdivider contributions in accordance with Council and WAPC policies.

Strategy

The Council's strategy is to:

- seek equitable contributions from developers in accordance with WAPC SPP 3.6; and
- require the preparation of developer contributions plans and development contribution areas for new residential, rural residential and rural smallholding subdivision, as determined by the Council, to enable a clear and equitable distribution of costs related to the provision of infrastructure and facilities.

Actions

The Council will introduce provisions into the new Local Planning Scheme on development contribution plans and development contribution areas.

11.7 Working in Partnership

There is a growing appreciation that a cooperative and proactive approach to managing and supporting growth is necessary across a wide range of stakeholders. This is even more critical as the financial, environmental, social and political forces that shape urban growth, urban form and management of rural land becomes more complex.

A key component of implementing this Strategy is through effective partnerships with the community, landowners, the business sector, the public sector and not-for-profit organisations. Accordingly, the Council seeks to work in partnership, wherever possible and practical, to achieve effective implementation of the Council's vision for the municipality and implementation of this Strategy.

The Council will support efforts to work in close collaboration with State Government agencies and service providers. This will preferably include an alignment of the construction and development programs and budgets by the Council and relevant State Government agencies for the various works. Additionally, the Council supports a structured program of monitoring, evaluation and reporting to the Council to inform and guide the continuous review of the Strategy.

11.8 Governance

Implementation of the Strategy will require effective governance. In particular, it will require a commitment on the part of the Council and State Government agencies and the Commonwealth Government to effectively work together. Effective implementation will depend on the Council and the State Government's collective leadership which is supported by necessary budget allocation and other resourcing.

11.9 Country Land Development Program

The Council will seek to link relevant aspects of the Strategy with the Department of Planning's *Country Land Development Program*. This will aim at reporting on the implementation of a common vision, with clear development priorities and an associated planning and budgeting framework. The

programme is updated on an annual basis to monitor land supply. It assists to inform the delivery of development in existing urban areas and greenfield areas.

11.10 Monitoring and Review

The timeframe of the Strategy extends to between 10 and 15 years. Many changes can occur during this time including some unforeseen matters. The Council consider it is important that the Strategy remains relevant. Accordingly, it will be regularly monitored and reviewed to reflect the ever-changing State, regional and local objectives.

The Strategy will be reviewed at least every five years in keeping with reviews of the Local Planning Scheme. The review will take into account changes in development trends, community aspirations and any modifications to the State Planning Framework. Additionally, the Strategy can be reviewed and revised as required. Any proposed changes will be subject to community and stakeholder consultation.

Local Planning Strategy Endorsements

Local Planning Strategy Initiation

Prepared and adopted by the Council of the Shire ofat the meeting of the Council held on, pursuant to Regulation 12A(1) of the Town Planning Regulations 1967, for the Western Australian Planning Commission's certification consideration.

.....

Shire President

.....

Chief Executive Officer

WAPC Public Advertising Certification

Certified for public advertising by the Western Australian Planning Commission on
....., pursuant to Regulation 12B(1) of the Town Planning Regulations 1967.

.....
Delegated officer under Section 16
of the Planning and Development Act 2005

Local Government Final Adoption

Adopted for final endorsement by the Council of the Shire of at the
meeting of the Council held on, pursuant to Regulation 12B(3)(b) of
the Town Planning Regulations 1967.

.....
Shire President

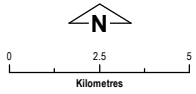
.....
Chief Executive Officer

WAPC Endorsement

Endorsed by the Western Australian Planning Commission at the meeting of the Commission
on, pursuant to Regulation 12B(4).

.....
Delegated officer under Section 16
of the Planning and Development Act 2005

Brookton Beverley Local Planning Strategy



Produced by:
Mapping & GeoSpatial Data Branch
Department of Planning, WA
On behalf of:
Western Australian Planning Commission
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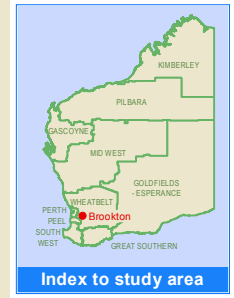
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Western Australian Land Information Authority
LI 430-2009-6

Public Drinking Water Source Protection Area
data supplied by: Department of Water

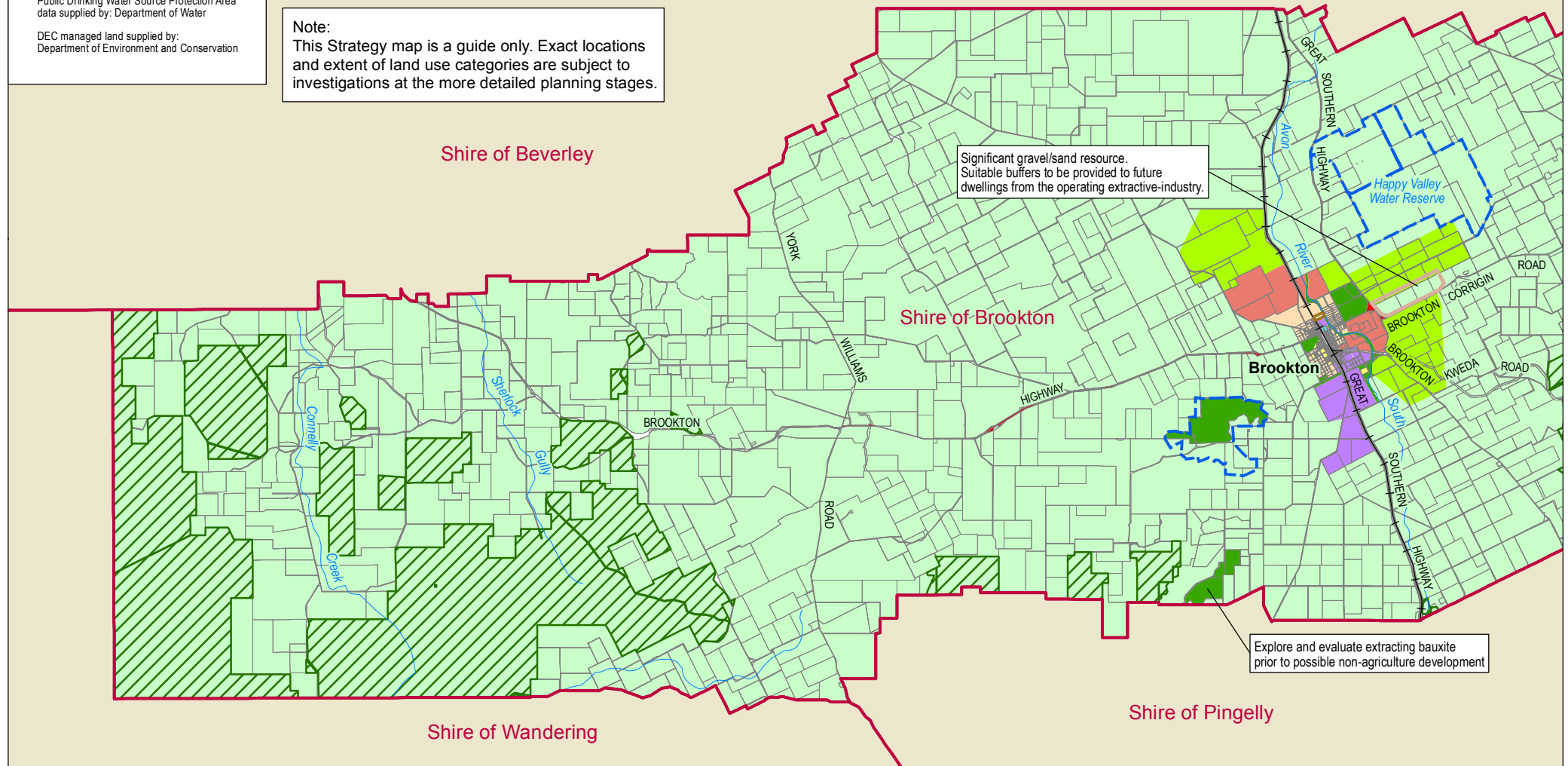
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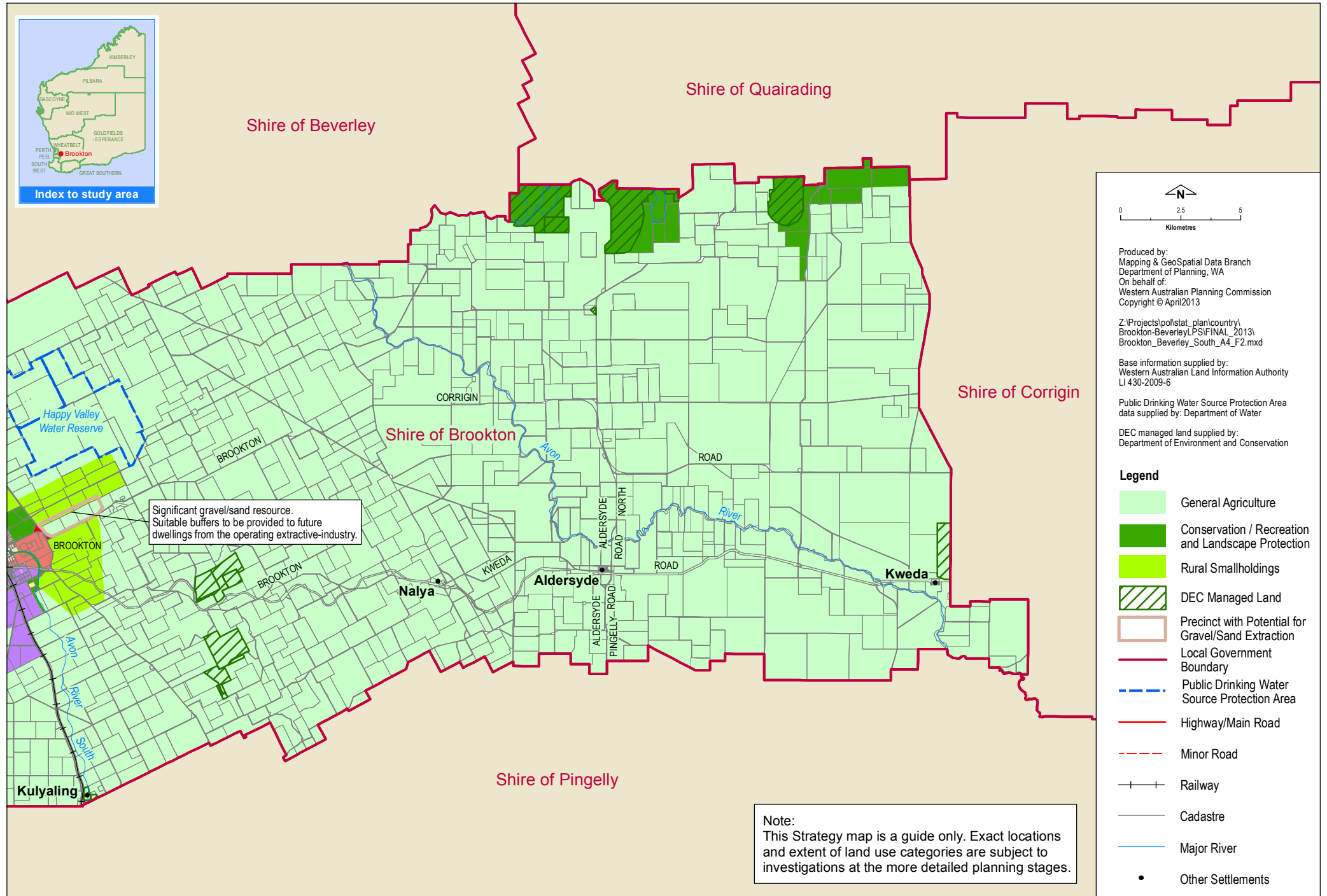
Legend

- | | | |
|--|--|-----------------------------|
| Residential | Rural Smallholdings | Minor Road |
| Industry | DEC Managed Land | Wastewater Treatment Buffer |
| Rural Residential | Precinct with Potential for Gravel/Sand Extraction | Railway |
| General Agriculture | Local Government Boundary | Cadastre |
| Community Purpose | Public Drinking Water Source Protection Area | Major River |
| Conservation / Recreation and Landscape Protection | Highway/Main Road | |



Note:
This Strategy map is a guide only. Exact locations and extent of land use categories are subject to investigations at the more detailed planning stages.

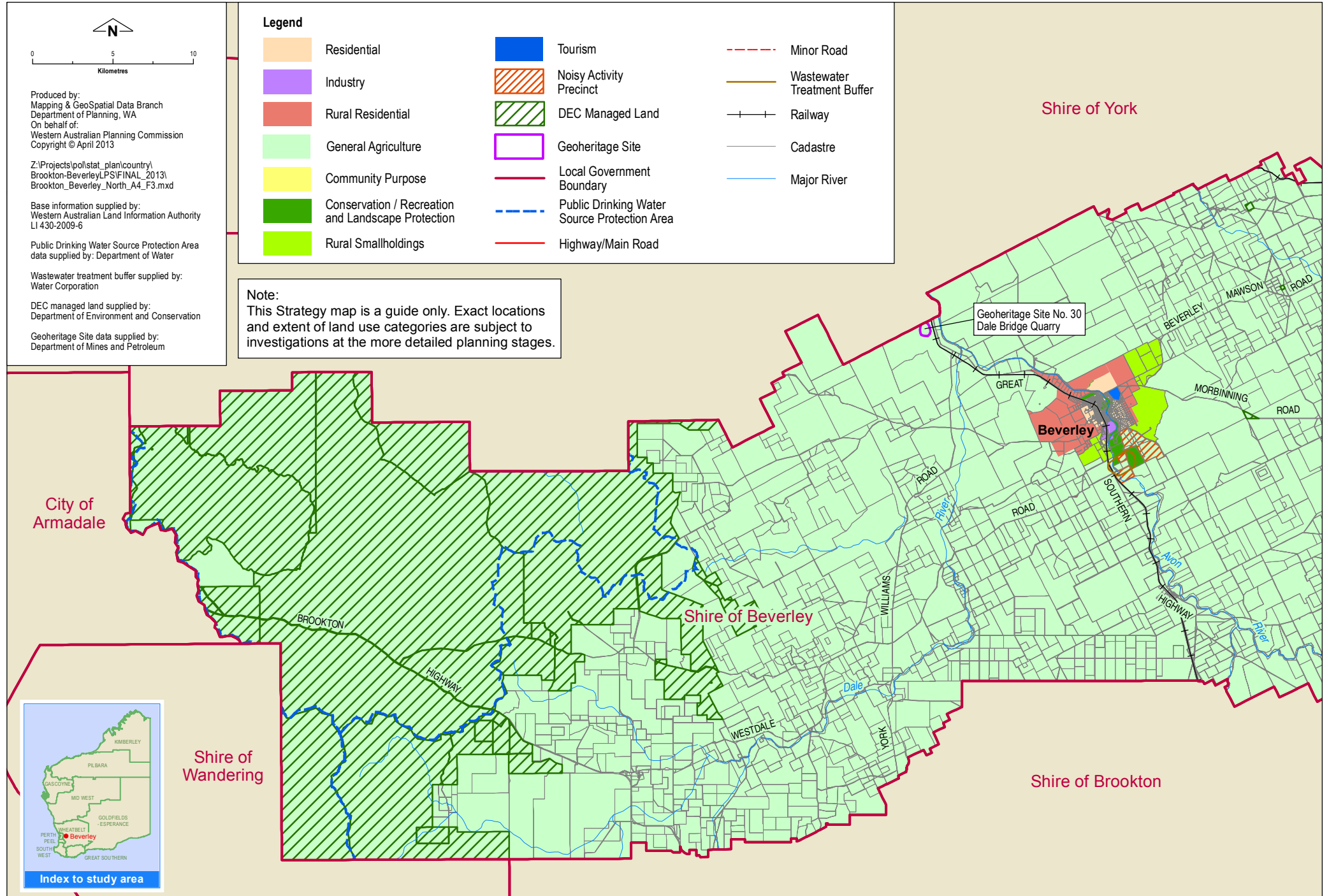


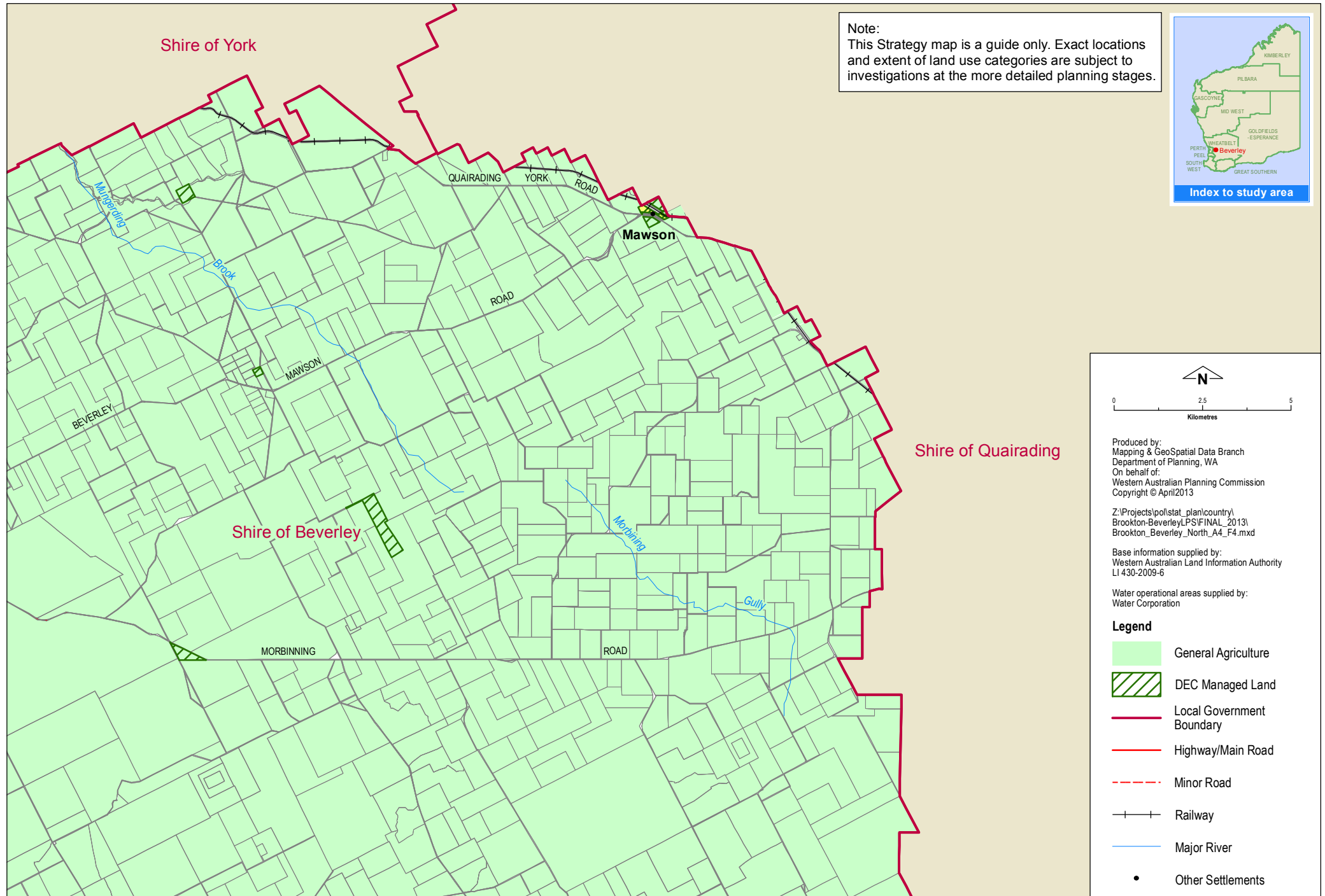


Strategy Plan - South

Figure 2

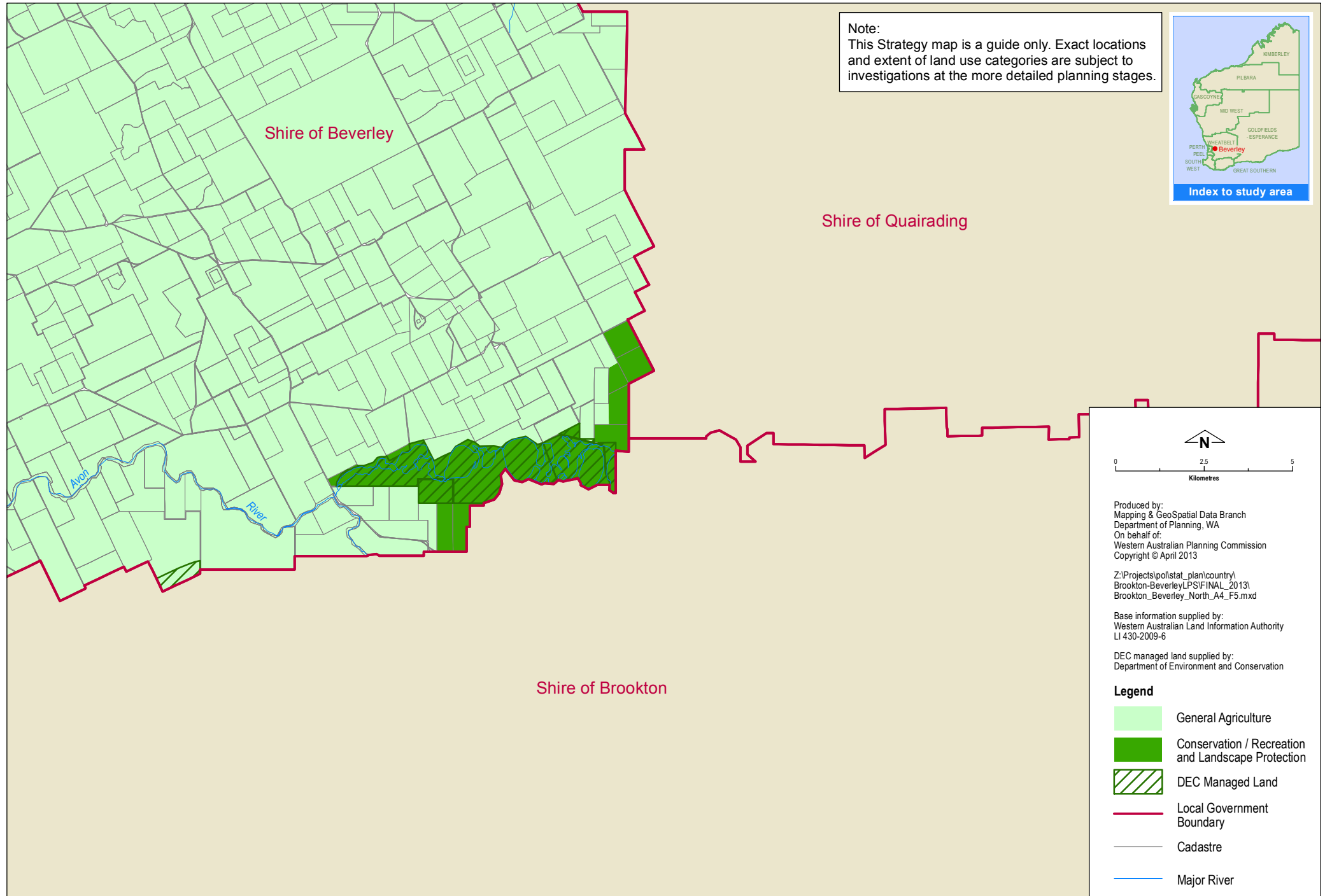
Brookton and Beverley Local Planning Strategy

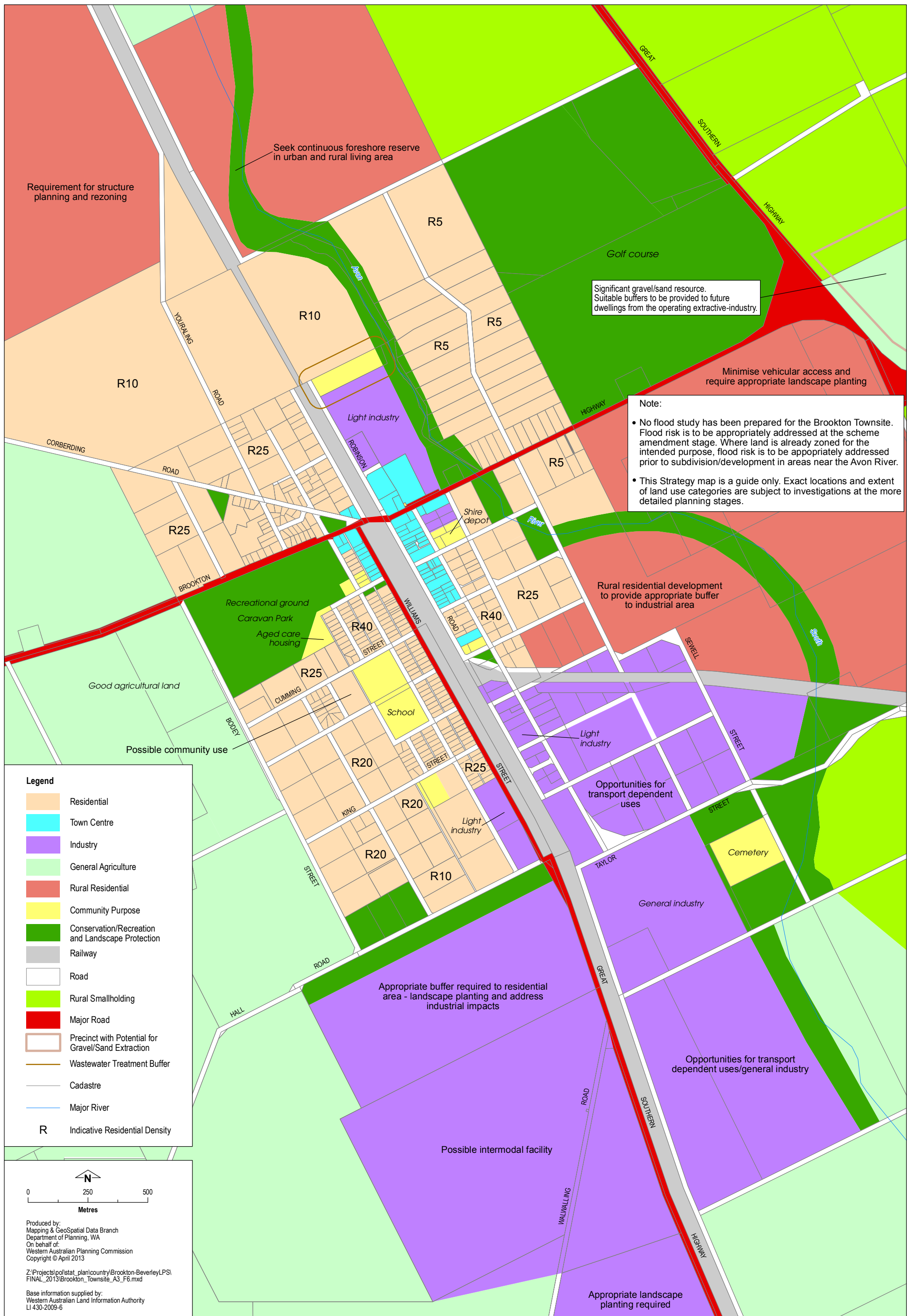




Strategy Plan - North

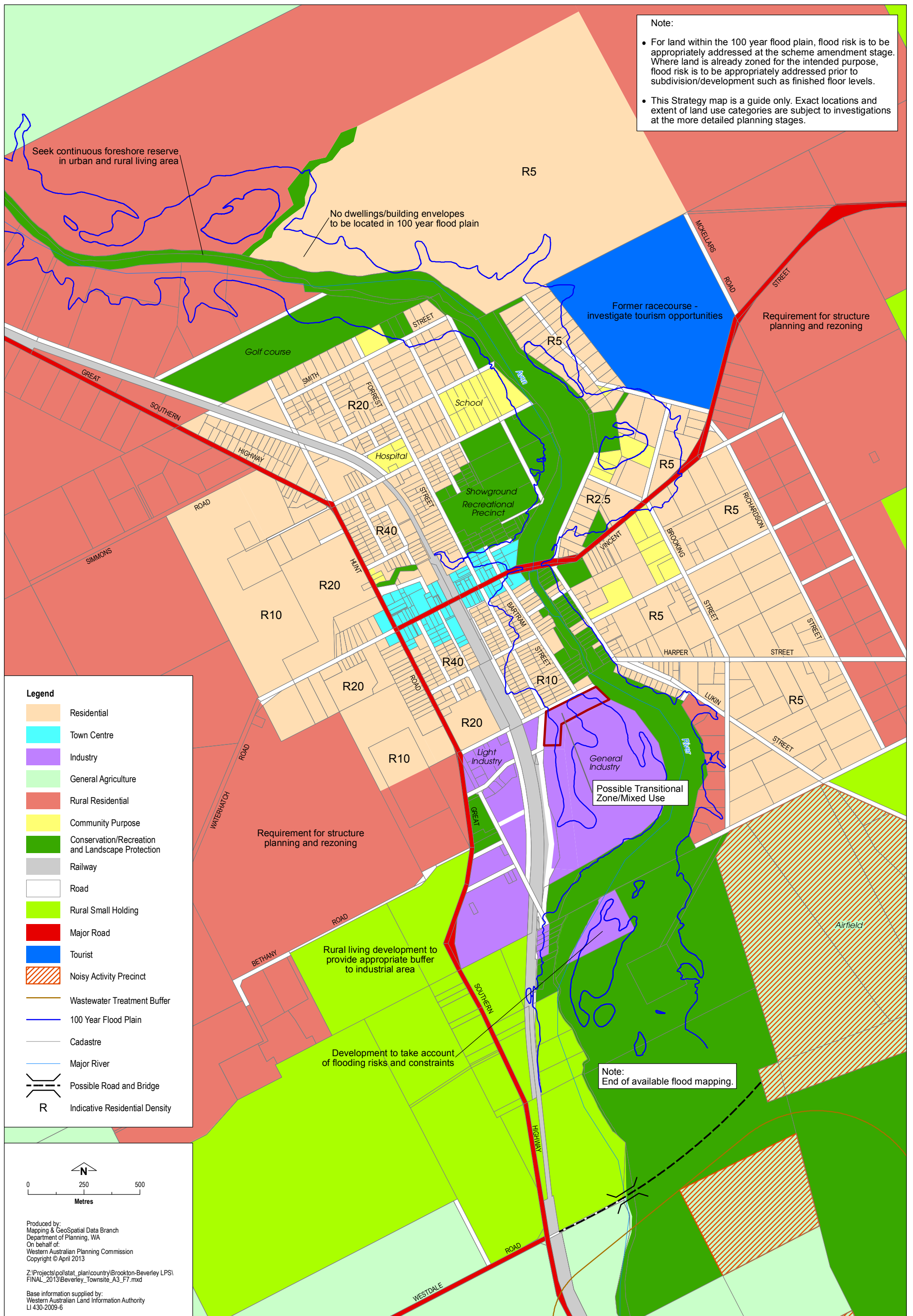
Figure 4





Strategy Plan - Brookton Townsite

Figure 6



Strategy Plan - Beverley Townsite

Figure 7

Background and Context Report

**to support the Shires of Brookton and Beverley
Local Planning Strategy**

March 2014



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BACKGROUND AND CONTEXT REPORT TO SUPPORT THE SHIRES OF BROOKTON AND BEVERLEY LOCAL PLANNING STRATEGY

1.0 INTRODUCTION

1.1 Background

This report provides background information and the context to support the *Shires of Brookton and Beverley Local Planning Strategy* (to be called the “Strategy”). The Strategy applies to the whole of the Shires of Brookton and Beverley (refer to Attachment 1).

It is highlighted that there is considerable interrelationship between sections in this report. To avoid repetition, the document should be read as a whole.

Should there be any inconsistencies between this background and context report and the Strategy, the Strategy prevails.

Throughout this report, references to “Council” can also refer to “Councils”, “Shire” or “local government”. The term “district” can refer to “municipality”, “Shire” or “area”. The term “proposal” can refer to “development application”, “subdivision application”, “scheme amendment (rezoning)”, “structure plan” and other plans where considered appropriate by Council. The term “developer” or “subdivider” can also mean “proponent” or “applicant”.

1.2 Purpose of the Local Planning Strategy

Local Planning Strategies are the main framework for planning at the local level enabling local government to plan for the future. They express the strategic vision, aims, strategies (policies) and actions of the Council and reflect local needs and aspirations.

The Strategy is intended to set out the Council’s broad vision for the district and the longer term directions for land use and development. The Strategy will operate for 10 to 15 years in conjunction with the Local Planning Scheme, which is required to be reviewed every five years.

The Strategy is primarily concerned with “spatial” or “land use” considerations including the location, distribution and relationship of land uses, subdivision, development and associated infrastructure. The Strategy considers wide ranging economic, resource management, environmental and social considerations at a strategic level. It is however highlighted that various issues are beyond the scope of the Strategy and land use planning e.g. decisions relating to medical and education funding and levels of service. Non-spatial matters will be addressed by the Council, State Government agencies and other organisations through other programmes, projects and activities. The non-spatial issues provide opportunities for further discussion, involvement and lobbying between the community, representative groups, the local government and other agencies.

The Strategy is of particular assistance in:

- applying the *State Planning Strategy* and interpreting the framework of State and regional strategies, plans and policies for the Shires of Brookton and Beverley;
- establishing the Council’s vision for the district and the aims, strategies (policies) and actions to achieve the vision;

- providing the rationale for zones, reserves, special control areas and key statutory provisions of future Local Planning Schemes and to assist the Council in making decisions under the scheme;
- informing and guiding the community, developers and certain State Government agencies; and
- providing a basis for coordinating public and private development.

1.3 Process of formulating the Strategy

The process to formulate the Strategy has included an assessment of wide ranging information, consideration of State, regional and local planning policies, strategies and documents, an assessment of key opportunities and constraints (physical, environmental, economic, social and infrastructure) and the views of the community and other stakeholders.

The Council sought a “front-loaded” effective and participatory consultation programme for the Strategy. The Council considered this would assist to gain greater community ownership of the resultant proposals and is more likely to result in sustainable development outcomes. Details of the preliminary consultation are provided in Attachment 2.

Based on preliminary community feedback on the Strategy, there is generally a consistent approach between the Brookton and Beverley communities. The feedback reveals:

- support to retain and where possible enhance local services, facilities and infrastructure (particularly health and education services). Electricity supplies are considered to be sub-standard and an impediment to growth. Expanding infrastructure, such as the timely and cost effective provision of reticulated water, reticulated sewerage and telecommunications, is also critical to the growth of the area;
- support for the growth of townsites and associated rural residential/rural smallholding development. Respondents clearly preferred to see Brookton grow to a population of approximately 3000 people, while the favoured population range for Beverley is between approximately 3000 – 4000;
- support for economic development and job creation. Efforts should be made to encourage diversification of the local economy to make it more “robust”; and
- retaining / enhancing the area’s character. Respondents clearly valued the country lifestyle and associated community spirit. New development should be of an appropriate standard which is sympathetic to the character of the area.

1.4 District Overview

The district is a valued part of Western Australia. Some of its key attributes, which are valued by residents, tourists and visitors, include:

- its rural setting and associated lifestyle;
- it has the best of both worlds – a safe, friendly community relatively close to the facilities and functions offered by Perth;
- its sense of place. The Brookton and Beverley townsites have important cultural heritage, adjoin the Avon River and are close to remnant vegetation and other environmental assets;
- the district’s landscape including environmental features and agricultural areas; and
- the strong community networks and community spirit.

Background & Context Report

The Shires of Brookton and Beverley are located in the Wheatbelt Region of Western Australia. The Brookton townsite is approximately 140 kilometres south-east of Perth, while Beverley is approximately 130 kilometres east of Perth.

The district experiences a Mediterranean style climate, characterised by warm/hot dry summers and cool, wet winters.

The district is characterised by undulating granite outcrop country.

There are many tributaries throughout the district that feed into the Avon River system. A ground water supply exists in the western section of the district.

Further background information is set out in Attachment 3 which is the *Physical Characteristics Study* (1998) prepared by Land Assessment Pty Ltd.

1.5 Structure of Report

This report is set out into the following sections:

- 1.0 Introduction
- 2.0 Key Planning Considerations
- 3.0 Community Profile
- 4.0 State, Regional and Local Policy Framework
- 5.0 Vision and Key Outcomes
- 6.0 Settlement Strategy
- 7.0 Sustainability
- 8.0 Natural Resources and Management
- 9.0 Economic Development
- 10.0 Infrastructure and Community Services
- 11.0 Heritage and Design
- 12.0 Agriculture and Rural
- 13.0 Governance, Implementation, Monitoring and Review

2.0 KEY PLANNING CONSIDERATIONS

2.1 Section Introduction

There are a number of key issues that face the district or are expected during the Strategy period. Many of these issues have a spatial or land use planning element. Some of these issues are outlined in this section and are further considered in other sections of this report. The Strategy seeks to address the key planning considerations to the extent possible through the land use planning system and available local government resources.

2.2 Challenges and Opportunities

The district faces many challenges but also has a considerable number of opportunities given it forms part of the peri-urban area to the Perth metropolitan region. The traditional agricultural base remains, however the district is experiencing the “tree-change” or life style phenomena. Implications include a growing and changing population, changes in land use and dealing with increased community expectations.

Given the area’s close proximity to Perth, it is anticipated that the district will experience population growth and development during the Strategy period and into the foreseeable future. Important decisions will need to be made to determine the most appropriate locations and ways in which to accommodate additional people and development, which also conserve the qualities that are most valued in the district. This includes its waterways, bushland, productive agricultural land, important landscapes and retaining and enhancing the area’s character. To ensure the important qualities of the district are appropriately conserved, there is a need to establish a sustainable approach to where development should be directed to and to clearly identify what areas should not be subdivided and developed.

As the population the district is expected to grow, the Council is committed to protecting the best features of the area and charting a wise course for the future.

2.3 External Pressures Influencing Growth and Development

There are a number of factors and external pressures associated with the future development of the district along with conserving environmental and natural resources. These include:

- the continued growth of the Western Australian population and in particular, the impact of increased population in “tree change” areas;
- anticipated on-going mining and resource sector investment levels;
- opportunities for fly-in/fly-out employment from Perth and drive in/drive out employment;
- commuter linkages with the Perth region and vice versa;
- as Perth continues to grow and become more urbanised, the district will assist to play a greater role in providing a recreational and landscape escape for Perth residents;
- day trippers and tourist visitation to the area; and
- increasing interest and focus on Brookton and Beverley as a place to live and visit.

2.4 Key Challenges

The Strategy seeks to respond to key challenges including:

- there are constant changes. Rural communities and industries face on-going financial, economic, social, environmental and climatic challenges;
- development pressure on areas fringing the metropolitan region (peri-urban areas);
- planning for the expansion of the Brookton and Beverley townsites and rural living areas. This includes seeking to locate residential, rural residential and rural smallholding development in areas without compromising the key environmental and landscape values and promoting locations where required infrastructure can be more readily provided;
- increasing community expectations in relation to a cleaner, greener living environment;
- climate change, including the impact of a drying climate and new industries such as tree farming (for harvest or the environment);
- water availability (quantity and quality) for domestic, agricultural, commercial and industrial uses along with water for the environment;
- protection of agriculture land and avoidance of land use conflicts;
- protection of minerals and basic raw materials from incompatible development;
- supporting a more robust economy, including a more diverse economic and employment options, to address changing economic adjustments (globally and locally) which retain current residents and attract future residents;
- extensive historical clearing of the district resulting in some areas experiencing environmental degradation;
- loss of biodiversity values;
- competition for agricultural land;
- primary production diversification competing with synthetics in an energy-scarce future;
- threats to significant natural resources;
- population trends and changing demographics;
- whether enhanced infrastructure, including reticulated water, reticulated sewerage and electricity supplies, can be provided in a timely manner;
- infrastructure and human services are a scarce resource;
- the retention of key services and facilities by government agencies and, over time, seeking enhancement of these services/facilities;
- providing infrastructure and services to a dispersed population; and
- recognising the historical and cultural role of the district.

2.5 Key opportunities

There are a number of key opportunities. It is noted that some of the challenges outlined in section 2.4 also present opportunities. Key opportunities include:

- proximity and access to the Perth metropolitan region;
- the district's key role in assisting to sustain the State's agricultural economy and potential for food provision to the domestic and the global market;
- retaining farming land for agricultural production;
- agricultural diversification and alternate land uses in rural areas such as tourism, recreation and extractive industries;
- providing for diverse economic and employment options to retain current residents and attract more people;
- technological advances including in communications, alternative energy and water use;
- tree cropping as an economic activity and for environmental rehabilitation;
- evolving sustainability of agriculture;
- promoting the historical and cultural role of the district;

- population trends which show the district is growing which can assist to retain or enhance local services; and
- conserving areas of environmental value, including supporting revegetation and other forms of rehabilitation.

2.6 Summary of Key Issues and Implications for the Strategy

The key policy issues facing the preparation of the Strategy include:

- there is a need to strive for a more sustainable district and sustainable communities;
- the need for a settlement strategy;
- consolidation of the urban form improves servicing efficiency by making use of existing services and infrastructure;
- settlements will increasingly achieve a more compact form with opportunities for increased densities in the Brookton and Beverley townsites;
- rural residential and rural small holding developments offer lifestyle choice for residents within the district;
- appropriately locating rural residential and rural smallholding areas close to existing towns and services;
- constraints and opportunities of conserving the majority of the area's remnant vegetation;
- the need to sustainably manage water resources and protect public drinking water source areas;
- ensuring development suitably addresses hazards and risks including for flooding and bushfire risk;
- ensuring new development is appropriately located and designed to respect the area's landscapes;
- the district offers an attractive lifestyle which also offers opportunities for tourism;
- the area's close proximity to Perth and demand for a rural lifestyle;
- desire to diversify the economic base;
- demographics will continue to change over time and communities need to be designed to adapt to changing housing, servicing and other requirements;
- protecting agricultural land;
- ensuring future industrial areas are suitably located, with appropriate buffers between industrial activity and adjoining land uses, and are appropriately serviced;
- timely provision of new infrastructure and the maintenance of existing assets are critical to the district's continued growth;
- ensuring the district's power supply has sufficient capacity and reliability in order to attract industries and support future population growth and development;
- there will be increasing pressure to supply enhanced and additional services and facilities which will impact the Council, wide ranging service providers and others. Securing funding and seeking timely provision of services and facilities will be critical to effective implementation of the Strategy;
- the need to progressively upgrade the transportation network; and
- the district contains significant Aboriginal and historic heritage which need to be conserved.

3.0 COMMUNITY PROFILE

3.1 Section Introduction

This section considers the current makeup of the district's residents. It also outlines the likely growth requirements and development pressures to face the district over the next 10 – 15 years. This assists to identify the main planning implications and appropriate aims, strategies (policies) and actions in the Strategy.

3.2 A Changing and Growing Community

The district is predominately an agricultural community, although over half the population reside in the townsites.

With changes in farming practises due to increased mechanisation, the district's population decreased from the 1950s until recently. Improvements in transport and communications meant that the district did not have to be so self-sufficient anymore and a number of services shut down. Various businesses were unable to compete with businesses in Perth and other locations. Given the district's proximity to Perth and its attraction as a safe and attractive place to live, this has seen the district's population again rise for the first time in several decades.

The district has experienced growth in recent years. This is in contrast to the Wheatbelt in general, but is anticipated in peri-urban locations. It is anticipated that population growth in the district will continue to increase and escalate during the Strategy period.

The communities are going through a period of transition. There are a number of emerging trends including:

- significant shifts in the district's demographic structure. This includes a population increase largely created by middle income young families and retirees seeking an affordable rural lifestyle;
- an increase in the number of people with tertiary or vocational education qualifications;
- a stable workforce, with an increase in the number of people employed in health, education and construction, but a decline in agricultural and retail workers;
- a relatively low unemployment rate; and
- a high level of employment self-sufficiency.

3.3 Brookton Community Profile

Geographia (2009) note the Shire of Brookton community has features including:

- a stable (slightly increasing) population, but relatively high community turnover;
- a modest increase in the western section of the Shire;
- an ageing population;
- a growing proportion of young families and corresponding increase in primary school students;
- declining numbers of 15 - 35 year olds;
- an increasing proportion of middle income households;
- an increase in the number of people with tertiary or vocational education qualifications;
- a stable workforce size, with an increase in the number of people employed in health, education and construction, but a decline in agricultural workers;

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- a relatively low unemployment rate;
- a high level of employment self-sufficiency;
- an increase in the number of non-taxable individuals;
- a moderate level of internet penetration;
- fewer businesses than surrounding areas, but with a higher than average number of employees;
- a productive, but less diversified agricultural sector compared to surrounding areas; and
- a limited tourism market.

Further details are set out in the *Shire of Brookton Social and Economic Profile* (Geografia 2009) in Attachment 4.

3.4 Beverley Community Profile

Geografia (2009) note that key social and economic characteristics for the Shire of Beverley are:

- a gradual population increase driven mostly by retirees and tree change lifestyle seekers;
- a marked decline in the number of young families;
- a decline in the average household size and an associated increase in the number of couples without children and lone person households;
- an noticeable influx of people born in the United Kingdom;
- a relatively high community turnover, with on average three people arriving every fortnight and two people leaving;
- most new arrivals are attracted to the townsite and central/south rural areas;
- a low median weekly income, largely due to the high number of retirees;
- a modest increase in education attainment levels, most noticeably in the agriculture, education, health and commerce/management fields;
- the Shire's role as a commuter locality, as residents choose to live in the area for lifestyle reasons and travel outside for work;
- a marked decline in the number of agricultural workers and agriculture-related businesses;
- a marked increase in the labour force;
- a decline in the unemployment rate;
- high number of non-taxable income households;
- a decline in the incidence of reported crime;
- limited broadband penetration in the Shire;
- a productive and diverse agricultural sector; and
- a modest tourism industry, with additional day-tripper potential.

Further details are set out in the *Shire of Beverley Social and Economic Profile* (Geografia 2009) in Attachment 5.

3.5 Population

The 2011 Census recorded a resident population of 934 in the Shire of Brookton, while the resident population in the Shire of Beverley was 1567 (Australian Bureau of Statistics 2012).

3.6 Population Forecasts

Western Australia Tomorrow (WAPC 2012) sets out population forecasts for the local government areas of Brookton and Beverley. Various forecasts have been prepared using slightly different

simulations. The forecasts have been broken into five “bands”. The WAPC have published the median value of each band to give five forecasts. Band A contains the lowest simulations. Band E has the highest simulations. The forecast for Band C is also the median value for all forecasts as it is the middle band.

The WAPC population forecast bands for the Shire of Brookton for the year 2026 are a) 560, b) 650, c) 730, d) 830 and e) 1000. The WAPC population forecast bands for the Shire of Beverley for the year 2026 are a) 1700, b) 1800, c) 1900, d) 1900 and e) 2200.

Four of the five population forecasts bands set out by the WAPC predict that the Shire of Brookton population will decline by the year 2026, while the fifth population forecast band predicts modest growth. All WAPC population forecast bands predict growth in the Shire of Beverley population to 2026. The growth ranges from modest to relatively substantial growth (especially relative to the rate of growth since European settlement).

The WAPC (2012) note:

“When assessing the probability of a forecast for a single region, users typically take each forecast to be independent. Past forecasts have shown that there will be individual shires where the top of the range is easily met. The hard part is working out if Brookton will be a region that does not follow the trend. In addition to past instability, all levels of government have the task of changing trends through planning processes. Users should be aware of such initiatives and the impact that they may have in the future. In some cases it may help to use any population scenarios that are included with such projects.”

A possible scenario is that population decline in the district could occur. The Council however considers this is unlikely but will monitor population and its distribution.

3.7 Implications for the Strategy

The district has experienced change in the make-up of its population and economy in recent decades, and the process of change is expected to continue throughout the Strategy period. The population of the Shire of Beverley has started to grow in recent years and this is expected to continue during the Strategy period, along with population stabilisation and anticipated growth in the Shire of Brookton.

There are various social and economic characteristics that have implications on the Strategy over the next 10 – 15 years. The Council can assist to address or minimise impacts of some of the matters which include:

- an expected moderate population increase driven mostly by retirees and tree change lifestyle seekers;
- changing demographics including household sizes and structure. There is likely to be a need to provide for a more diverse range of needs from families, young people and older people in regard to demands for housing, servicing and other requirements;
- it is anticipated the median age will increase further in line with general ageing population trends. Implications include the proportion of the community available to participate in the labour force may fall, there is likely to be an increase in the number of non-taxable income individuals, and the nature of demand for community and health services will change;
- a relatively high community turnover. The high level of community turnover is common in tree change areas. It may be a short term phenomenon, however net growth is expected.

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Retention of new-comers is best dealt with holistically which include strategies to improve service provision;

- a productive and relatively diverse agricultural sector; and
- currently a limited to modest tourism industry, with the potential for additional day-tripper and/or passing trade potential.

4.0 STATE, REGIONAL AND LOCAL POLICY FRAMEWORK

4.1 Section Introduction

This section sets out the State, Regional and Local Policy Framework. These strategies, plans, policies and schemes provide a framework for the preparation of the Strategy.

4.2 State Planning Framework

State Planning Strategy

The *State Planning Strategy* (1996) is a broad strategic plan for Western Australia. It sets out a vision of coordinated and sustainable development throughout Western Australia. The Strategy establishes key principles for future planning in relation to the environment, the community, the economy and infrastructure, which are intended to guide and coordinate action at all levels of government and across all agencies.

A number of strategies and actions are also identified for the State and the regions, which act as a guide for local planning and will assist in achieving the main strategy principles. The strategy will:

“provide a strategic guide for land use planning through to the year 2029...The Strategy is aimed at developing a land use planning system to help the State achieve a number of key goals. These include generating wealth, preserving and enhancing the environment, and building vibrant and safe communities for the enjoyment of this and subsequent generations of Western Australians.” (page 1).

The vision for the Wheatbelt Region is:

“In the next 33 years, the Wheatbelt Region will be characterised by a range of expanded towns linked by improved transport and commuter links to Perth. A range of consolidated service centres will grow throughout the region. The Wheatbelt will become an area of innovation in agriculture, environmental management and the development of downstream processing of agricultural and mining products. The region will develop stronger inter-regional, intra-regional and interstate linkages for both road and rail. Extensive rehabilitation of environmental damage to farmlands in the region will be undertaken.”

The Strategy highlights the majority of rural land is designated as productive agriculture areas under high – extreme soil salinity risk, while Brookton and Beverley are identified as Local Service Centres.

The *State Planning Strategy* is currently under review by the WAPC and will update specific actions for regions within the State. Until the *State Planning Strategy* has been reviewed, the actions listed in the document need to continue.

State Planning Framework Policy

The WAPC has prepared a number of State Planning Policies (SPPs). These are reflected in the *State Planning Framework Policy* (SPP1) which unites existing State and regional policies, strategies and guidelines within a central framework. The *State Planning Framework* incorporates by reference the following:

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- State Planning Policies;
- regional and sub-regional structure plans; and
- strategic and operational policies.

The policy also sets out general principles for land use planning and development in relation to environment, community, economy, infrastructure and regional development.

SPPs specifically relevant to the district are:

- *SPP 2.0 Environment and Natural Resources Policy*
- *SPP 2.5 Agricultural and Rural Land Use Planning*
- *SPP 2.7 Public Drinking Water Source Area Policy*
- *SPP 2.9 Water Resources*
- *SPP 3.0 Urban Growth and Settlement*
- *SPP 3.1 Residential Design Codes*
- *SPP 3.4 Natural Hazards and Disasters*
- *SPP 3.6 Development Contributions for Infrastructure*
- *SPP 4.1 State Industrial Buffer Policy*

Various SPPs are further considered below.

State Planning Policy 2 – Environment and Natural Resources

The Policy defines the principles and considerations that represent good and responsible planning, in terms of environment and natural resource issues, within the framework of the *State Planning Strategy*. The Policy is supplemented by more detailed planning policies on particular natural resources matters that require additional information and guidance.

State Planning Policy 2.4 – Basic Raw Materials

This Policy sets out the matters which are to be taken into account and given effect by the WAPC and local governments in considering zoning, subdivision and development applications for extractive industries (for the extraction of basic raw materials) and zoning, subdivision and development applications in the vicinity of identified basic raw material resource areas.

The Shires of Brookton and Beverley are not within the area defined by the Policy, but the policy remains a useful reference.

State Planning Policy 2.5 - Agricultural and Rural Land Use Planning

The Policy aims to establish a framework for the proper planning of rural areas based on the recognition that:

“productive agricultural land is a finite national and State resource that must be conserved and managed for the longer term. As a general objective, the exercise of planning powers should be used to protect such land from those developments, activities or influences that lead to its alienation or diminished productivity, while always accepting the need for land for expanding urban areas and other uses of State significance.”

This Policy is guided by the following principles:

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- the State's priority agricultural land resource should be protected;
- rural settlement opportunities should be provided if sustainable and of benefit to the community;
- the potential for land use conflict should be minimised; and
- the State's natural resources should be carefully managed.

The four key objectives of the Policy are:

- protect agricultural land resources wherever possible by discouraging land uses unrelated to agriculture from locating on agricultural land, minimising the ad hoc fragmentation of rural land, and improving resource and investment security for agricultural and allied industry production;
- plan and provide for rural settlement where it can benefit and support existing communities, and have access to appropriate community services and infrastructure;
- minimise the potential for land use conflict by providing adequate separation distance between potential conflicting land uses, introducing management requirements that protect existing agricultural land uses, identify areas that are suitable and capable for intensive agricultural pursuits as agricultural priority areas, and avoid locating new rural settlements in areas that are likely to create conflict with established or proposed agricultural priority areas; and
- carefully manage natural resources by discouraging development and/or subdivision that may result in land or environmental degradation, integrating land, catchment and water resource management requirements with land use planning controls, assisting in the wise use of resources including energy, minerals and basic raw materials, preventing land and environmental degradation during the extraction of minerals and basic raw materials, and incorporating land management standards and sequential land use change in the land use planning and development process.

SPP 2.5 has now being reviewed and an updated policy should be gazetted shortly.

State Planning Policy 2.9 – Water Resources

The State's water resources are subject to wide ranging impacts and demands. Effective planning should contribute to the protection and wise management of water resources by ensuring planning strategies, schemes, structure plans, subdivisions and other proposals adopt a sustainable approach.

The Policy supports an integrated approach, taking account of the total water cycle management, supporting water sensitive urban design principles and provides guidance on appropriate buffers to watercourses and waterways.

The objectives of the Policy are to:

- protect, conserve and enhance water resources that are identified as having significant economic, social, cultural and/or environmental values;
- assist in ensuring the availability of suitable water resources to maintain essential requirements for human and all other biological life with attention to maintaining or improving the quality and quantity of water resources; and
- promote and assist in the management and sustainable use of water resources.

State Planning Policy 3.0 - Urban Growth and Settlement

The Policy sets out the principles and considerations that apply to planning for urban growth and settlement in Western Australia. The Policy promotes the development of sustainable communities, which is promoted through implementing the *Liveable Neighbourhoods* Policy.

The objectives of the Policy are:

- To promote a sustainable and well planned pattern of settlement across the State, with sufficient and suitable land to provide for a wide variety of housing, employment, recreation facilities and open space.
- To build on existing communities with established local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those communities.
- To manage the growth and development of urban areas in response to the social and economic needs of the community and in recognition of relevant climatic, environmental, heritage and community values and constraints.
- To promote the development of a sustainable and liveable neighbourhood form which reduces energy, water and travel demand whilst ensuring safe and convenient access to employment and services by all modes, provides choice and affordability of housing and creates an identifiable sense of place for each community.
- To coordinate new development with the efficient, economic and timely provision of infrastructure and services.

The Policy promotes urban consolidation, an efficient use of land and it recognises the important role of rural residential development in providing lifestyle choice and the potential to revitalise rural communities. There is also a need for rural residential development to be appropriately located and appropriately managed.

State Planning Policy 3.6 - Development Contributions for Infrastructure

The Policy outlines the principles and considerations for imposing development contributions in new and established urban areas. One of the objectives is to promote the efficient and effective provision of public infrastructure and facilities to meet the demands arising from new growth and development. Developer contributions take the form of land contributions, infrastructure works and monetary contributions.

DC Policy 1.1 Subdivision of Land – General Principles

This Policy sets out the general principles used by the WAPC in determining subdivision applications. It indicates the WAPC's basic requirements for the creation of new lots. Policy objectives include:

- To control the subdivision of land within the framework of the relevant legislation and regulations.
- To ensure that the subdivision of land is consistent with *Statement of Planning Policy No. 1 State Planning Framework (SPP No. 1)* and relevant WAPC policies and plans.
- To ensure that all lots created have regard to the provisions of the relevant local government town planning scheme.
- To ensure the subdivision pattern is responsive to the characteristics of the site and the local planning context.

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- To ensure that the subdivision is consistent with orderly and proper planning and the character of the area.
- To facilitate development which achieves appropriate community standards of health, safety and amenity.

Development Control Policy No. DC 3.4 – Subdivision of Rural Land

DC 3.4 is an operational policy which complements SPP 2.5. The Policy sets out the principles which are used by the WAPC in determining applications for the subdivision of rural land.

The Policy sets out that there is a presumption against the subdivision of rural land. There are however various exceptions to this, including where the application is specifically provided for in a Local Planning Scheme or in a Local Planning Strategy.

DC 3.4 has now being reviewed and an updated finalised policy should be released shortly.

Liveable Neighbourhoods

Liveable Neighbourhoods is an operational policy of the WAPC for the design and assessment of structure plans (regional, district and local) and subdivision for new urban areas. It predominantly applies to residential uses on greenfield and large urban infill areas.

The Policy has 12 principal aims which include providing walkable neighbourhoods, promoting an interconnected network of streets, facilitating mixed-use development, providing a variety of lot sizes and housing and maximising land efficiency wherever possible. The intent of the Policy is to design communities that are sustainable, safe, attractive, vibrant, convenient, efficient, meet the diverse needs of the community, are adaptable to future change and fit into the existing and planned urban context.

Hope for the Future - The Western Australian State Sustainability Strategy

The Strategy was finalised by the State Government in 2003 and establishes a blueprint for achieving a more sustainable Western Australia.

Sustainability is defined as “meeting the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity” (page 12).

The Strategy sets out an overarching framework aimed at integrating the concept of sustainability into all aspects of governance and development. It has particular relevance in the protection of the environment, the sustainable management of natural resources and in the planning and operation of settlements that reduce the “ecological footprint” and enhance the quality of life for communities.

The Strategy is a comprehensive document with a range of vision, objectives and actions relating to sustainability in the areas of governance, contributing to global sustainability, natural resource management, settlements, communities and business. The visions and objectives are supported by foundation principles dealing with long term economic health, equity and human rights, biodiversity and ecological integrity, settlement efficiency and quality of life, community, regions, sense of place and heritage, net benefit from development, common good from planning, integration of the triple bottom line, accountability, transparency and engagement, precaution, and hope, vision, symbolic and iterative change.

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Aspects of the Strategy have been implemented resulting in documents such as *SPP2.9 Water Resources*, *SPP 3 – Urban Growth and Settlement* and *Liveable Neighbourhoods*.

Planning for Bush Fire Protection Guidelines (Edition 2, May 2010)

This policy document was prepared by the then Fire and Emergency Services Authority of Western Australia (FESA) and the WAPC. It sets out performance criteria and acceptable solutions to minimise bush fire risk. The document forms the foundation for fire risk management planning on private land in Western Australia. The document addresses important fire risk management and planning issues and sets out performance criteria and acceptable solutions to minimise bush fire risk for new subdivisions and development. It addresses management issues including development location, vehicular access, water, siting of development, and design of development. Important elements include the provision of Hazard Separation Zones and Building Protection Zones.

Visual Landscape Planning in Western Australia Manual

This document was released by the WAPC and the former Department for Planning and Infrastructure in November 2007. Page 3 states “The aim should be to accommodate change while maintaining and, where possible, enhancing the quality of our landscapes.”

Amongst matters, the manual sets out principles and guidelines for the location, siting and design of buildings, structures and new planting.

State Water Plan

The vision of the Plan released in 2007 is:

“Our precious water resources are managed and developed in a sustainable manner to maintain and enhance our natural environment, our cultural and spiritual values, our quality of life and the economic development of the State.”

The Plan contains the following objectives:

- Use and recycle water wisely.
- Plan and manage water resources sustainably.
- Invest in science, innovation and education.
- Protect ecosystems, water quality and resources.
- Develop water resources for a vibrant economy.
- Enhance the security of water for the environment and use.
- Deliver services for strong and healthy communities.

Environment Protection and Biodiversity Conservation Act 1999

The EPBC Act 1999 came into effect on 16 July 2000. The Act provides protection for matters of “national environmental significance”, these being World Heritage properties, Ramsar wetlands of international importance, nationally threatened animal and plant species and ecological communities, internationally protected migratory species, Commonwealth marine areas, and nuclear actions. The most threatened categories of plant species listed by the State are also protected under the Act. The Act also makes reference to the “habitat” of listed species of flora.

4.3 Regional Planning Framework

Avon Arc Strategy

The Strategy was commenced in 1996 and published in 2001. The Strategy provides overarching regional planning guidance for peri-urban local governments that surround the Perth Metropolitan area within the Avon Arc. The guiding principles which have determined the specific objectives for the strategic plan were:

- facilitating development that improves the regional economy, amenity and lifestyles;
- directing settlement growth to be economically, socially and environmentally sustainable;
- coordinating services and infrastructure in an orderly manner;
- recognising agriculture as a significant land use and economic activity;
- preserving the cultural heritage of the region;
- encouraging tourism activities which provide a net benefit to the region;
- facilitating the efficient and timely extraction of basic raw materials and mineral resources and subsequent rehabilitation;
- conserving and enhancing the natural environment;
- improving the landscape value;
- promoting, protecting and expanding a regional greenway system;
- promoting employment, training and research opportunities; and
- integrating and co-ordinating of policies and actions across agencies and community groups.

The settlement hierarchy classifies Brookton and Beverley both as “Local Service Centre”.

Many of the actions designed to achieve the objectives of the Strategy have already been accomplished.

Draft Wheatbelt Land Use Strategy

The draft strategy was released for public comment in April 2011 by the WAPC.

The vision statement is:

“The Wheatbelt will capitalise on Western Australia’s growth, demonstrate resilience to global changes and seize new opportunities. The region’s combination of natural resources, agricultural and community base, proximity to Perth and available land and infrastructure to support growth will set it apart from other areas and offer a sought after lifestyle and business environment for current and future communities.”

In the context of land use planning, the WAPC set out the following regional planning principles to:

- Environment - Identify and protect the Wheatbelt’s natural assets and deliver enhanced environmental outcomes, recognising the region’s fragmented landscape and international biodiversity values.
- Community - Enable land supply that supports the lifestyle values of the region by recognising the cultural significance of the land and the unique character and identity of Wheatbelt communities.
- Economic - Provide for a strong, diverse economy by protecting and enhancing primary production and create opportunities for new business and innovation.

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- Infrastructure - Promote prioritisation of investment in physical and social infrastructure throughout the region, responding to community needs and the dispersed population.
- Regional development - Support robust and resilient communities that are open to opportunities and prepared for challenges.
- Governance - Support a policy and planning framework that anticipates and responds to the Wheatbelt's attributes and assets, and provides for innovation and participation.

The settlement hierarchy classifies Brookton and Beverley both as a "Rural Town".

Recent advice from the DOP is that the draft *Wheatbelt Land Use Strategy* will be replaced by the *Wheatbelt Planning and Infrastructure Framework*.

Wheatbelt Planning and Infrastructure Framework

The DOP is preparing and will recommend to the WAPC a *Wheatbelt Regional Planning and Infrastructure Framework*. As a part of developing the framework, it is intended that regional infrastructure priorities and planning initiatives are identified. This approach is consistent with that recently undertaken in developing regional planning and infrastructure frameworks for other regions. It is intended that the framework will be used to inform State Government and other regional decision makers on the priorities for regional planning in the Wheatbelt region over a 20 year planning horizon.

4.4 Local Planning Framework

Strategic Plan

The Shire of Brookton has adopted its Strategic Plan with the document containing a vision and objectives. The Council's vision is:

"The vision for the Shire's future will centre on ensuring that the population, level of economic activity and services grow in a manner that retains the area's unique character and heritage values.

This will mean that we will need to invest resources into attracting aspirational businesses and residents, exploring alternative land development scenarios, forming strategic alliances and lobbying government agencies for additional funding and assistance.

We will also seek to ensure that our economic, social and environmental strategies are financially sustainable into the future. This will require the consolidation of working relationships with other local governments, community groups and local businesses.

We recognise that our town and rural communities are interdependent and will work towards ensuring that our community and sporting groups have adequate facilities and assistance.

We will recognise the contributions of all sections of the community, the importance of a bright future for youth and a high quality of life for our seniors. We will also value our European and indigenous heritage as important for community identity and as a tourism asset.

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This vision will be grounded in a set of values that reflects the aspirations of the local community. We will seek to review our strategic directions on a regular basis and gauge our progress through a biennial survey of the community.

To achieve this vision the Shire will need to be a place that is tolerant, flexible, open minded and prepared for change. We will be a regional leader and communicate and involve our citizens in the decision making process.”

To achieve this vision, the following objectives have been identified:

- “1. Create a planning and governance framework that facilitates growth in a sustainable and environmentally appropriate manner.
2. Make the most of economic development opportunities by capitalising on the Shire’s competitive advantage as a peri-urban location.
3. Attract new residents and retain existing community members by building a strong sense of place through events, sporting and clubs, infrastructure investment and cultural development activities.
4. Ensure the long term sustainability of the Shire through innovative partnerships and shared-resource arrangements with surrounding and other local governments.”

Town Planning Scheme

The *Shire of Brookton Town Planning Scheme No. 3* was gazetted on 25 September 1998, while the *Shire of Beverley Town Planning Scheme No. 2* was gazetted on 26 April 1993. The schemes are the principal statutory tool for achieving the Council aims and objectives with respect to the development of its local area mainly from a land use, development control and infrastructure coordination perspective.

Following the Local Planning Strategy being either finalised or well advanced, preparation of a new Local Planning Scheme will commence for each municipality.

Shire of Beverley and Brookton District Rural Strategy

The District Rural Strategy for Brookton and Beverley was adopted in 2000. The District Rural Strategy provides the vision and articulates the planning outcomes desired for both Shires. The Council’s Town Planning Scheme provides legal backing for the District Rural Strategy. A component of the document is growth strategies for the Beverley and Brookton townships.

Upon finalisation of the Local Planning Strategy, the District Rural Strategy is expected to be rescinded.

Townscape Plans

The Council has commissioned and adopted townscape plans. The Council, in partnership with others, will seek to implement the recommendations of the plans.

Other Strategies

The Council is mindful that State Government departments, servicing agencies, various community groups and private sector organisations have a variety of strategic documents, business plans, policies, strategies and action plans that can influence development, investment, the provision of services and other matters within the municipality. Through adopting the Strategy, the Council seeks to set out its vision and associated intentions for development and conservation. In-turn, the Council will seek to work in partnership with the community and other stakeholders to implement the vision.

4.5 Implications of the State, Regional and Local Policy Framework

The policy framework provides a sound basis for the Strategy and has guided its preparation and the strategic direction for land use allocation, growth and development in the district. A common theme of the policy framework is striving for a more sustainable district and sustainable communities. Seeking increasingly sustainable development will require the simultaneous improvement in the state of the economy, the environment and society - which requires integration of competing demands. The Council recognises that there will be a need to find creative ways to address sustainability challenges which balance social, economic and environmental outcomes.

Other key implications include building onto existing settlements, managing the location of rural residential and rural small holding development, protecting agriculture land, addressing visual impact, the need for appropriate servicing, seeking appropriate developer contributions and managing the use and impacts of environmental assets such as water resources.

5.0 VISION AND KEY OUTCOMES

5.1 Establishing a Vision

In creating a vision for the district, town or area, there is a need to consider a number of matters including: How does the place work? What is valued by the community and others? What is good about it? What is not as good as it could be? What needs changing? How can we plan for a sustainable future? What is required to work towards and achieve the vision?

The Council's vision for the district, set out in the Strategy vision, has been formed through considering the attributes of the district along with the local and broader community values and requires. The vision for Brookton was previously established through the Council's Strategic Plan.

5.2 Key Outcomes - What is the Council Seeking to Accomplish?

In establishing a vision for the district and the Brookton and Beverley townsites, the Council seeks to accomplish this in part through the Strategy, other land use planning tools, along with other initiatives and working in partnership. Key outcomes which the Council is seeking include:

- vibrant townsites – people live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs;
- economic prosperity – current and future residents benefit from the district's sustained economic competitiveness and prosperity;
- clean air and water – current and future generations enjoy clean air, clean water and healthy ecosystems;
- environmental leadership – the district is a leader in restoring land and soil and effectively minimising impacts on a changing climate;
- safe and reliable transportation – people have safe and reliable transportation choices that enhance their quality of life; and
- equity – the benefits and burdens of growth and change are distributed equitably.

5.3 Role of the Strategy

Good planning assists to ensure that the district gets the right development, in the right place and at the right time. It makes a positive difference to people's lives. The Strategy, in association with the new Local Planning Scheme, can assist to deliver homes, jobs, and better opportunities for all, whilst conserving and enhancing the natural environment, and conserving agricultural areas and resources. However, poor planning can result in a legacy for current and future generations such as the loss of biodiversity, a sense of place, valuable natural resources and productive agricultural areas.

The Strategy sets out a vision for the district and a more sustainable future for its communities and translating this into aims, strategies (policies) and actions. This includes in relation to environmental enhancement, economic development opportunities and enhancing community assets. Fundamental to the Strategy, is determining the conditions under which members of the community wish to live, work and recreate.

The Strategy supports the sustainable use of natural resources to maintain or enhance the environment and to consider valued landscapes. It seeks to maintain the best of the area's assets and attractions, whilst encouraging innovation in the design and development of future buildings and neighbourhoods to meet future needs.

6.0 SETTLEMENT STRATEGY

6.1 Section Introduction

This section considers the existing settlement form, implications from the State, regional and local planning framework including the settlement hierarchy, land supply and expected land demand, along with opportunities and constraints for subdivision/development. This section also considers the most appropriate and sustainable approaches for the provision of land and housing to accommodate the anticipated population growth of the district and key land use planning issues facing the Brookton and Beverley townsites.

6.2 Key Issues

Based on the preliminary community consultation, there is overwhelming support to see both the Brookton and Beverley townsites grow. Respondents clearly preferred to see Brookton grow to a population of approximately 3000 people, while the favoured population range for Beverley is between approximately 3000 – 4000. The timing to reach these preferred populations was not considered in depth; however it will be well outside of the Strategy period.

It appears a key consideration to wanting the townsites and area to grow is to ensure that services are retained and enhanced, that there are local employment opportunities and a strong desire to ensure that the towns and area do not decline.

There is also overall community support to provide a greater range of residential densities to encourage a wide range of housing that are suitable for different people.

Other key issues relating to settlements include:

- consolidation and development of principal townsites (Brookton and Beverley);
- uncontrolled development of rural smallholding lots;
- growth of rural residential and rural smallholding developments;
- the selling of land on title from contiguously rated farms;
- rural residential and rural smallholding areas conflicting with rural land uses;
- development impinging on the natural landscape;
- costs of providing infrastructure and services in rural communities;
- a portion of the Brookton and Beverley townsites are not seweraged;
- population growth - there are various reasons for the growing demand to peri-urban areas and the district (see section 2.3); and
- sustainability of smaller settlements. Some undeveloped and under-developed townsites are generally the result of out-dated historic development patterns and, on occasion, have resulted in unrealistic developer expectations.

6.3 Existing Settlement Pattern

The district is characterised by two principal townsites in Brookton and Beverley which account for approximately 50% of the area's population. There are also rural residential areas typically close to the Brookton and Beverley townsites. Additionally, there are a number of gazetted townsites that either have minimal population or are undeveloped.

The Brookton townsite is the principal centre in the Shire of Brookton, while the Beverley townsite is the principal centre in the Shire of Beverley. These townsites are local service centres providing for

the daily needs of the residents of the town and the surrounding district. They are generally considered appropriately provided with community infrastructure, services and facilities.

Historically, the form of the Brookton and Beverley townsites was influenced by factors including topography, water supplies, land ownership, and the alignment of roads and the railway. These historical factors along with environmental values, natural resources, important landscapes and servicing constraints in and around the Brookton and Beverley townsites continue to shape the urban form and assist to create the character of the towns. Attachment 6 shows a summary analysis plan for the Brookton townsite and surrounds, while Attachment 7 shows a summary analysis plan for the Beverley townsite and surrounds. These plans are considered in later sections of this report.

A key feature of the district is the historical settlement pattern and the creation of smaller titles in rural areas. In various parts of the district, many of the original titles were created approximately 40 hectares (100 acres) in area. While most broad acre farms operate over multiple titles, the land use planning system is not able to prevent landowners selling titles to other broad acre farmers, to rural life stylers/hobby farmers or to other interested parties. As outlined in this report, such as in section 6.6 and in the Strategy, the Council will however seek to manage this historic situation.

A dispersed settlement pattern is more likely to lead to higher costs and rates through future residents living a greater distance from towns and existing services who then expect various services to be provided. Some of these costs include sealing roads, the provision of a waste disposal service, school buses, provision of community facilities and further stretching emergency service resources. Ultimately, this places additional on-going cost burdens on the community and service providers.

6.4 Land Supply and Demand

Land Supply

There are approximately 23 hectares of undeveloped "Residential" zoned land in the Brookton townsite and 33 hectares of undeveloped "Residential" zoned land in the Beverley townsite. Assuming an R10 density (average lot size of 1000m²) to reflect the country town demands, availability of reticulated sewerage and accounting for road reserves, drainage and public open space (POS), it is estimated there is the potential for around 160 additional lots/dwellings in the Brookton townsite and 230 additional lots/dwellings in the Beverley townsite. Additionally, there are opportunities for additional dwellings through infill development which is predominately subject to availability and feasibility to connect to the reticulated sewerage system.

While noting the above, it is highly unlikely that the actual development of residential land would approach this number of lots in the foreseeable future. There are various obstacles that prevent subdivision/development of Residential zoned land in Brookton and Beverley including:

- servicing constraints and feasibility including to connect to the reticulated sewerage system;
- most properties are small and are generally separately owned. Combined with servicing agency policies including "user pay principles", most landowners are unable or reluctant to meet upfront infrastructure upgrades that benefit other landowners. This includes when the original subdivider may not receive a financial return, or there may be a long delay in obtaining a financial return from the servicing agency through subsequent landowners subdividing;
- environmental and landform constraints e.g. remnant vegetation, topography, flooding;
- existing residential development;
- fragmented land ownership;

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- lack of owner intent; and
- land tenure e.g. Native Title.

Based on the above, the Council considers that zoned residential land will only meet medium-term needs unless there is the timely provision of new infrastructure and identifying appropriately located “greenfield” land. Accordingly, the Strategy Plan identifies other opportunities for additional residential subdivision/development to meet expected medium to longer term housing requirements. Various identified sites are contained on larger properties which can assist in coordinating subdivision and which may provide a greater likelihood for a feasible project.

There is limited rural residential and no zoned rural smallholding land in the district. People seeking a rural living lifestyle are instead required to seek a property in rural areas which can create land use impacts and may be of a size that exceeds what they want or can effectively manage. To address the supply of rural residential and rural smallholding land, the Strategy Plan identifies opportunities for additional rural living subdivision/development to meet expected medium to longer term demand. This is further expanded in sections 6.5 and 6.6, with these additional residential and rural residential areas and new rural smallholding areas also shown on Attachments 8 and 9.

Attachment 8 shows indicative land supply for the Brookton townsite and surrounds, while Attachment 9 shows indicative land supply for the Beverley townsite and surrounds. Assumptions used in Attachments 8 and 9 include:

- an average density of R20 in established residential areas, that can be connected to reticulated sewerage, with an allowance in different areas to reflect the constraints imposed by the location of existing development;
- an average lot size of 1000m², with a 70% developable area (to take account of land required for road reserves, stormwater management and public open space), for “greenfield” residential areas (a lower developable area applies where the floodplain has not been established);
- a 4 hectare average lot size, with a 90% developable area (to take account of land required for road reserves) for rural residential areas; and
- an average lot size of 20 hectares for rural smallholdings.

The following table summarises the indicative land supply plans of Attachments 8 and 9 for the Brookton and Beverley townsites and surrounds.

Indicative land supply for the Brookton and Beverley townsites and surrounds		
	Brookton townsite and surrounds	Beverley townsite and surrounds
Residential lots	1100	903
Rural Residential lots	139	347
Rural Smallholding lots	99	51
Total	1338	1301

Should the above land supply be fully developed, assuming an average of 2.4 persons for household (based on the 2011 Census), Brookton would have approximately an additional 3211 people while Beverley would have an additional 3122 people. When added with existing population, the identified land supply can readily meet the community vision to see Brookton grow to approximately 3000 people and Beverley to grow to approximately 3000 – 4000 people (refer to section 1.3 and Attachment 2).

It is highlighted that a considerable proportion of land supply for Brookton and Beverley are contained in a single precinct for both towns. In the order of 770 lots could be provided in a residential precinct to the north-west and north of the Brookton town centre which represents 70% of the total residential supply for Brookton. In Beverley, approximately 553 residential lots could be provided in the precinct west of the town centre which represents 61% of the total residential supply for Beverley. At this stage, no landowner/developer intention surveys have been undertaken in Brookton or Beverley. Accordingly, care should be taken on assuming that either precinct is practically available for residential development/subdivision in the foreseeable future.

Land Demand

Until recently, the district's population had been declining. The recent population growth, through "tree change" and other factors, has been accompanied by a steady increase in the issuing of building permits for dwellings. The WAPC (2011: 24) note that "both shires are close to Perth and are well-placed to attract future development. Approval figures are unlikely to represent activity in Beverley and Brookton, as both shires have smaller rural lots, which are being reconfigured for rural living purposes, but are not zoned as such. It is likely these shires will come under increasing development pressure, which isn't currently reflected in the WAPC projections."

Factors influencing population and development scenarios in the coming years include housing affordability (compared to the Perth metropolitan region), peak oil, growth management/establishing outer growth limits for Perth, infrastructure provision in Brookton and Beverley and land release etc. The availability of affordable land on its own is not enough to attract growth to the district. The provision of appropriate services and facilities as well as access to employment is also required, combined with community vision and enabling governance arrangements to work towards population growth.

There are various scenarios for future population and housing needs in the district including:

- population decline - this is predicated by the WAPC (2012) in *WA Tomorrow* forecasts, however the Council considers this is unlikely but will monitor population and its distribution;
- static population - considered unlikely with the growth of Western Australia and the demand for a peri-urban lifestyle;
- moderate population growth - considered the most realistic scenario; or
- high to significant population growth - it is suggested that many factors would need to come together, including active State Government support, to see townsite and surrounding populations around 2000 in the next 30 years for Brookton and Beverley.

Social and cultural shifts, such as the tree change phenomenon, can potentially generate demand for housing land above the anticipated population projections. Accordingly, consideration should be given to various population projection scenarios including the following possible high (aspirational) growth scenario which adopts a growth rate higher than the forecast Western Australian population. The following table outlines a possible scenario of aspirational population projections for the Brookton townsite and surrounds and the Beverley townsite and surrounds. It is highlighted that the below numbers are aspirational which are further considered later in section 6.4.

Aspirational population projections for Brookton townsite and surrounds and Beverley townsite and surrounds				
	Current population (approximate)	Population in 10 years	Population in 20 years	Population in 30 years
Brookton townsite, adjoining rural residential & rural smallholding area	600	840	1320	1770
Beverley townsite, adjoining rural residential & rural smallholding area	900	1140	1620	2070

For the next 10 years, the above scenario assumes 10 new dwellings per year for both the Brookton and Beverley townsites and adjoining rural residential areas with an occupancy rate of 2.4 people per dwelling. For years 11 – 20, it assumes 20 dwellings per year also at 2.4 people per dwelling. For years 21 – 30, it assumes 20 dwellings per year at a lower occupancy rate of 2.25 people per household. Based on the above, the average annual compounded growth rate over 30 years for Brookton is 3.67%, while for Beverley it is 2.82%. Under this scenario, the Brookton townsite could have a population of approximately 1770 in 30 years, while the Beverley townsite could be around 2070.

While there is sufficient residential zoned land in Brookton and Beverley townsites to accommodate projected demands and population growth in the towns in the shorter term, the range of lot sizes and lot types are limited and may not meet market demands (including changing demographics).

The district has and is experiencing demands for rural residential and rural smallholding lots to assist in servicing the tree change phenomenon. Rural-living subdivisions/development can positively complement the Brookton and Beverley townsites if appropriately located, designed and managed.

Analysis of population needs and proposed land supply

The following table summarises information from sections 3.5, 3.6 and 6.4.

Summary of population needs and proposed land supply		
	Brookton	Beverley
Shire population from 2011 Census	934	1567
Approximate population of townsite and surrounding rural residential and rural smallholding area	600	900
<i>WA Tomorrow</i> 2012 highest population forecast for Shires in 2026	1000 (reaches peak of 1200 in 2015)	2200
Community desired population	3000	3000 - 4000
Total of existing population and additional population for townsite and surrounds based on Strategy land supply	3811	4022
Existing residential land availability (lots/dwellings)	160 plus infill opportunities	230 plus infill opportunities
Existing rural residential land available	Limited	Limited
Existing rural small holdings land available	None	None
Residential land supply proposed by Strategy (lots/dwellings)	1100	903
Rural residential land supply proposed by Strategy (lots/dwellings)	139	347
Rural smallholding land supply proposed by Strategy (lots/dwellings)	99	51
Total land supply proposed by Strategy (lots/dwellings)	1338	1301
Additional population for townsite and surround based on Strategy land supply (2.4 persons per household)	3211	3122
Council's aspiration population of townsite and surrounding rural residential and rural smallholding area in 10 years	840	1140
Council's aspiration population of townsite and surrounding rural residential and rural smallholding area in 20 years	1320	1620
Council's aspiration population of townsite and surrounding rural residential and rural smallholding area in 30 years	1770	2070

Strategy Response to Land Supply and Demand

Based on community feedback to seek aspirational population growth, the Strategy seeks to identify adequate land supply for a range of demographic/lifestyle needs and growth scenarios in and around the Brookton and Beverley townsites. A range of lot sizes, types and housing are required. To accommodate the anticipated housing needs/population growth, the majority of the residential, rural residential and rural smallholding lots will be provided in or near the Brookton and Beverley

townsites. Based on anticipated population growth, the Strategy provides a sufficient supply of residential and rural living land to accommodate demands in the Strategy timeframe.

The Strategy seeks to be flexible to accommodate unforeseen, accelerated or altered circumstances, while still providing appropriate certainty for the preferred areas for townsite and rural living subdivision/development. An important Strategy objective is assisting to provide affordable residential and rural living land supply into the future. The Strategy seeks to ensure the planning system is as pro-active as possible in directing growth to appropriate locations. The Council is also mindful of the changeable nature of the market to deliver development.

The demand for additional residential lots and housing in and around the Brookton and Beverley townsites can be met by infill development, residential subdivision of zoned land and completing development investigations for land identified as being potentially suitable on the Strategy Plan. Given the proposed increase in the “development footprint” on the Strategy Plan, there is limited planning justification to further extend the development footprint in the foreseeable future. Any proposal to extend the development footprint is most appropriately addressed through reviewing the Strategy.

It is noted that having too much land allocated on the Strategy Plan does not mean that all land will be subdivided/developed. This is, in part, an economic decision based on market forces. For strategically identified residential, rural residential and rural smallholding land on the Strategy Plan, the Council considers that the management of land release within the development footprint is more appropriately managed by market forces than by the Council or the WAPC. Accordingly, within the development footprint, the market should make decisions on land supply.

6.5 Formulating the Settlement Strategy

Context

The formulation of the settlement strategy has considered the existing settlement pattern, the planning framework, land supply and demand and key spatial principles which have the ability to influence growth patterns and better planning outcomes. This includes land use and built form, environmental assets, natural hazards/risk, landscape assessment, infrastructure, transport/movement, population projections/scenarios, demographics, along with economic and cultural considerations.

State Planning Policy 3 - Urban Growth and Settlement highlights locating rural settlement opportunities in a sustainable way which is integrated with the overall pattern of settlement. Preference is given to rural living locations near existing settlements with available services and facilities to support the local community and provide the best opportunities for future residents. Under the Council's current rural subdivision provisions, rural smallholding development can be entertained throughout the majority of the district which promotes an unplanned and dispersed settlement pattern. This fails to capitalise on services and facilities in the Brookton and Beverley townsites.

Based on preliminary community feedback, there is support for the Brookton and Beverley townsites to grow considerably. Preliminary community feedback also reveals overall support for new rural residential and rural small holding subdivision (hobby farms) in appropriate locations. Most people wanted hobby farms located near the Brookton and Beverley townsites for reasons including to minimise impacts on farming areas and to reduce costs to the broader community.

Support for Townsite Consolidation

In accordance with the planning framework, there is support to generally increase the densities of the Brookton and Beverley townsites. The provision of medium density development, for instance, can assist to address sustainability considerations and can assist in addressing changing demographics and housing demands. Making a more efficient use of land in appropriate locations has a number of benefits including:

- improved use of local services;
- improved access to services for a greater number of people;
- increased opportunities for social interaction;
- the potential for increased safety;
- revitalisation of existing areas;
- improved environmental outcomes; and
- supporting more sustainable outcomes.

The capacity of existing urban areas to accommodate increased housing will be influenced by considerations including infrastructure network capacity, environmental and heritage constraints, e.g. flood risk and housing character, and community preferences.

Determining Preferred Locations for Subdivision/Development

In determining preferred locations for the future expansion of the Brookton and Beverley townsites and rural residential and rural smallholding (rural living) development, considerations included an assessment of opportunities and constraints, existing development, available servicing and seeking a more sustainable urban form. Key considerations include:

- recognising existing subdivision/development and zoned land;
- the planning framework;
- a preference for land within, adjacent or near the Brookton or Beverley townsites;
- avoiding known or likely flood risk areas and addressing water management;
- avoiding extreme bushfire risk areas;
- avoiding productive agricultural land where possible;
- conserving key environmental assets e.g. remnant native vegetation and wetlands;
- minimising or avoiding land use impacts e.g. future residential and rural living areas should contain suitable buffers to agricultural operations, existing/proposed industrial areas, wastewater treatment plants and the Beverley Airstrip;
- protection of minerals and basic raw materials;
- land capability, including appropriateness for effluent disposal, building construction and road/vehicular access construction;
- topography and landscape features including minimising visual impacts from the Great Southern Highway and the Brookton Highway and conserving views to hills and ridges;
- existing and proposed infrastructure including sewerage, reticulated water and power;
- anticipated new roads such as the east-west Beverley heavy haulage route;
- whether the area can integrate and connect to existing urban areas and land uses via safe and convenient vehicular, pedestrian and cyclist linkages;
- vehicular access is via sealed roads and/or the roads are sealed through the subdivision process;
- respecting Aboriginal and historic heritage; and
- using “defensible” boundaries where possible – boundaries which are clearly defined, using readily recognisable features such as major roads, rivers and areas of remnant vegetation.

Some of the questions that need to be considered include:

- Are the physical characteristics of the area suitable for future subdivision/development? If so, what type of development would be most suitable?
- What are the environmental features of the area? Are they worth protecting? If so, how can they be conserved or incorporated into future use and/or development of the area?
- What land use conflicts exist, or have the potential to exist should land uses change?
- Is existing land tenure conducive to the future use and development of the area?
- Can the area be effectively and efficiently serviced?
- What are the transport and access implications of development in the area?
- What are the overall opportunities and constraints associated with the area?

6.6 Proposed Settlement Strategy

Overview

This section sets out the settlement strategy to accommodate projected long term population growth of the district in a sustainable manner, which accounts for opportunities and constraints, and which is consistent with the planning framework.

Settlement Hierarchy

The Strategy adopts the following settlement hierarchy:

- Principal Centre – Brookton and Beverley;
- Other Settlements (existing gazetted townsites) – includes Mawson and Aldersyde;
- identified rural residential areas adjacent to the Brookton and Beverley townsites;
- identified rural smallholding areas generally close to the Brookton and Beverley townsites; and
- limiting the additional creation of lots allocated as General Agriculture on the Strategy Plan.

The Council does not support any new settlements within the Strategy timeframe.

The settlement hierarchy can assist as a mechanism to direct future decisions and investment and to guide land use decisions. The settlement hierarchy and the settlement strategy provide opportunities to pursue a number of different lifestyles within the principal centres, other settlements and in rural residential, rural small holdings or in rural areas. The settlement strategy will attract a mix of people, creating a rich and diverse culture in the district.

While the regional strategies do not identify the Brookton or Beverley townsites as regional centres, the Council does not want to preclude development opportunities or inhibit growth in the Brookton and Beverley townsites due to their position in the regional settlement hierarchy. The Council notes there are possible development scenarios and varying growth projections. The Council will seek to proactively anticipate changing circumstances including adapting to higher than expected growth outcomes. This could result in the Brookton and Beverley townsites, in time, having an increasingly regional centre function.

Strategically Locating Urban and Rural Living Land and Minimising the Fragmentation of Rural Land

By strategically identifying land for residential, rural residential and rural smallholding subdivision/development and restricting the fragmentation of rural land in the district, the Strategy

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makes a strong statement about protecting the future of agricultural/rural land. The Strategy also seeks to minimise the potential for land use impacts between essentially urban and agricultural uses. If this did not occur, it is likely to result in farming operations being increasingly curtailed through housing encroaching into agricultural areas.

The settlement strategy provides a sound framework for the expansion and long term sustainable growth of the district and the Brookton and Beverley townships. The settlement strategy is considered consistent with SPP3 given the Strategy directs subdivision and development towards the most liveable and sustainable locations. The location and extent of development envisaged in the townships should also enable the towns to retain their character within a rural environment.

Brookton and Beverley Townships

The Brookton and Beverley townships (and adjoining/nearby rural living areas) are proposed to accommodate the majority of additional population during the Strategy period. The Council supports the on-going development of the townships, so they are increasingly places that people want to live, work, invest and visit. Following an assessment of the planning framework, available servicing and considerations summarised in Attachments 6 and 7, areas have been designated on the Strategy Plan to accommodate projected long term population growth, and associated future urban and rural living expansion.

Development and consolidation of the Brookton and Beverley townships is considered to have economic, social and environmental benefits. Not only is this a more efficient use of natural resources such as land, infrastructure and energy, but it also assists in supporting social services such as schools, community facilities along with commercial enterprises.

Opportunities exist for existing larger residential lots to be subdivided if infill sewerage occurs. Infill development provides a more sustainable form of development and is generally encouraged (exceptions include if the land is within the floodways).

The Brookton and Beverley townships historically, currently and in the future are expected to have a different function, form and character. Higher order services may need to be shared between the Brookton and Beverley townships. The attributes of the township and its community may determine the nature of services established in the future.

The Strategy Plan sets out the proposed urban form for the townships. This outlines:

- planned township and rural living expansion (residential, rural residential and rural smallholding);
- existing and proposed industrial areas;
- the town centre;
- key existing and proposed POS;
- key community facilities; and
- the transportation network including major roads and district roads.

Lot Sizes and Range of Housing

The Strategy provides opportunities for a wide range of lot sizes, typically between 200m² and 10 hectares, in and around the townships. The Strategy also supports an associated range of housing to accommodate diverse community needs. The Council supports assisting in the provision of a diversity of lots and housing to provide for the needs of the community and demographic changes

over time. Proposed subdivision/development needs to be appropriately located which suitably addresses environmental, servicing, heritage, landscape and other planning issues.

The Strategy seeks to:

- ensure the timely provision of appropriately serviced residential, rural residential and rural smallholding land to meet the changing demands of households in and near the Brookton and Beverley townsites;
- provide a range of residential densities in the town to reflect different lifestyle demands including town centre/medium density, traditional lower density, special residential and aged persons accommodation; and
- generally increase residential densities to achieve an efficient use of serviced land consistent with more contemporary and sustainable urban density principles.

Expansion Areas

The Strategy identifies considerable new areas to accommodate the future long term residential and rural living growth of the district, which is expected to cater for population growth beyond the Strategy period. However, as outlined in section 6.4, the Strategy seeks to provide a long term outlook and better anticipate unforeseen population growth scenarios.

The areas earmarked for subdivision in the Strategy ensure that there is a coordinated and long term approach to the future strategic direction of growth in the district. Identification of the long term future urban and rural living areas in the Strategy provides direction to the community, government departments and servicing agencies as to the future of the Brookton and Beverley townsites.

The Strategy proposes to extend the “development footprint” for residential, rural residential and rural smallholding subdivision within and near the Brookton and Beverley townsites. The identified expansion areas provide logical extensions to the Brookton and Beverley townsites. The identified land appears to be broadly suitable for future subdivision/development, however there is a need for various investigations to determine whether environmental, servicing, landscape and other planning considerations can be appropriately met. Accordingly, the Council will expect that the proponent will suitably justify land suitability and land capability for their proposal and demonstrate how it coordinates with existing and planned/anticipated development.

The Council expects that all new residential and rural living subdivision will provide appropriate and safe pedestrian/cyclist and vehicle linkages to existing development. Should subdivision occur within the agreed development footprint that “leap frogs” undeveloped sites, the Council expects that the subdivider will provide required linkages and connections to the satisfaction of the Council.

Other Settlements

Existing gazetted townsites, identified as “Other Settlements” on the Strategy Plan, provide unique opportunities for development. These settlements contribute to the range of lifestyle opportunities in the district.

The Council supports the release and development of historic lots provided each lot is suitable and capable of accommodating a dwelling, an outbuilding, can appropriately address on-site effluent disposal, provide appropriate potable water supply and each lot has suitable legal and practical vehicular access. In some cases, there is a need to address matters such as Native Title.

Given the substantial number of existing towns in the district and the ongoing challenge for these communities to attract services, the Council does not support additional lots than was historically created for these gazetted towns during the Strategy period. Accordingly, the “development footprint” for these townsites will remain unchanged in the foreseeable future.

Implementing the Settlement Strategy

In implementing the settlement strategy, the Council will:

- consolidate future residential growth within and immediately adjoining the Brookton and Beverley townsites;
- limit rural residential and rural smallholding subdivision/development to areas shown on the Strategy Plan;
- protect environmentally significant and productive agricultural land from urban and rural living subdivision/development; and
- minimise the creation of additional titles in areas classified as General Agriculture on the Strategy Plan.

The Council will seek to manage the historic creation of smaller rural lots through measures including:

- restricting the creation of additional titles in the area classified as General Agriculture on the Strategy Plan;
- seeking to provide long-term certainty, and reduce the potential for speculation through highlighting that the area classified as General Agriculture on the Strategy Plan is primarily for agriculture/rural and complementary uses. For areas classified as General Agriculture, agriculture is the key supported land use and non-rural uses need to account for standard farming operations including noise from farm machinery;
- requiring new proposals to appropriately address land use conflict which includes through the preparation of agricultural impact assessments, the provision of appropriate buffers and management measures to limit off-site impacts;
- controlling the number of dwellings for each title;
- requiring a Planning Application for dwellings and other development that is on land locked properties (not adjoining a public road) or where the public road is not constructed; and
- positively promoting a long term supply of rural residential and rural smallholding land in identified areas on the Strategy Plan, which are in close proximity to the Brookton and Beverley townsites, to provide certainty to the community, servicing agencies and other interested parties.

6.7 Residential

The land classified as “Residential” on the Strategy Plan shows the existing and proposed residential areas in the Brookton and Beverley townsites. These areas are or will be expected to be predominantly residential, along with associated incidental uses.

The Brookton and Beverley townsites are characterised by detached dwellings on large lots (relative to the average lot size provided in Perth). Various sections of the townsites have potential for infill development. In particular, there are opportunities for increasing densities in and near the town centre. This area is close to community services and commercial uses and is the area most likely to be serviced by a community bus or public transport service. Encouraging medium density housing close to shops, services and POS is consistent with the principles of *Liveable Neighbourhoods*.

Subject to connection to reticulated sewerage, addressing heritage considerations and the adoption of building and landscaping design guidelines, a residential density of up to R40 could apply.

The process of allocating the Residential Design Codes (R-Codes) in the new Local Planning Scheme requires careful assessment of the relationship between considerations including lot sizes, availability of services, heritage and landscape impacts, trends in demand for types of housing, and specific policy objectives such as urban consolidation. The relationship of these factors assists in making choices regarding the type of development or redevelopment likely to result from the adoption of a particular code.

The following principles will be considered in the formulation of the R-Codes for residential areas in and near the Brookton and Beverley townsites:

- wherever possible, seek to maintain existing residential densities unless there are flood risk, environmental impact or servicing impacts;
- where no reticulated sewerage is available or feasible to connect, typically support subdivision to 2000m² subject to demonstrating that on site effluent disposal is capable. Where reticulated sewerage is not available or not feasible to connect to, the Council may require innovative alternatives to reticulated sewerage subject to the systems representing best practice for effluent treatment and disposal;
- to provide a range of lot sizes and housing types in the area to provide for a range of lifestyle opportunities, to account for changing demographic profiles, increasing sustainability (including walking/cycling opportunities), making better use of land and assisting to address housing affordability;
- promote increased densities (greater than R20 such as to an R40 density) in appropriate locations in and close to the Brookton and Beverley town centres and where reticulated sewerage is available. Medium density sites should incorporate high building and landscaping design standards;
- split residential density codes are appropriate with the higher density (smaller lot size) achieved through connection to reticulated sewerage; and
- define specific areas for increased densities so that the community is clear as to where grouped dwellings (i.e. units) can be developed rather than a general density bonus provision. Medium density areas are expected to be defined in and around the town centre and typically within approximately 400 metres of key facilities such as schools.

6.8 Rural Living - Rural Residential and Rural Smallholding

Context

SPP2.5 and SPP3 provide strategic direction for agricultural/rural development and settlement planning and these policies provide guidance in relation to establishing rural living precincts.

WAPC SPP 2.5 sets out that Rural Residential lots are lots between 1 – 4 hectares. These estates provide an appealing alternate lifestyle choice for residents and help to provide a population base close to the townsites. There is a trend for “lifestyle lots” in the 1 - 4 hectare range. These lot sizes allow for easier property management with retention of rural character and amenity.

WAPC SPP 2.5 sets out that Rural Smallholding lots are lots between 4 - 40 hectares. There are no existing Rural Smallholding zones within the current Town Planning Scheme. The new Local Planning Scheme will introduce the Rural Smallholding Zone. Rural smallholdings lots provide a legitimate

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form of lifestyle living as they acknowledge the desire for people to enjoy a rural type environment, whilst also allowing additional uses to be undertaken.

There is a demand for rural residential and rural smallholding, particularly in peri-urban locations including in the district. The Council recognises there is a market for this form of development, and that it provides for a range of lifestyle opportunities. However, rural living precincts need to be carefully planned, as they are not an efficient means of housing people, consume and sterilise rural land and can have unintended social, environmental, servicing or management impacts.

Concerns

Some of the concerns of rural residential and rural smallholding subdivision/development include:

- the breakup of productive agricultural land;
- sterilising land from economic development opportunities particularly for renewable resources such as food, fibre, fuel and water;
- potential for land use conflict with broad acre farming due to farming practices, which, for instance, can generate noise, odour and dust;
- biosecurity risks to operating farms;
- if inappropriately planned and located, creates scattered communities without access to services and facilities;
- placing a financial burden on local government, as rural living owners often expect more urban style services such as sealed roads, well maintained drains and rubbish collection;
- the loss of productive agricultural land;
- fragmented land on the urban fringe that may be more suitable for longer term urban development;
- declining rural character and visually altering the landscape;
- potential poor land management resulting in land degradation, loss of biodiversity and declining water quality;
- the capacity for some small landholders to manage land and water resources. For example, weeds and pests, erosion, reduced environmental flow, salinity and removal of vegetation;
- overstocking, as some landholders miscalculate their land's capability to sustain livestock and place too many animals on a given area of land which can lead to soil erosion, water pollution or other impacts;
- potential reduction in water quality and quantity such as from constructing dams;
- absentee landholders and lack of weed control;
- sometimes a lack of knowledge relating to land management; and
- sometimes a lack of knowledge leading to poor use of chemicals.

Some of the above concern may be from a lack of knowledge which could be addressed through appropriate education. Various concerns can also be addressed or impacts reduced through the Strategy identifying and directing rural residential and rural smallholding subdivision/development to appropriate areas to ensure wider community, environmental and economic benefits.

Benefits

Some of the benefits of rural residential and rural smallholding subdivision/development include:

- population increases and development within the district;
- it provides a range of lifestyle opportunities;

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- creating new and on-going economic development. For example, services such as machinery suppliers and maintenance facilities may be more willing to stay in the district given the increased number of landholders can create more business;
- provide the district economy with greater economic stability, which is less reliant on the commodity prices of agricultural products;
- creates potential agricultural diversity; and
- generally there is enthusiasm to invest in natural resource management initiatives.

Strategy Plan

The Strategy Plan identifies rural living precincts where:

- the precinct is adjacent to the Brookton or Beverley townsite and has access to services, facilities and amenities;
- the precinct will not conflict or reduce the primary production potential of adjoining land. Future dwellings should be at least 100 metres and ideally 300 metres from farming areas with the buffer contained on the Rural Residential or Rural Residential land and not General Agricultural land. Additionally, it is preferable that a portion of the buffer is vegetated or is revegetated;
- areas required for urban expansion are avoided;
- the precinct could be serviced by a reticulated water supply. Where a reticulated water supply is not available or is not feasible in the opinion of the Council, the Council may consider an alternative domestic water supply, which includes water for fire fighting, where the supply is demonstrated and sustainable (refer to WAPC DC3.4);
- the precinct can be supplied with electricity (the Council supports the opportunity for lots above 4 hectares to be created without connection to the electricity grid and to promote self-sufficient power generation). This is an important issue which will be discussed with servicing authorities;
- the development area is already predominantly cleared of remnant vegetation and environmental assets are not compromised;
- it will promote good environmental and landscape outcomes and soil and water management are addressed, which may include rehabilitation as appropriate;
- the land is capable of supporting the development of housing; and
- it can be demonstrated that bushfire risks are not extreme, and that bushfire risk can be minimised without adversely affecting the natural environment.

Land that is designated as “Rural Residential” and “Rural Smallholding” on the Strategy Plan reflects existing areas and areas which are potentially suitable for future subdivision/development. Proposed rural living areas will be subject to rezoning and detailed assessment to ensure that the Strategy objectives will be achieved prior to subdivision and development.

Rural Residential Lots and Water Supplies

The Council prefers that rural residential lots are connected to the reticulated water supply. However, where this is not available or feasible and this is accepted by the Council, the Council will consider alternative sustainable water supply (groundwater, surface water and roof catchment via a rainwater tank) for domestic and fire fighting purposes. Water needs to be fit for purpose with any proposed water supply being to the satisfaction of the Council that addresses WAPC DC Policy 3.4. The areas identified for rural residential development have a rainfall above the long term average of 550mm per year.

6.9 Brookton Townsite

Preliminary Community Feedback

Preliminary community feedback (refer to Attachment 2) includes that:

- Brookton is poorly serviced by Narrogin and Northam including for police, medical, education and telecommunication services;
- longer term, Brookton should seek to develop into a regional centre (with enhanced medical, aged care and associated services) given the gaps in the catchments from Northam and Narrogin;
- there is a need for additional new housing, active aged housing e.g. R30 density/lifestyle village;
- Brookton is located at an important cross-roads and serves a large catchment;
- CBH facilities are increasing at Brookton, which is in contrast to CBH facilities closing in many other areas;
- there are opportunities for an intermodal freight transfer facility in the area (road/rail);
- there are opportunities for the area with the upcoming feasibility study into a possible rail link between the Wheatbelt and a port at Kwinana;
- a kennel area may be an appropriate use (interface) between CBH/industrial area and the residential area;
- land immediately west of Brookton, that has been identified for “rural residential” in the *Shires of Beverley and Brookton District Rural Strategy* (2000) is excellent farming land and should be retained for farming; and
- there is merit in identifying the land south-west of the Brookton townsite (west of the Great Southern Highway near Walwalling Road) for industrial use.

Key Issues

The key land use planning issues for Brookton include:

- preparing a flood study for the Avon River;
- encouraging higher densities in seweraged areas, where other planning considerations are suitably met;
- defining appropriately located rural residential and rural smallholding areas close to the townsite;
- provision of additional industrial land;
- opportunities for an intermodal facility and a rail link between Brookton and Kwinana;
- constraints and feasibility with the provision of upgraded power supplies and the provision/extension of reticulated sewerage and water;
- seeking improvements to the town centre and encouraging increased vitality;
- retention of heritage and character in the town; and
- the planning system supporting an upgrading of community/human and recreation services.

Opportunities

There are a number of opportunities for the Brookton townsite including:

- close proximity to Perth;
- approximately 710,000 vehicles pass through the town per annum;
- potential growth in day-tripper and stop-over visitations;

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- demand for industrial, residential, rural residential and rural smallholding subdivisions;
- its historical and future role as a transport junction;
- agricultural diversification; and
- a unique town centre streetscape.

Brookton Bypass

Given the area's topography and distribution of development, there are limited options for diverting heavy haulage traffic from travelling through the town. Even if a suitable alignment could be identified and secured, the Council is concerned that it would have a detrimental impact on the Brookton town centre and the local economy. Accordingly, there is no support for a bypass to the Brookton townsite in the Strategy period. The Council will however review major roads should an intermodal facility, inland freight terminal or rail link between Kwinana and Brookton be established.

Intermodal Facility

Brookton is strategically located as a transport junction, through road and rail, which may be enhanced with a possible Brookton-Kwinana railway (outlined in the below section). The Brookton Co-Operative Bulk Handling (CBH) is also increasing its capacity.

The Council supports the development of an intermodal facility, also called an "inland freight terminal" or a "freight handling facility", near Brookton. An intermodal facility is a major land-based storage and freight interchange. An intermodal facility requires detailed planning, environmental and servicing studies to appropriately address issues relating to the site, transport access and off-site impacts. In terms of locating an intermodal facility, siting considerations include to:

- maximise the efficiency of transport by locating freight handling facilities adjacent to the primary freight network including road and rail;
- minimise the overall demand for movement of goods through co-location of related facilities, including manufacturing/processing, packaging, storage and inter-modal transfer;
- allow for the unimpeded operations of freight handling facilities; and
- minimise the adverse impact on existing and future freight handling facilities, by segregating such facilities from residential, commercial and community uses, both existing and proposed.

Possible Rail Link Between Brookton and Kwinana

Following the Grain Freight Review, there is the potential for a railway line between Brookton and Kwinana to ease the predicted longer term potential for congestion on the existing railway line into Perth. Accordingly, the Council supports State Government agencies and other entities undertaking a feasibility study, cost benefit analysis and a planning/environmental assessment to determine the potential of a rail link between Kwinana and the Brookton district.

Should relevant issues be appropriately addressed, the Council supports the commissioning of a detailed transport study to determine the preferred alignment and land requirements. Should the rail link proceed, the Council will review opportunities and land requirements in relevant parts of the district and will support affected landowners being appropriately compensated for loss of land.

6.10 Beverley Townsite

Preliminary Community Feedback

Preliminary community feedback (refer to Attachment 2) includes that:

- there is support for Beverley to expand in population and support associated development (if it occurs appropriately);
- there is support the provision of additional hobby farms;
- many hobby farmers have considerable resources and wide ranging skills;
- there is a need to encourage job creation and economic development;
- there is a need for drivers of economic growth;
- there is a need to look at opportunities for buildings, especially shops, which are empty including residential/mixed uses, recreation/community uses. There is a corresponding need for Local Planning Scheme support for mixed use development;
- many people want to live in town to be in walking distance of facilities or be within a short drive (less than 5 minutes); and
- many people want 1 – 2 acres of land with space for a shed, vegetable garden etc.

Key Issues

The key land use planning issues for Beverley include:

- Beverley continuing to function as a rural service centre, with a focus of lifestyle living and tourism;
- encouraging higher densities in sewered areas, where other planning considerations are suitably met;
- defining appropriately located rural residential and rural smallholding areas close to the townsite;
- provision of additional industrial land;
- taking account of the 1:100 year floodway for the Avon River;
- constraints and feasibility with the provision of upgraded power supplies and the provision/extension of reticulated sewerage and water;
- seeking improvements to the town centre and encouraging increased vitality;
- retention of heritage and character in the town;
- opportunities for airfield precinct development;
- redevelopment and/or reuse of the old racecourse;
- aggregating noisy motorsports into a precinct;
- securing a heavy haulage bypass for traffic to the east of the Beverley townsite; and
- the planning system supporting an upgrading of community/human services.

Airfield Precinct

The Shire operates the Beverley Airstrip located south-east of the Beverley townsite.

Preliminary community feedback reveals that some people want the airfield retained in its current location and enhanced to contribute to economic development, while other people want it relocated given it creates noise impacts to residents.

Residents in support of the airfield in its current location note it has been there for ages, people were aware of it before purchasing and people typically get used to the noise. Those opposed to the

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airfield also note the Council has allocated a considerable amount of money annually to operate the airfield which is not typically used by Beverley residents.

There is no readily identifiable alternative location for the airfield, given the constraints of the rolling topography near Beverley along with the distribution of dwellings. There is also no funding to secure any land and to construct the airfield. If a suitable alternative location and funding were secured, there may be an opportunity in the longer term for relocating the airfield.

The airstrip is an important component to boost the area's tourism profile and business opportunities and accordingly its continued operation is supported.

Subject to landowner interest, there are opportunities for appropriate development within the airfield precinct (for additional hangers and airstrip related industries) and the adjacent industrial land. To progress matters, a concept plan/Airport Land Use Strategy should be developed to address land use around the airstrip. Additionally, a feasibility plan should also be prepared. There may be opportunities for partnerships and the development of land for light industry, tourism and aviation services.

Noisy Motorsport Precinct

The noisy motorsports precinct, located south of the Beverley townsite, comprises the motocross and the motor cycle facility. There is the potential for similar uses to be aggregated into the precinct and managed as a composite facility. This has the advantage of minimising land use conflict through combining related recreational activities with noise impacts in an identified precinct. To progress matters, a concept plan and feasibility plan should be prepared.

Old Race Course

The old race course is no longer used for racing purposes. It is a large site close to the Beverley townsite and offers the potential for alternative uses. While there is a need for further investigations, it appears the site has tourism potential which may include as a site for accommodating tourists and visitors in motor homes. The site may also have opportunities for equestrian or animal welfare purposes. To progress matters, a concept plan and feasibility plan should be prepared.

Beverley Bypass

The Council does not support a north-south bypass associated with the Great Southern Highway. The Council is concerned that even if a suitable alignment could be identified and secured, that it would have a detrimental impact on the Beverley town centre and the local economy.

However in terms of east-west traffic, towards Mawson and Quindanning, the Council would prefer to see heavy haulage vehicles reduced or even removed from the Beverley town centre. This is in order to make the town centre safer, increase amenity and add to its attractiveness. To achieve this, a heavy haulage route (bypass) would need to be developed.

The District Rural Strategy (2000) showed a bypass in the form of a "new major road alignment" on the growth strategy map for the Beverley townsite. The Strategy Plan highlights the need for a second bridge over the Avon River and the expected need to provide an east-west heavy haulage bypass for the Beverley townsite.

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More investigation is required for the final alignment to consider environmental issues, the river crossing, land acquisition issues and feasibility. There is no current commitment or funding from the Council or Main Roads Western Australia (MRWA) to construct the bypass.

A bypass is unlikely to be developed in the foreseeable future given the challenges of topography, existing development, environmental assets, river crossings and funding. The Council will however work with MRWA to contribute to a more detailed investigation of cost-benefits of establishing a bypass as opposed to a continuation of heavy haulage traffic through the Beverley town centre.

7.0 SUSTAINABILITY

7.1 Striving for a More Sustainable District

The Council is striving to achieve a more sustainable district. The core requirements of sustainable communities are economic development, healthy and productive rural landscapes, water resources, community development and leadership and collaboration. Balancing growth and land use change with increased rural production and protecting valued landscapes and environmental assets can be assisted by measures including:

- promoting profitable and sustainable rural industries;
- supporting diversified economic development opportunities for rural communities;
- raising awareness of the interdependence between rural areas and townsites;
- improving on-farm water use efficiency and vegetation management;
- developing rural infrastructure; and
- improving the delivery of government services to the district.

The condition of our surroundings has a direct impact on the quality of life. Further, the conservation and improvement of the natural and built environment brings social and economic benefit for local communities. Planning should contribute to the retention and use of land in an ecologically sustainable state. In achieving this, it will be necessary to pursue best management practice in terms of land carrying capacity and sustainability, conservation of soil and water quality, rehabilitation of degraded areas and protection of remnant vegetation, both on privately owned land and on land managed by State Government agencies and the local government.

Planning and developing communities involves not only the built environment, but how people live and work together, form relationships, develop their community over time, and deal with and respond to change. The Council will support strong, functional and connected communities in partnership with the local community and other stakeholders.

There is a strong relationship between sustainable development and good design. Design considerations are separately considered in section 11.2.

The Strategy seeks to maintain and improve the local environment and help to mitigate the effects of declining environmental quality through positive strategies (policies) and actions on issues such as design, conservation and the provision of public spaces.

7.2 Assessing Planning Proposals

The Council seeks to enhance the environment as part of planning proposals. Significant adverse impacts on the environment should be avoided and alternative options which might reduce or eliminate those impacts pursued. Where adverse impacts are unavoidable, landowners/developers and servicing authorities should consider possible mitigation measures. Where adequate mitigation measures are not possible, compensatory measures may be appropriate.

To strive for sustainable development, the Council will take a holistic approach in the assessment of proposals using social, economic and environmental factors. Proponents will need to demonstrate how their proposal suitably addresses sustainability before it receives support from the Council.

7.3 Avoiding Land Use Conflicts

A key component of sustainability is avoiding or minimising land use conflicts. Accordingly, a key component of the Strategy is seeking compatibility with adjoining/surrounding land uses. Future development within the district should take account of matters including impacts that generate nuisance and risks and identify the extent of such impacts. As an example, additional housing in rural areas can compromise agricultural production and can sterilise rural land. There is accordingly a need to ensure that existing agricultural areas are protected and broad acre farmers are able to exercise their operational needs effectively and appropriately. The EPA's *Guidance Statement 3 Separation Distances between Industrial and Sensitive Land Uses* and the Department of Health's *Separation of Agricultural and Residential Land Uses (2012)* can assist in determining buffer distances.

Without strategically identifying appropriately located rural residential and rural smallholding land and addressing issues, conflict between peri-urban development and agricultural production can be one of the biggest challenges to on-going productive agriculture. Identifying potential land use conflict and minimising the impact of new development on existing land uses is a fundamental role of the Strategy.

8.0 NATURAL RESOURCES AND ENVIRONMENT

8.1 Section Introduction

This section considers the state of the environment and the main planning implications which are then used to inform the aims, strategies (policies) and actions of the Strategy. There are a number of natural resource and environmental issues including salinity, land degradation, water logging, loss and retention of remnant vegetation, loss and threat to fauna, weeds, protection of public drinking water source areas, protection of wetlands, water quality and quantity, dieback disease, wind and slope erosion and community involvement in natural environmental management.

The district contain a number of environmental assets including remnant vegetation, rivers, waterways and wetlands. The diverse natural environment of the district is of great value to the local communities. The area's biodiversity is one of its most important assets and its landscape, plants and animals assist in creating a "sense of place". The Council considers that the most significant environmental issues relate to the management of water and the retention of biodiversity. Key environmental assets are a constraint on relevant properties and for certain types of development.

Natural resource management issues vary in scale. Some are capable of being managed locally, such as through changes in landholder practices, while larger scale catchment problems are often associated with water management.

Attachment 3 sets out the *Physical Characteristics Study* prepared by Land Assessment Pty Ltd (1998).

8.2 Water

Overview

Groundwater and surface water are finite resources. They have limits to their availability and suitability for use. Demand for water resources will increase as the population and economy of the district expand. Corresponding, there has been a trend of declining rainfall. One of the major challenges for the district is sustainably managing its water resources. Effectively managing water will, in part, require a coordinated approach with land use planning.

Water availability is a major consideration for land use, in particular the availability of drinking water to support development and new growth. Water for industry and business use is also critical to the emergence of new industries. Various industries require water of differing quantities and qualities. The district has water supplies of varying quality. As technology progresses, the treatment of water for use by industry may become a more viable option. The other major user of water is the environment, and water supplies must also be allocated to environmental processes.

Surface Water

The *Rights in Water and Irrigation Act* sets out statutory rights and responsibilities in regard to surface water. The Department of Water (DoW) has licensing and control powers over watercourses and wetlands in proclaimed areas. The district is located within an area that is proclaimed under the Act. The Act controls the taking of surface water or any interference with the beds and banks would require licensing or the issue of a permit.

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Landowners who have access to rivers and watercourses have riparian rights which allow the extraction of water from the river/watercourses for stock and domestic purposes, however taking water in excess of riparian rights e.g. for commercial purposes requires a licence. Prior to any development, advice should be sought from the DoW on their licensing requirements.

The construction of dams on and off waterways impacts water flows and can impact “environmental flows” and downstream water quantity. Clearing of riparian vegetation can also impact on water quality including increasing salinity and disturbing acid sulfate soils.

The current Town Planning Scheme contains provisions requiring planning approval for any land works that affect water flow. There are however issues with Shire resourcing to effectively address this matter other than in townsites.

Groundwater

A potential water source has been identified in the deep sands at Mount Kokeby (Maitland Swamp). Currently there is some utilisation of this resource. There is however a lack of technical information and associated understanding as to the extent of the resource, how it contributes to fresh water in the Dale River and Avon River and what is a sustainable allocation. A hydrological study is required to determine the sustainability of proposals to commercially extract groundwater and the effect of potential proposals on groundwater and surface water. Accordingly, the Council seeks the support of DoW to undertake a hydrological/hydro-geological study of the aquifer in the Mount Kokeby (Maitland Swamp) locality to determine its role in the hydrology of the catchment and to ensure the water resource is sustainably managed.

Sustainable Water Management

The *Better Urban Water Management* document was released by WAPC in 2008 to aid the integration of land use and water planning systems, and implement *SPP 2.9 Water Resources*. This document outlines policy principles and design criteria that should be applied throughout the district. Application of the document seeks to ensure consideration of total water cycle management at an appropriate scale and level of detail at the various stages of the planning process.

The Council is committed to promoting and encouraging more sustainable use of water resources. For instance, new subdivision and development should apply Water Sensitive Urban Design (WSUD) principles.

The protection of both surface and groundwater resources is an important environmental principle for the Strategy.

There are a number of opportunities to protect and seek to enhance water quality and sustainable water use in the district. Significantly, it will require a partnership approach between the community, landowners and other stakeholders.

Catchment Management

The most effective way to manage water quality is through integrated catchment management. This requires the catchment to be managed as a whole across the diverse range of social, economic and ecological activities that occur. This is beyond the scope of this Strategy. There are, however, a number of management activities that can be implemented through land use planning to improve water quality.

Role of Land Use Planning in Water Management

The land use planning system can contribute to improving water quality through measures including:

- ensuring that new development and subdivision are appropriately located and serviced;
- establishing/maintaining vegetative buffer areas adjoining rivers, watercourses and wetlands;
- requiring fencing to assist revegetation;
- requiring foreshore reserves (particularly in and near the Brookton and Beverley townsites);
- requiring the preparation and implementation of Local Water Management Strategies and Urban Water Management Plans;
- requiring “silt traps” at the point of entry of a tributary; and
- supporting River Recovery Plans.

In time, a District Water Management Plan will be prepared which is expected to address or progress the range of water issues in the district. Key considerations include the approach to flood management, the construction of dams, stormwater management, public drinking water source areas, environmental water requirements and water recycling.

8.3 Public Drinking Water

The district contains two public drinking water source areas (PDWSA) proclaimed under the *Country Areas Water Supply Act*. These are both in the Shire of Brookton and are the Brookton Happy Valley Water Reserve and the Brookton Reservoir. These water sources are identified in the Strategy and will require protection through the new Local Planning Scheme. Land use planning will seek to ensure that further intensification within the PDWSA is consistent with best management practices to minimise contamination risks.

The PDWSA have restrictions on land uses that are permitted in them. Applicants proposing development in the PDWSA should be aware of the restrictions in these areas and refer to the relevant Water Source Protection Plan. All development proposals within the PDWSA that are likely to impact on water quality and/or quantity, or are inconsistent with Water Quality Protection Note – *Land Use Compatibility in Public Drinking Water Source Areas* or *SPP2.7 Public Drinking Water Source Policy* should be referred to the DoW for advice and recommendations.

The Brookton Happy Valley Water Reserve is located north-east of the Brookton townsite. All of the land within the reserve is in private ownership. Animal grazing and broad acre cropping are the dominant land uses. The reserve currently consists of two production bores and a monitoring bore that draw water from this locally recharged shallow, unconfined aquifer system.

The Brookton Reservoir is located on a tributary of the Avon River. The Water Corporation has freehold ownership of a portion of the PDWSA. The remainder of land located within the upper reaches of the catchment is in private freehold ownership and has been cleared for agricultural use. Cereal cropping and sheep grazing are the dominant types of land uses.

8.4 Flood Risk

Parts of the district are subject to flooding. There is however limited technical information available on flood risks. The DoW has undertaken an assessment of flooding risk on the Avon River for the Beverley townsite. There is however other land in the Shire of Beverley, which has not been formally mapped, that also has flood risk.

There is no flood mapping for the Shire of Brookton including the Brookton townsite. The Strategy seeks to address this through supporting a flood study for the Brookton townsite and areas allocated for rural residential and rural smallholding development.

Some houses, building and infrastructure in the district are built on the river floodplain and are potentially threatened by flood damage. Parts of the Brookton and Beverley townsites are within the 1:100 year flood level.

The Strategy seeks to reduce the risks to property and the hazards associated with inappropriate development and use of flood prone land. To address flooding risk, requirements include:

- the Council will adopt a precautionary approach to minimising flooding risk to people and property;
- the Council does not support new buildings being located within floodways or on flood-susceptible land. The Council will only consider development in floodways in exceptional circumstances, such as where an existing title is completely within the floodway;
- that habitable levels are to be at least 0.5 metre above the 100 year ARI flood level;
- where floodplain mapping is not available, the Council will require that proponents proposing development adjacent to waterways should demonstrate, through the provision of technical investigations, that the development will be safe from flood risk and will not increase the risk further upstream or on other properties; and
- the retention and enhancement of waterways and native vegetation.

8.5 Rivers, Watercourses and Wetlands

The district contains various rivers, waterways and wetlands which provide water supplies, natural drainage of land, recreation and tourism opportunities, cultural importance, natural beauty and habitat and wildlife corridors. They are an important landscape attribute that assists to define the district's sense of place. They are also important natural resources, containing significant environmental assets which perform hydrological and ecological functions, which should be conserved and enhanced.

The retention of vegetation adjacent to rivers, watercourses and wetlands and other natural areas is required and the Council encourages replanting. This can assist with biodiversity and could assist with addressing implications of a changing climate.

Land use planning provides opportunities to enhance rivers, watercourses and wetlands including through:

- negotiating property boundaries to be set back from the river to allow wider revegetation of riparian zones;
- establishing foreshore reserves which vested in the Crown (particularly in and near the Brookton and Beverley townsites); and
- creating new reserves where conservation programs can be implemented.

When a proposed development is situated adjacent to a waterway, it is general practice to request a foreshore management reserve. While many of the older titles give ownership across the rivers and watercourses, when planning proposals are made, foreshore reserves have been created to protect the environmental, social and economic values. The Council will generally seek a foreshore reserve (as considered appropriate by the Council and/or WAPC) within the Brookton and Beverley townsites or for rural residential/rural smallholding proposals as a condition of approval, where a

proposal includes land containing or adjoining a river, watercourse or wetland with the reserve ceded to the Crown. The width of the foreshore reserve should reflect the natural topographical or other environmental features.

The Council notes that rivers, watercourses or wetlands provide opportunities for revegetation which can assist to:

- maintain and improve water quality by reducing sediment, nutrient and pollutant loads in runoff from adjoining areas;
- reduce surface water runoff from surrounding land;
- maintain and enhance hydrological and ecological values; and
- provide habitat and shelter for local fauna and reduce disturbance to fauna from surrounding development.

Some key actions to achieve revegetation include:

- plant floodway/open space areas with local native species;
- extend replanting adjoining areas of remnant vegetation to provide protection and to assist maintenance; and
- establish a range of plant types within each area to provide treatments appropriate for the proposed use and management of the area.

There are significant opportunities to add value to the river environment by revegetation. Fencing is the most cost-effective way of enabling natural regeneration and protecting riparian revegetation to protect them from erosion, sedimentation and pollution. It also allows for controlled grazing for fuel load reduction in area with fire risk.

Fenced areas will regenerate naturally over time, or can be replanted with native trees and shrubs. The vegetation helps to control soil erosion along the river, and provides habitat for wildlife.

The Council supports land management and farming practices which minimise the flow of saline water, sediments and pollutants into watercourses.

8.6 Salinity

Salinisation has sterilised some land resources in the district. Salinity impacts agricultural productivity, degrades water resources, native vegetation, damages buildings and infrastructure and is detrimental to landscape qualities. Salinity is largely a result of widespread clearing of native vegetation for agricultural purposes which resulted in changes to the hydrological balance in the landscape. Native vegetation has been replaced by shallow-rooted annual crops which use less water. The hydrological imbalance causes groundwater levels to rise. This can mobilise salt stored in the soil, bringing both water and salt closer to the surface where a range of impacts occur.

The *Salinity Strategy for Western Australia* identified dry land salinity as the greatest environmental threat facing Western Australia. Salinity threatens the social, environmental and economic sustainability and productivity of land, water resources and biodiversity.

The salinity problem is large and complex, and cannot be resolved by isolated actions, however positive actions at the regional, district and local scale can be undertaken.

Addressing the hydrological imbalance associated with salinity, to maximise the sustainable productive use of water, may require changes to traditional farming.

The Strategy seeks to assist in contributing to restoring saline affected land and water through various measures.

8.7 Native Vegetation and Biodiversity

The natural landscape from pre-European settlement times has changed significantly due to clearing for agriculture, forestry and other uses over many years. Extensive clearing has resulted in a reduction of habitat for animal and plant species. The removal of native vegetation impacts biodiversity and it can also dramatically change the water balance of an area.

Biodiversity may also be lost through a range of development and impacts including:

- urban and rural living development;
- new transport and infrastructure projects e.g. power lines, roads and dams;
- salinity associated with groundwater and surface water supplies;
- bushfire;
- diseases and weeds; and
- climate change including the reduction of rainfall in the district.

The district forms part of the Southwest Australia Biodiversity Hotspot which is globally significant due to its diversity of plants, animals and habitat types. The district contains various biodiversity assets, including declared rare and priority flora and threatened fauna. The retention of biodiversity is vital to the integrity of the natural environment. The environment should be maintained and where possible enhanced.

Although many of these environmental assets are contained in conservation reserves, others are located on private land and may be subject to future clearing or degradation. Biodiversity conservation therefore involves a cooperative approach between State Government agencies, local government, landowners, and non-government organisations involved in land management and land use planning.

Remnant vegetation is protected under the *Environmental Protection Act 1986* and the *Environmental Protection (Clearing of Native Vegetation) Regulations 2004* unless it is exempt or a clearing permit is issued by the Department of Environment Regulation (DER)

The Council considers that the protection of remnant vegetation and the retention of biodiversity is a high priority in the district. Additionally, the Council considers that there are opportunities to retain remnant vegetation on private property. The opportunities are greatest where they revolve around the concept of environmental corridors which is further considered in section 8.8.

The Strategy recognises that the conservation of the remaining native vegetation is important for its ecological, recreation, social and economic values (both on public and private lands). The Strategy seeks to ensure that development and other land use activities do not cause loss or degradation of areas with significant biodiversity values and that the overall biodiversity values of the district is enhanced over the longer term.

Land use planning has an important role in assisting to achieve biodiversity conservation outcomes including through:

- supporting the retention of remaining native vegetation;
- identifying and protecting natural areas with significant biodiversity values;
- directing development away from areas containing key environmental assets;
- supporting and requiring revegetation to restore ecological values;
- supporting the creation and management of environmental corridors;
- controlling the impacts of land uses on key environmental assets;
- requiring a spring flora survey for areas of known or a high likelihood of rare or priority flora before any development/construction takes place;
- requiring fauna surveys; and
- the provision of conservation lots as set out in SPP 2.5 and DC3.4. This gives the preservation of bushland an economic value by providing a limited subdivision incentive, by the creation of a conservation lot, in exchange for protecting bushland.

8.8 Conservation/Environmental Corridor

Environmental corridors, also called ecological linkages, or biodiversity corridors, are an important component in maintaining biodiversity and species decline that are often caused by habitat fragmentation and isolation. These are areas which consist of environmental assets and values worth conserving and protecting for the future. The environmental corridors also have landscape significance which assist in providing a sense of place and can offer the potential for appropriate low-key recreational uses.

The objective of the environmental corridor is to connect natural areas with continuous corridors of native vegetation in ways that allow fauna to move between these areas to access resources and suitable habitat for survival.

There are opportunities for the establishment and protection of environmental corridors in different parts of the district. The Council supports existing corridors protected and enhanced along with identified environmental corridors being established. There are also opportunities to strengthen and extend the environmental corridors through measures including replanting, fencing and appropriately locating development.

Consideration needs to be given to the extent, use, tenure, management and funding the conservation of the environmental corridors. Key considerations include landowner aspirations, available funding for acquisition, sufficient funding for effective on-going management and the significance of the environmental assets.

The land classified as Conservation/Recreation and Landscape Protection on the Strategy Plan shows some of the sites where remnant vegetation and other environmental assets should be conserved and areas restored. The properties include both privately owned and publicly managed land. It should not be implied that privately owned properties will be acquired by the State Government or the local government.

Typically, the environmental corridors will remain in private ownership and management. To achieve appropriate conservation, supported measures include conservation covenants, conservation lots and seeking partnerships with natural resource management groups and others.

Management by landowners could occur following the formulation of specific guidelines, or through a partnership with relevant organisations (e.g. State Government, local government and local conservation groups). Funding for landowners and relevant organisations may come from the State Government, Shire, grants and programs.

Some land within the areas designated as Conservation/Recreation and Landscape Protection is expected to come into public management. In some situations, public ownership can provide the best opportunity to address biodiversity. The planning, acquisition and management of these environmental corridors and land with high conservation assets is typically the responsibility of the Department of Parks and Wildlife.

8.9 Geology, Minerals and Basic Raw Materials

The dominate rock types in the district are granite, layered gneiss, granulite and migmatite (see Attachment 11). The layered gneiss and migmatite contain both sedimentary and igneous components. The district contains kaolin and bauxite. Sand and clay along drainage lines, mainly in the eastern areas, are important sources of construction materials for the Perth metropolitan region.

The Department of Mines and Petroleum (DMP) database has two recorded operating mines, namely Kokeby Clay and Tianco Sand in the Shire of Brookton. There are twelve other mines, prospects and deposits in the district. Further information is available at www.dmp.wa.gov.au/4990.aspx

DMP (2013) advise that the geology of the district is not suitable for gas or petroleum as the district is not underlain by the Perth Basin. Accordingly, there are no proposed shale gas mining, fracking or petroleum exploration activities in the district.

Basic raw materials, such as gravel and sand supplies, are highly valued for construction industries and community purposes. These resources require protection from forms of development which would sterilise their use.

In the interest of sustainable development, it is preferable to responsibly exploit minerals and basic raw materials prior to any possible urban, rural living and other development. Mineral development and extraction of basic raw materials are different from other forms of development because they can only be worked where they naturally occur. Accordingly, areas that contain or are prospective for minerals or contain basic raw materials should be conserved wherever possible. Minerals and basic raw materials should not be sterilised by incompatible development which makes it unfeasible to extract in the future.

Key extraction/quarrying issues include noise, dust, impacts on water quality, water quantity, visibility and vibration/impacts on structural integrity (if blasting is used). There is a corresponding need for appropriate buffers between basic raw materials and mining extraction and sensitive uses in the district.

It is highlighted that the Council does not approve, or impose conditions, on mining proposals. Mining proposals are considered and as appropriate approved under the *Mining Act 1978* by the Minister for Mines and Petroleum and as delegated to DMP. In comparison, the Council will assess proposals for the extraction of basic raw materials on freehold land.

8.10 Acid Sulfate Soils

Acid sulfate soils are naturally occurring soils and sediments containing sulphide minerals, predominantly pyrite (an iron sulphide). In an undisturbed state, below the watertable, these soils are benign and not acidic. Inappropriate disturbance of these soils, causing oxidation of the pyrites, can however generate large amounts of sulphuric acid and leaching of contaminants naturally

occurring in soils. The release of these reaction products can be detrimental to ecosystems, human health and built infrastructure.

Acid sulfate soils are known to occur where there are groundwater discharge features and are also likely to be associated with wetlands. Acidic drainage is also a major issue in the district. It has the potential to cause serious harm to waterways and wetlands in the district if these environmental assets are used to receive discharge from deep drains that have or are being constructed to mitigate the effects of dry land salinity. Acidic drainage should be appropriately treated before discharge to waterways or wetlands.

The WAPC *Planning Bulletin 64 Acid Sulfate Soils* indicates that the dampland and wetland areas have a high risk of having acid sulfate soils. Development of these areas should be avoided wherever possible. If excavations do occur in these areas, a detailed investigation and management plan will be required in accordance with DER guidelines.

8.11 Landscape

The district has a picturesque landscape due, in part, to its undulating topography, farmland, rivers, conservation areas and State Forests, and the way in which these blend together. The western section of the district is covered by State Forest, National Park and conservation reserves. The Wandoo National Park is located, in part, in the western section of the Shire of Beverley.

The visual amenity and landscape integrity of the district is an important asset. The quality of these attributes directly relates to the tourism and recreation industries and they support the area's lifestyle. Additionally, the area's landscape and visual amenity, combined with its culture and heritage, provide a strong sense of place to locals and visitors.

Residents and visitors value the combination of diverse and culturally significant landscapes that shape the district's economy, culture, liveability and lifestyles. The quality and range of landscapes in the district are reasons for migration into and people visiting the area. To remain attractive and functional, the district's landscape should continue to support values such as biodiversity, rural production and scenic amenity.

New land uses, such as wind farms or extensive tree farms, will alter the visual character of the area. There may also be cumulative changes in existing uses or land management practices.

Large areas within the district are visible from major roads and key tourist drives, in particular the Great Southern Highway and the Brookton Highway. Given the importance of retaining landscape qualities, the Council will seek to limit more intensive use of land within areas considered to be of landscape value. In particular, the Council will seek to ensure that visual protection of key landscape vistas and "gateways" are suitably addressed especially when viewed from the Great Southern Highway and the Brookton Highway. The protection of the view sheds (vistas) from inappropriate development is considered essential to retain the rural character and visual amenity of the surrounding landscape. To achieve this, the Council will seek to appropriately control the location, nature, density, scale of development and subdivision.

The viewing experience of perceiving the landscape should be considered, along with the potential for insensitive development to devalue the landscape resource along with associated economic and social values.

New or changed uses may adversely impact on the valued characteristics of significant portions of the landscape or views, or they may further detract from those areas already considered to need enhancement. They need to be identified and to use adapted guidelines to assist in sensitive siting and design in the landscape. The publication *Visual Landscape Planning in Western Australia: A Manual for Evaluation, Assessment, Siting and Design* (2007) should be referred to. For instance, development on ridge lines, inappropriate rural residential or rural smallholding development or proposals which remove remnant vegetation may lead to the creation of an unattractive environment, which is unpleasant to live and work in and deters visitors to the area.

The Council will require, as considered appropriate, proponents to prepare visual impact assessment in accordance with the WAPC's Visual Landscape Planning Manual. This Manual has been developed to address visual landscape in the planning process and provides guidelines for siting and design in relation to a range of landscape types and land uses. The Council will have due regard to this manual when assessing relevant applications and proposals.

Statutory protection of valued landscapes can be achieved through Special Control Areas in Local Planning Schemes.

Due to topography and vegetation, portions of the district which are valued for their landscape qualities are however subject to extreme bushfire risks.

8.12 Bushfire Management

Fires represent a major hazard in the district. Fire management strategies are essential to protecting both the built and natural environment from uncontrolled fires, and can be assisted by land use planning.

The Council endorses a precautionary approach to fire risks. The Council will seek to control the location of development and use of land to avoid placing inappropriate developments in areas that have moderate and extreme fire risks. The Council will consider fire hazard in the context of other considerations such as environmental impact, vegetation retention and landscape protection. The Council does not support proposals in areas classified as "extreme" fire risk without permanent and realistic hazard level reduction measures being implemented, that can be sustained in the opinion of Council to reduce the hazard level to an acceptable risk level.

Fire hazard should be given particular attention in the preparation of structure plans, scheme amendments and subdivision proposals.

Bushfire management planning for development proposals should address relevant matters as relating to the site and the proposed use. This may require the provision of adequate reduced fuel areas around buildings and separation between developments and conservation areas. It may also require the provision for firebreaks, adequate fire vehicle access and fire hydrants or stand pipes and tanks.

The Council supports the need to commission a bushfire hazard assessment and associated mapping for the district to assist:

- to better manage risks and address liabilities;
- in the implementation of the Strategy and associated structure planning and scheme amendment requests;

- to assist the Council and the Shire administration in the assessment of Planning Applications and Building Permits; and
- the local government undertake its statutory responsibilities.

The Council will work with relevant agencies and community groups to minimise fire risk.

8.13 Adapting to a Changing Climate

In the south-west land division of Western Australia, there has been an increase of average temperatures by 0.8 degrees since 1910. Rainfall in the south-west land division has also decreased by 10-20% since 1975.

Potential symptoms of a changing climate within the district may include, but not be limited to, increased temperatures, reduced annual rainfall and increased frequency and intensity of bush fires and storm events e.g. flooding risk. A changing climate has wide reaching implications for development and land use in the district. For example, this may include changes in:

- agricultural productivity and water availability;
- the suitability of the area for land uses such as tree farms;
- settlement patterns, which will be affected by fuel costs, changes in land use and environmental constraints such as flooding;
- diminished water resources that will directly affect surface and groundwater supplies and the amount of water available for domestic, commercial, industrial and agricultural uses. New measures will need to be considered to reduce the amount of water used in all facets of life including a better design of buildings, water efficiency and increased water re-use;
- impacts on biodiversity values and management issues such as fire, dieback, weeds and soil salinity; and
- risk management in response to floods, bushfires and mosquito-borne diseases.

Effective planning seeks to pre-empt anticipated key changes and better assist communities to adapt to changing circumstances, including anticipated changes in the area's climate. Appropriate management of the risks, associated with these anticipated changes, is critical throughout the development process. Adaptation measures may assist to reduce the implications of the most serious consequences of climate change.

The Strategy has incorporated various measures to assist in combating possible impacts of climate change including:

- restriction of development in the known floodway and flood risk areas;
- upgrading of the stormwater drainage system and application of WSUD principles in new developments to cope with increased flows in storm events;
- addressing bushfire risks;
- rehabilitation of rivers, watercourses and wetlands with the aims of maintaining and enhancing hydrological and ecological values, reducing surface water runoff from surrounding land, providing habitat and shelter for local fauna and reducing disturbance to fauna from surrounding development;
- maintaining remnant vegetation that has adapted to survive in extreme conditions;
- creation of environmental corridors to allow movement of fauna and to maintain the biodiversity in the area; and
- innovative and efficient housing design to ensure bushfire safety, increase energy and water self-sufficiency.

Farming in the district is inextricably linked to a changing climate. An agricultural businesses success in producing food in this changing environment will be based upon its capacity to respond to this variation. To date, the district has been adaptable which has allowed food production to address to a variable and changing climate.

Climate change could be viewed as a risk to resources but also as an opportunity for the use of agricultural land for carbon sequestration.

Climate change is an emerging global biodiversity issue that is currently being researched on a worldwide basis. It is important that research outcomes impacting on the district are monitored and, if necessary, changes to land use planning and development policies are put in place to respond to potential threats.

Currently no State Government policy exists to guide local government on climate change. However, it is widely recognised that current development will need to be adapted and future development will need to include measures to address a changing climate.

The Council will show leadership and work in partnership with the community, agencies and other stakeholders to contribute to reducing and managing climate change risks, along with seeking to maximise opportunities and to adapting to risks.

8.14 Peak Oil

Most of the world, including Australia, is now dependent on a diminishing number of oil-producing countries for their oil needs. In more recent years, technology and feasibility have allowed the extraction of shale oil in parts of the world. Most commentators advise that current rates of global oil production are predicted to decline in the medium term. It is expected that Australia does not have enough oil to meet the nation's needs. As a result, the Western Australian and the district economy are expected to become more dependent on imported oil and oil based fuels. This puts the district, along with much of the world, at risk from changes in the supply and price of oil. This, in time, is expected to have increasing economic and social implications for individuals, communities and nations.

There is no easy solution to replacing oil-based fuel and products with other energy sources for transportation, although bio-fuels (which may come from the district and the Wheatbelt) are expected to assist.

A number of opportunities are supported through the Strategy to assist in building a district that is more resilient to oil supply vulnerability. This includes measures to reduce greenhouse gas emissions from transport fuel consumption. Opportunities include through adopting patterns of settlement planning that reduce the need to travel and the distance travelled and by increasing the provision of active transport (cycling and walking).

8.15 Contaminated Sites

A search of the DER's Contaminated Sites database revealed there are only a few contaminated sites in the district. The Council recognises that redevelopment and/or development of some sites may require the applicant to appropriately remediate contamination from past and/or existing activities.

8.16 Planning Implications

Planning implications relating to natural resources and the environment include:

- sustainably managing water supplies and seeking to address water quality where possible;
- to apply appropriate planning mechanisms to protect the habitats of endangered species and areas of high biodiversity values;
- generally protect areas of remnant vegetation from clearing;
- support the replanting of endemic species of vegetation in strategic locations such as waterways and public drinking source water areas;
- require remnant vegetation value assessment in local structure plans for urban, rural residential and rural smallholdings development;
- consider the widening of foreshore reserves, or requiring foreshore reserves, in assessing subdivision applications, rezoning and structure plans which includes land adjacent to waterbodies;
- as the district becomes increasingly popular with people choosing to leave the Perth metropolitan region and other areas for lifestyle or career changes, the district's natural environment must be conserved and managed in a responsible and sustainable manner;
- the need to address and limit impacts on areas of visual landscape value by new developments;
- to implement the measures as provided in the *Planning for Bush Fire Protection Guidelines (edition 2)* or any updates;
- consider the impacts of climate change on the environment and implement appropriate measures to limit the impact of those changes on an ongoing basis.

9.0 ECONOMIC DEVELOPMENT

9.1 Section Introduction

This section considers important components of the district economy and the labour market. In accordance with the preliminary community feedback, outlined in Attachment 2, it will outline opportunities for a more robust economy and the creation of local jobs. After considering broader interrelated matters, this section then outlines some of the sub-components of the district economy including industry, the town centre and tourism.

9.2 Changing Labour Market

The on-going break-up and changes in the labour force in recent decades, both in the district and throughout industrialised nations, indicates a transition from primary industries to secondary and increasingly tertiary industries. This is the result of post-processing and industry diversification and is amplified as a result of the district's peri-urban location.

The district's resident labour force has increased in recent years. While parts of the economy have downsized, e.g. agriculture, new employment opportunities have emerged mostly related to transportation and health services. Increasingly, parts of the district are a commuter locality. That is, people have chosen the district for lifestyle reasons and travel outside the district for employment.

9.3 Current Economic Context

Agriculture is the main driver of the district economy which is dominated by broad acre farming. The district has a mature broad acre agricultural industry which is supported by well developed, although now ageing, infrastructure (road, rail, water and power). The range of agricultural pursuits has generally broadened and diversified. Further details on agriculture are set out in section 12.

There is value adding of agriculture in the district including export hay facilities and a compost manufacturer. CBH has also invested significantly with the expansion of the Brookton bin as a strategic receival point.

The district economy is supported by service industries, including health, education and tourism, farm suppliers, machinery sales, transport, construction, steel fabricators and other manufacturing.

Aged care and health are also significant industries within the district. For instance, Beverley has a district hospital and Brookton has the Kalkarni Residency which both employ a considerable number of people.

Manufacturing is largely based on supplying and servicing the agricultural sector and processing local produce.

Brookton and Beverley are the service centres for the district and contain industrial areas. The Brookton and Beverley townsites are within commuting distance of each other.

The district has relatively high levels of economic self-sufficiency (the number of jobs available as a percentage of the working population).

9.4 Promoting Economic Development and Job Creation

Supporting Traditional and New Industries

The Council values traditional parts of the economy e.g. agriculture along with seeking new opportunities. The Council values and seeks to protect agriculture which will remain the key local industry into the foreseeable future. There is also community support for economic development and job creation. The Council supports local job creation and encourages greater diversification of the local economy to make it more “robust”. This includes supporting value adding of agricultural production, tourism, recreation, home based employment and rural living development. It is noted that an increasingly more diversified district economy, has a greater capacity to withstand fluctuations in the agricultural commodity markets along with seasonal factors.

Challenges

Before considering opportunities, it is highlighted that there are a considerable number of challenges associated with creating local jobs and diversifying the district economy. Land use planning and the Council can contribute, however it requires a holistic approach between the business sector, the community, stakeholders, service authorities, the State Government (including support through infrastructure provision) and the Council. Many key decisions that impact the economy and the labour market are made outside the district including global markets, exchange rates, interest rates, industrial relations tribunals, Commonwealth and State policies and on-going efforts of businesses to manage costs.

While noting this, the Council and the local community can assist in supporting and creating job creation and diversifying the economy. This includes promoting and supporting population growth/development along with sound local government administration.

It is also noted that growth in jobs can take considerable effort over the long term which can lag behind population growth. Lifestyle-based population growth, such as through the tree-change movement, can however stimulate jobs growth.

Opportunities

The district has a number of opportunities to create local jobs and diversify the district economy. The Council considers that to achieve sustained employment, that there is a need to respect and take account of factors including the district’s cultural, scenic and environmental assets.

Opportunities to create local jobs and diversify the district economy include:

- highlighting the district’s proximity to Perth, transportation links (road and rail), affordable land and its strategic location;
- highlighting that Brookton and Beverley represents what most country towns aspire to be, with a strong sense of community, good facilities and well-connected transport networks;
- building on the history and cultural heritage of Brookton and Beverley;
- exploring ways to re-position Brookton as a regional transportation hub; and
- working with the State Government to develop and sell vacant Crown land for both industrial and residential purposes.

Economic opportunities for the district may include:

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- grain processing – opportunities for value-adding to grain locally, however may need to compete with cheaper labour overseas;
- food processing precincts;
- transport and storage, especially associated with a possible intermodal facility at Brookton;
- horticulture – as Perth’s urban sprawl encroaches on land use for horticulture in metropolitan areas there is increased pressure to relocate these industries to peri-urban areas;
- alternative crop varieties;
- tree crops for harvest and carbon sequestration e.g. oil mallees for biomass harvest, olive oil, sandalwood. These may provide new income to farmers through carbon credits and bio-fuels;
- aquaculture – issues to address include a reliable power supply and feasibility;
- tourism and ecotourism - proximity to Perth provides opportunities to attract the day trip market of Perth residents, along with interstate and international visitors who are visiting/staying in Perth. This may require the provision of festivals, events and other attractions and promoting weekend shopping. Tourism is further considered in section 9.7;
- education and training;
- additional aged care and attracting a “lifestyle” village;
- mining and basic raw materials;
- energy capture, storage and distribution systems;
- manufacturing – access to key areas of primary production, proximity to Perth and possible servicing for mining and other industries;
- the provision of additional serviced industrial land;
- aviation;
- home based businesses;
- cottage industry and arts/crafts;
- promoting farmer’s markets; and
- opportunities arising from enhanced telecommunications.

Home Based Business

Home based businesses are a legitimate form of economic activity and should be encouraged if they comply with the Local Planning Scheme and are appropriately managed. Some people may use a home based business as a form of business incubator prior to locating to more formalised premises within the town centre. The new Local Planning Scheme should include the use classes of Home Office, Home Occupation and Home Business.

Governance

The role of the Council is to help foster the economic development of the district while seeking to conserve the environment and promote local community requirements. It is not the role of the Council to organise economic development, but it can facilitate and advise on the desirability of development.

Economic development needs to be consistent with the values of the community and recognising the historical context when considering potential development. The Council will seek to foster an increased entrepreneurial culture that plans business and development initiatives within sustainability values. There are economic development opportunities based on creativity and innovation. While innovation is important, existing industries such as farming are valued as the basis of the economic life of the district.

The Council will support incentives for population retention and attraction and business attraction for sustained business and community growth.

There is a need to develop a comprehensive economic development strategy which sets out priorities, responsibilities, funding, and the approach to marketing the district. The economic development strategy is expected to consider matters including a need to be receptive to niche and boutique industries, opportunities to promote small landholder business support activities (many have considerable resources and wide ranging skills), and the cost-benefit of funding a business incubator.

9.5 Industry

Current Situation

The district contains industrial areas accommodating light and general industrial uses, south of the Brookton and Beverley townsites. Most industrial operations in the area serve a district market. The district does not have an industrial estate of regional or State significance.

Historically, there are limited buffers to adjoining and nearby dwellings in some areas.

Zoned industrial land is nearing capacity. To resolve the shortage of industrial lots, some industrial uses have developed in rural areas.

Industrial Demand

A growing population will need a growing economy along with increased employment opportunities, including industrial development, to secure a prosperous future.

Preliminary community feedback indicates there is a shortage of light and general industrial zoned land in Brookton and Beverley. It is highlighted that it is difficult to gauge the demand for industrial land in the district over 10 – 15 years, especially given the changing nature of industrial development over a 15 year timeframe. The Strategy does however seek to identify sufficient land for Brookton and Beverley for the foreseeable future for a range of industrial uses. The Strategy seeks to provide opportunities for the growth of existing industries, along with the development of new industries and the attraction of firms from elsewhere.

The industrial land market in Western Australia consists of two broad categories of industrial activity which drive demand for industrial land. These are:

- population-driven demand, influenced by local and sub-regional communities and businesses, and
- strategic projects with markets extending beyond an immediate locality.

There is a need to plan for the future availability of adequate industrial land in the coming years. Additional industrial land needs to respond to population driven demand and should also consider the possible provision for strategic industrial requirements. For instance, there may be opportunities for an industrial estate of regional significance which is associated with a possible intermodal facility at Brookton (developing a rail link between Brookton and Kwinana) or opportunities in the agricultural sector. If developed, a future regional industrial estate would respond to demand from strategic projects and export orientated industries.

Preferred Industrial Locations

Based on the above, there is a need to provide additional industrial land near Brookton and Beverley. The Council considers the most appropriate location at Brookton is south of town near the Great Southern Highway, while at Beverley is it also south of town near the Great Southern Highway. The reasons include the sites:

- build onto the existing industrial area which provides greater certainty for the community as to industrial locations and investment decisions;
- provide opportunities for synergies between different industrial uses;
- have excellent accessibility via the major road system and the railway;
- are in close proximity to existing infrastructure thereby minimising the potential to duplicate services and infrastructure; and
- typically are located further from the townsite than existing industrial areas and generally have opportunities for increased buffers.

While noting the above, there are various environmental, servicing/infrastructure, landscape and other planning considerations that need to be suitably addressed to the satisfaction of the Council, the WAPC and possibly the EPA. This includes the provision of appropriate buffers to existing dwellings, addressing landscape impact, progressing transport and servicing considerations and preparing and implementing a water management plan. Should necessary approvals be obtained and the subdivision/development implemented, it is anticipated that the new industrial areas will be used for various industrial and storage uses.

If the demand for industrial lots was to outgrow the current increase in capacity, the Council considers that the most appropriate location for a further expansion of industrial lots for industrial uses requiring small and medium sized lots and with low to moderate impacts is to the south-west of Brookton. Longer term sites for industry may need be identified and “land banked” to prepare for the district’s employment and infrastructure needs before they become immediate.

Subject to the feasibility of a railway line between Brookton and Kwinana and/or a possible regional intermodal facility, there may be a need for a separate detailed investigation for industrial land requirements in the district (most likely near Brookton). The Council will consider on its merits a possible new site to accommodate industrial development for uses that may require larger lots and/or greater buffers to surrounding dwellings and “sensitive uses”. There may be a demand for large industrial lots for large manufacturers as lay down or assembly areas. While no regionally significant industrial site has been identified at this stage, which would be subject to numerous environmental, servicing/infrastructure, landscape and other planning considerations, the Council notes that key considerations with any proposals include:

- the provision of appropriate buffers to off-site dwellings and existing uses off-site (with buffers to be provided and managed by the industrial estate);
- avoiding key environmental assets including remnant vegetation and waterways;
- the provision of an appropriate sized area of flat to gently sloping land;
- access to sealed major roads with appropriate vehicular sight distances;
- the provision of required services including power supplies;
- landscape protection and addressing landscape impact; and
- addressing heritage considerations.

New industrial land uses, wherever located, should contain the impacts of their operations within their own site boundaries through appropriate siting of buildings, hours of operation and noise

attenuation measures. Appropriate buffers should also be established to control future development in close proximity to prevent incompatible land uses encroaching.

9.6 Town Centre

Current Situation

Commercial development within the Brookton and Beverley townsites historically and today has been linked to the agricultural sector. Commercial development in Brookton and Beverley typically serves a district commercial catchment along with some tourists and visitors. Due to through traffic along the highways, various Brookton businesses serve customers from outside the district.

Residents typically access regional and higher order commercial goods and services in Perth, Northam and Narrogin. Increasingly, people are accessing goods on-line.

It appears unlikely that Brookton and Beverley will achieve, in the foreseeable future, the level of commercial enterprise in the town centres that initiated the original construction of the shops. The reasons for this include changing technologies e.g. motorised transportation, with many people shopping in Perth and regional centres, and the rise of on line shopping.

There are various empty shops within the Brookton and Beverley town centres which detract from the general ambience of the area. There are opportunities to address the issue of vacant shop fronts including promoting mixed use development and non-retail uses.

Future Direction

The Council will seek to ensure that the Brookton and Beverley town centres continue to be the dominant commercial areas in the district. To accommodate anticipated population and commercial demand, the existing commercially zoned areas in the Brookton and Beverley town centres are likely to be sufficient in the foreseeable future. Should additional commercial land be required, the Council supports expanding the town centre rather than an edge of townsite shopping centre.

The Council will encourage the Brookton and Beverley commercial areas to be expanded as appropriate and enhanced to accommodate anticipated population and commercial demand. Progressively, this will include addressing car parking demands and streetscape considerations.

There are some opportunities to expand the range of uses in the town centre to increasingly become “activity centres”. The town centre can progressively become a focal point not just for local shopping needs but also for a broader range of other services. In particular, to incorporate shopping/commercial development together with social, recreational, community, tourist, residential uses, and light industry if suitably justified. The scale and range of town centre development will however be dependent on financial feasibility and associated critical mass in order to be commercially attractive.

Longer term, based on the anticipated growing population, it is expected there will be increased demand for commercial (including offices, tourism related) premises. This may require land acquisition and commercial retail development which will require a supply and demand assessment of floor-space to be undertaken. The market is best placed to determine the need for retail and commercial development. Local structure planning should ensure that there is adequate land/floor-space available that is appropriately zoned to allow for future commercial expansion to cater for growth.

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The Council expects that different parts of the town centre will continue to develop their own character over time.

Townscape

The Council will seek a high standard of design in the town centre. A review of the townscape plan and extension to adjoining precincts can assist to provide an attraction to Brookton and Beverley for both tourists and residents. These initiatives will likely require Council initiation and financial support to become achievable. Further details are in section 11.

Car Parking

To accommodate anticipated population growth, associated increased traffic generation and car parking demands, there is a need to more effectively and efficiently provide car parking in the Brookton and Beverley town centres. The Council, however, does not want car parking to dominate important streetscapes as it wants the town centre to increasingly be an attractive place to visit, work and where appropriate to live.

The Council considers there is limited need for large, visible open car parking areas in the town centres. On street parking and discrete onsite parking areas are generally preferred and assist to maintain the rural character of the town. The Council, when it reviews its Local Planning Scheme will reconsider car parking standards.

There are opportunities to better utilise rear laneways in the town centre. The introduction of rear parking areas, using laneways, is preferred as it would increase the amount of off-street parking and also maintain the amenity and rural character of the town centre. To achieve this, the Council seeks that new building footprints should be situated at the front of the lots to provide enough room at the rear for car parking off the laneways. This could be incorporated into car parking requirements for new developments with rear laneway access.

9.7 Tourism

Context

The district is situated in a rolling landscape just over an hour's drive from the Perth metropolitan region. There are also convenient links with other regional centres, ensuring that the district is an attractive destination for day trips and longer stays.

The district's tourism industry is modest; although not without potential. The tourism industry makes an economic and social contribution to the district, and can assist in supporting the conservation of environmental and heritage features. Measuring the size of the local tourism industry is difficult, largely because Tourism WA statistics are not aggregated down to the local government level in the Wheatbelt Region.

District facilities include hotels, caravan parks, farm-stay and bed & breakfast establishments, and a tourist bureau.

Main district attractions include the Avon River, Avondale Discovery Farm, heritage buildings, Aeronautical Museum and Yenyenning Lakes. The district contains a number of wildflower species, nature-based experiences, gliding, agri-tourism and water-based activities along with a diverse range of cultural and heritage experiences. A large percentage of the district is State Forest which is ideal

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for activities such as camping, cycling, hiking, picnics, bird-watching and wildflowers in the spring. The Wandoo National Park is an important environmental and recreation asset located, in part, in the western section of the Shire of Beverley.

There are also a number of popular events such as the Old Time Motor Show, Art Show, Clydesdale and Vintage Day, Agricultural Show, Rose Show, Tractor Pulls and the Harvest Festival.

Opportunities/Future Direction

Tourism offers opportunities to diversify the district economy. Tourists and visitors to the district, both day trippers and persons staying for a holiday, are a potentially expanding source of economic development and job creation. Tourism and ecotourism can assist in creating employment, business development and providing opportunities for all the community including for indigenous people. Tourism can offer economic opportunities which mutually support and rely on environmental conservation objectives.

The Council will seek to influence the development of the Brookton and Beverley townsites so they are increasingly places that people want to live, work, invest and visit. It is noted that many of the same aspects that makes the district an attractive place to live also attract visitors to the district. In time, the Council supports a growing tourism industry being an increasingly important contributor to local employment creation and generating important income for the district.

There are a number of opportunities to encourage the growth of tourism, including attracting additional tourists/visitors and retaining tourists/visitors longer. These include:

- the district is well placed to service the Perth Metropolitan area given its close proximity;
- the district's environmental features, natural attractions and rural landscape. The area's environment and landscape provides tourism opportunities and accordingly there is a need to conserve these assets;
- experiences that allow visitors to immerse themselves in the natural environment such as bush walking, riding and the development of sustainable nature based accommodation experiences. Ecotourism could include a "country style" retreat enabling people from the city to experience local fauna, flora and cultural heritage;
- promoting the history, character and the built features of the district;
- providing attractive and high amenity townsites which offer a range of businesses catering for the needs of tourists;
- enhancing buildings and gardens and painting murals on building walls (including encouraging involvement by young people);
- increasing the range of accommodation on offer and enhancing the experiences for visitors;
- festivals, events and other attractors; and
- considering an annual event programme that draws people from the city to come for a day visit or stay for a weekend or longer. This may include developing an extended major events programme, promoting a linking programme package for existing tourist attractions with a focus on the Beverley and/or Brookton townsites and developing a marketing plan.

The Council supports the growth or establishment of new tourist accommodation, facilities and support services such as food establishments, wineries and art and craft galleries. The Council appreciates that successful tourism is based on multiple interrelated considerations that will require a partnership approach with tourist operators, businesses, education and training providers, the community and other stakeholders.

Land Use Planning Response

The Council and the Strategy seek to assist Brookton and Beverley promote tourism and attract additional visitors which can assist to strengthen the district economy. To attract tourists, a number matters need to be considered including visual amenity, urban design and heritage values and appropriate planning controls. The conservation and enhancement of the environment and landscape is essential. Accordingly, the Council will require tourism development and its design to be sympathetic to the local environment and its setting.

Planning Bulletin 83/2011 Planning for Tourism sets out the WAPC's policy position to guide decision making by the WAPC and local government for subdivision, development and scheme amendment proposals for tourism purposes. The Bulletin builds on and reviews the *Report of the Ministerial Taskforce to the Minister for Planning and Infrastructure on Tourist and Permanent Residential Accommodation on Tourist Zoned Land 2006*.

The land classified as Tourism on the Strategy Plan shows larger tourism sites. It is highlighted there are also opportunities for low-key tourism in townsites, rural living and rural areas.

9.8 Rural Industry

The Council supports opportunities for value-adding, downstream processing and diversification of economic activity related to primary production. The Council supports these uses subject to addressing relevant planning, environmental and social considerations. Some downstream processing can be conducted on rural land without rezoning. The Council will provide opportunities for appropriate agricultural industry (also called "industry-rural"), on land allocated as General Agriculture on the Strategy Plan, in the new Local Planning Scheme without requiring rezoning.

The district may have opportunities for the establishment of precincts for primary produce processing given it is well serviced by highway and rail freight routes.

DAFWA is exploring opportunities for export orientated agricultural precinct development. The requirement for a 10,000 hectare site with 10 kilometre buffers is not considered to be suitable to the district given the extent and distribution of dwellings. Smaller precincts, which are possibly orientated to the domestic market, may however be more suitable. At this stage, no precinct has been identified. However, subject to due diligence investigations, key planning considerations to guide smaller precinct developments include:

- identifying and securing appropriate buffers;
- environmental assessment;
- addressing landscape impacts;
- biosecurity;
- infrastructure provision;
- access via sealed roads; and
- siting criteria and management guidelines.

9.9 Role of Land Use Planning

In itself, the Strategy is not able to drive economic development although it does provide for development opportunities. The Strategy can also assist to accommodate future needs and minimise conflict between land uses. Sound planning practice can positively influence the conditions required for investment and economic growth in the townsites and the district. Efficient

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settlement patterns, better resource management and improved governance arrangements for development assessment and infrastructure provision can assist in contributing to higher rates of economic growth.

10.0 INFRASTRUCTURE AND COMMUNITY SERVICES

10.1 Section Introduction

This section considers “hard” and “soft” infrastructure. Hard or physical infrastructure includes power supplies, wastewater disposal and transportation, while soft infrastructure includes community facilities, education and health services. All are needed to support the effective functioning of the district communities.

10.2 Electricity and Gas

The district’s electricity is serviced by the South-West Interconnected Network. There are a number of power generators located in the South West region, which are powered by non-renewable and renewable sources. No power stations are located within the district.

The network infrastructure is ageing and its ability to provide a reliable power supply, particularly during peak times, is diminishing. The delivery of a reliable power source to the district is not limited by the generation capacity in the south-west, but rather the transmission capacity of the network.

Preliminary community feedback revealed:

- electricity supplies are considered by the local community as being sub-standard and an impediment to growth;
- electricity supplies are unreliable and they regularly “trip out”;
- upgraded power supplies are critical for attracting industry;
- various parts of the district cannot get 3 phase power; and
- it is expensive to subdivide due to power costs.

Preliminary advice from Western Power, however, sets out that the district is appropriately serviced by power with relatively few issues for power supply. Western Power advise there is capacity in the current system to meet the historical growth rates for the Brookton and Beverley townsites into the foreseeable future.

There appears to be sufficient capacity to supply forecast growth in the townsites in the shorter term, although there are considerable constraints for energy intensive uses. All new forms of development including for industry will however place additional pressure on the generation and distribution of electricity. It is expected that major upgrades to the power system will be required to facilitate proposed population growth and development. Ongoing development of alternate supplies by service providers may also need to occur, otherwise supplies are expected to be unreliable, as has already been experienced from time to time in the district. Pre-planning from servicing and regulatory authorities is required to ensure there is reliable and well maintained power infrastructure given it is critical to the economic development of the district.

The concept of distributed generation to address peak requirements on a local basis needs to be further explored, with consideration of renewable energy technologies. While any one renewable source may have limitations in terms of generation consistency, a combination of renewable sources may be able to address peaking issues. There may be opportunities to generate electricity locally via solar, wind, biomass, geothermal / hot rocks or other forms of production.

No reticulated gas is supplied within the district and there are no plans to provide such a supply. Unless a major development is proposed in the district, it is unlikely the area will be supplied by

reticulated gas in the Strategy period. Accordingly, the district will need to rely upon bottled gas in the foreseeable future.

10.3 Telecommunications

Effective telecommunications infrastructure, including phone and internet services, is essential for social connectivity and for the district economy.

District communications infrastructure includes post offices, and a telephone system of varying levels of sophistication. Radio and television services, in some form, are available throughout the district. There is an optical fibre ADSL mobile telephone system; however it is in need of upgrading.

The district is serviced by a number of telecommunications providers in the form of land lines and mobile phone connection. Existing telephone services are provided to the Brookton and Beverley townsites with no identified constraints to the expansion of services identified. Mobile telephone coverage is an issue across for parts of the district, primarily due to considerable areas of State Forest and low population along particular transport routes. The identification of “black spots” and planning for greater coverage is essential. As required, the Council will lobby with the Federal Government and service providers to facilitate greater mobile telephone coverage.

There is a need to address faster internet speeds which, in time, will be assisted by the implementation of the national broadband network. Data communications need to improve to accommodate information sharing and effective communication to grow.

It is imperative that planning for telecommunications/broadband and the digital economy, and the infrastructure that will deliver it, be incorporated into planning considerations. The provision of telecommunications/broadband services is an integral driving force which can provide opportunities for the development of the district.

Quality telecommunications/broadband infrastructure (the “communications highway”) can, for instance, assist in the implementation, coordination and sharing of service delivery in the district.

10.4 Wastewater Disposal

The majority of development in the district is served by on-site effluent disposal. Portions of the Brookton and Beverley townsites are sewered, while other areas are not serviced by reticulated sewerage.

The Shire of Brookton operates the Brookton sewerage system, while Water Corporation operates the Beverley sewerage system. The Brookton waste water treatment plant is located to the north-east of town while the Beverley treatment plant is located south of town. The Brookton Waste Water Treatment Plant is currently being upgraded to increase capacity to service a growing population, to optimise the wastewater treatment processes and to achieve a significant improvement in the amount of nutrient removal. The existing wastewater treatment infrastructure for both Brookton and Beverley have sufficient capacity to meet development requirements in the short term.

Reticulated sewerage is considered a superior method of treating wastewater than conventional septic tanks and leach drains for human health, environmental and development grounds. Issues with on-site effluent disposal include that some areas have impervious soils, clay or contain rock

close to the surface which are not conducive to adequate effluent disposal. Alternative treatment units do not necessarily facilitate long-term smaller lot/medium density development.

Attachment 10 shows the Brookton Sewerage Expansion Plan, which complements the Brookton Outline Development Plan.

Beverley has been listed on the “deferred” list under the Water Corporation’s Infill Sewerage Programme. The Shire of Beverley will lobby the State Government to prioritise the infill sewerage programme for the Beverley townsite. Infill sewerage will assist to address environmental and human health considerations along with assisting to facilitate appropriately located development.

The Council supports maximising the use of existing sewer infrastructure by encouraging higher density development (typically R20 – R40) in sewerred locations.

Development in unsewered areas is assessed against the Department of Health’s draft *Country Sewerage Policy*. The draft policy also typically limits subdivision to a minimum lot size of 2000m² in towns where there is a sewerage system in place.

For areas designated as Rural Residential and Rural Smallholding on the Strategy Plan, these areas will need to rely upon on-site effluent disposal systems which meet the standards specified by the Council and the Department of Health. Alternative treatment systems (ATUs) can provide a better environmental outcome and may be required where the local conditions indicate there may be a threat to groundwater or surface water if standard septic systems are used.

10.5 Potable Water

The Water Corporation is the licenced service provider of water for the Brookton and Beverley townsites. The townsites are serviced by the integrated water supply system.

As outlined in section 8.3, the Brookton townsite is supplemented by two local water sources from the Happy Valley Water Reserve and the Brookton Reservoir. These local water sources are also operated by the Water Corporation to supplement the public drinking water supply provided from the Harris River Dam. Approximately 50% of Brookton’s annual water requirements comes from the Harris River Dam.

The bores at the Happy Valley Water Reserve are used to augment the water supply during the period of increased demand experienced during the summer months. Water from the reserve is pumped into Brookton Reservoir for storage before being piped to the Wabbing Hill transfer pump station and supplied to the Brookton townsite. Winter flows into Brookton Reservoir are used to supplement water from the Harris River Dam.

The Water Corporation has determined that the current supply from integrated water supply system can meet existing and future increases in demand in the short to medium term. Water Corporation intends to progressively increase supply capacity for the townsites. This could occur through upgrading the pipeline or construct a booster pump station if demand exceeds the current capacity of the Harris Dam delivery main.

Outside of the integrated water supply system, settlements and properties are dependent on a range of independent water sources such as groundwater, surface water and roof catchment. These water sources face a number of vulnerabilities and constraints in their capacity. Reference will be

made to the DoW's *Stormwater Management Manual for WA* in determining minimum collection areas to service a rainwater tank.

10.6 Stormwater Management (Drainage)

Traditional approaches to drainage are common through the district. The local government stormwater infrastructure is typically limited to a pit, pipe and open channel system. Older drainage does not incorporate stormwater detention. Generally, minor storm events are serviced by the pits and pipe system, conveying stormwater to dedicated discharge points, and the major storm events use road corridors and open channels to discharge for instance into the Avon River.

The current layout of the Brookton and Beverley townsites are typically of a low density with a relatively high degree of open space. This space does however provide opportunities in the management of the town's stormwater.

It is recognised that increased development equates to an increase in impervious areas, this in turn increases the speed and quantity of catchment runoff being serviced by drainage infrastructure. Without adequate management of this increase in stormwater, nuisance flooding is likely to occur within downstream areas of catchments in townsites.

New subdivisions and developments have increasingly incorporated Water Sensitive Urban Design (WSUD) features in response to soil, slope and other considerations.

The Council supports the principles of WSUD to better manage stormwater and assist in improving water quality. Implementing WSUD can assist with hydrological performance and improve water quality. The Council will require that new subdivision and development must compensate its effect by providing attenuation of stormwater runoff to a pre-development level, either at the scale of a lot, the subdivision or the precinct. There are various opportunities to achieve WSUD including through:

- bio-retention systems and infiltration basins that focus on managing stormwater at its source. Bio-retention systems can be augmented to existing open channels or swales, and can form the base within a detention structure, or can form rain gardens within lots or POS;
- infiltration basins can effectively manage runoff and improve recharge to the groundwater environment. These also can be implemented into a lot and/or into POS; and
- vegetation, including grasses and landscaping, can reduce the likelihood of sediment transport throughout the catchment and also improve water quality to waterbodies.

10.7 Waste Management

The Brookton Refuse Disposal Site is located on Brookton Highway to the west of the Brookton townsite, while the Beverley Rubbish Landfill Facility is in Nicholas Street.

A *Strategic Waste Management Plan* has been prepared for the South-East Avon Regional Organisation of Councils which consists of the Shires of Beverley, Brookton, Cunderdin, Quairading and York. The plan considers the specific needs of each local government while looking for opportunities for regional collaboration, including initiatives to establish regional strategic landfill sites and the conversion of small sites with limited capacity into transfer stations. Where relevant, the Council's may consider new locations with the capacity to meet long-term waste needs, the separation of waste, establishment or expansion of recycling and processing operations, and improved recycling systems.

It is recognised that the district's location, relative to the Perth metropolitan region, may make it a suitable location for a regional waste management facility. Proximity to the Perth metropolitan region could see economic development opportunities for the district in accepting and managing some of the metropolitan waste or develop specialist waste treatment operations. This needs to be considered in the context of waste minimisation goals and the State vision of towards zero waste.

It is highlighted that there are wide ranging issues in identifying and gaining approvals for a district and regional landfill sites including securing and protecting appropriate buffers, addressing wide ranging environmental considerations, social/community considerations and appropriate transportation links. A possible benefit is that there may be scope for the extraction of landfill gas to generate power and alternative technology being explored.

The Council will monitor the need for new district and regional waste facilities. Additionally, the Council will require that appropriate planning is undertaken well in advance, including site selection to incorporate all necessary buffers.

10.8 Community Facilities

The availability and access to community infrastructure plays a critical role in the communities. There are a range of community facilities and services in the district. These provide residents with local services including community halls, meeting places, churches, civic functions, and youth, senior's, recreational, educational and health facilities. Some of the facilities are controlled and managed by the local government and others by independent community organisations. While most facilities are in the Brookton and Beverley townsites, there are additional facilities in rural areas.

10.9 Education

Access to education plays an important role in the social and economic development of the community.

Beverley supports a K-10 District High School, while Brookton contains a pre-school and primary school. The townsites are supported by telecentres, which provide training and access to employment services. They will have an expanded role as community resource centres.

Additional population, particularly if it incorporates families with children, will increase the number of students required to be accommodated in the district's schools and increase demand on child care and other family services. The Department of Education will assess the capacity and scope for expansion of educational services within the district to meet any significant increase in the local resident population.

Given the anticipated population growth of the district in the coming years, the Council expects that a private school or schools may establish locally at some stage. In terms of possible school locations, there is a need to address *Liveable Neighbourhoods* and WAPC Policy, with key considerations being accessibility by walking, cycling and motorised transport, on-site drop-off and pick-up, parking and compatibility with adjoining/nearby uses. The Council notes that there may also be an opportunity to establish a private school in a rural setting. However, it should still be within close proximity of the Brookton or Beverley townsites to ensure ease of access for students, staff and parents.

10.10 Health Services

The Department of Health operates a district hospital in Beverley which provides emergency, aged and community-based care and some acute in-patient medical care. The Beverley Hospital is expected to accommodate the needs for the district in the medium term.

The provision of health services and associated infrastructure is major issues for the district. Without adequate services, especially general practitioners and hospitals, potential residents will not be attracted to the district with the possibility of these services being decreased. Prevention of physical and mental health issues is critical, with planning for health and related services needing to be long-term rather than reactive.

Health services will need to adapt in the future having regard to the changing demographics of the district. With a growing and aging population, additional health services for the aged and others need to be considered and provided. The role of the Council is to be aware of the quantity and quality of services and to lobby relevant government departments to ensure the best quality and range of services are provided. The Council seeks to ensure the district has services that are equal to that enjoyed by residents in other parts of Western Australia.

10.11 Aged Care

Population growth and changing demographics will place pressure on existing services in the future. For instance, population demographics indicate an aging population, with more people likely to transition into the aged grouping. This is likely to lead to a greater demand of aged care facilities, aged care housing and allied services and examining ways to provide some health services in the district. If these are not provided locally, due to feasibility or other reasons, then it is likely to result in older people (and other people who are dependent on health and associated services) either moving from the district or not moving to the district.

Subject to feasibility, an opportunity exists for the establishment of more aged or lifestyle accommodation within the district.

10.12 Public Open Space and Recreation

Sport and recreation facilities, along with informal and formal public open space (POS), contribute significantly to the quality of life in the district. Providing a range of sporting and recreation facilities assists to make the area a better place to live. This can assist to attract and retain residents in the district.

The district and in particular the Brookton and Beverley townsites are relatively well endowed with sport and recreation facilities. The Brookton and Beverley townsites have a number of parks, ovals and areas for recreation. The most popular sporting and physical recreation activities participated in by Australians are provided for, or can be readily accommodated. It is noted that many of the facilities are stand alone and offer little opportunity for connection between them to provide for cooperative or shared use. A number of facilities are used for seasonal activities and for the most part lay idle for the off-season.

The Strategy Plan sets out key areas of POS as well as opportunities for recreation in and around the townsites. The Strategy encourages people to drive less through provision of accessible POS to where they live, shop and work. All community infrastructure (sports facilities, parks and

recreational play space) should be accessible, integrated, well designed and connected, in providing for a broad range of community services in accordance with acceptable design specifications.

The Avon River and its environs is an important recreational asset for the district. Recreational activities include kayaking, canoeing, fishing, swimming and opportunities to gather to play and meet. Some forms of recreation have little or no impact on the river; others are environmentally unsuitable. Recreational pursuits can also impact on river neighbours. As the majority of the riverside land is privately owned, recreational development is constrained. There are limited public recreation areas on the Avon River outside the townsites.

The Council will progressively promote appropriate public recreational activities along the Avon River provided inappropriate impacts on the river environment or neighbours can be suitably addressed. To achieve this, the Avon River foreshore in the towns and adjoining rural residential and rural smallholding areas should be progressively publicly managed. This can be implemented through planning processes including structure planning, scheme amendment and subdivision applications.

Structure planning will be required, as considered appropriate by the Council, to identify the phasing of sport, recreation and community infrastructure based on population growth, demographics and potential usage. Structure plans should, as considered appropriate by the Council, also demonstrate that developer contributions to local governments are sufficient to construct, maintain and manage the facilities in accordance with policy and practices.

10.13 Transportation

Overview

Transportation is critical to the functioning of the district and to the district economy. Transportation modes in the district include by motorised transport, rail, walking and cycling.

Road

The district contains an extensive State and regional road network which plays a fundamental role in catering for inter and intraregional traffic and road freight. The district has a comprehensive network of roads that link it to Perth, the north and south of the State, the eastern Wheatbelt, Kalgoorlie and the Eastern States. There is a well-established road hierarchy that assists to typically provide a safe, effective, efficient and accessible transport network.

The Strategy Plan designation of Major Road shows the Great Southern Highway and the Brookton Highway which are of State significance, which are controlled by MRWA, along with Mawson Road and Westdale Road. These roads are used as road train routes, while the Great Southern Highway and the Brookton Highway are also a tourist route. Given they are also tourist routes, there is a need to suitably address visual impacts (this is further considered in section 8.11).

The major (primary) roads are expected to remain unchanged during the Strategy period. Under these there is a network of secondary (district) and local roads managed by the local government. The Strategy Plan also shows “minor roads” which are important district roads servicing the area including for the transportation of agricultural produce.

There are increasing transport demands, particularly in the number of heavy haulage (freight) vehicles and their impact on the ageing State and regional road network. There is also conflict

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between heavy haulage vehicles and local traffic which can result in reduced transport efficiency, safety and amenity.

It is expected that the Great Southern Highway and Brookton Highway will be progressively upgraded to cater for anticipated population growth and growth in traffic volumes. There are a number of implications in planning and delivering improved capacity, efficiency and safety.

The Council will continue to work with MRWA to make the Great Southern Highway and the Brookton Highway through townsites safer, increase amenity and add to its attractiveness. This may include opportunities to reduce speed and make the environment more pedestrian friendly.

The Council is concerned that some roads of regional significance (shown as “minor roads” on the Strategy Plan) are not being adequately funded by the State Government. The Council will seek that priority be given to the Beverley-Mawson Road, Beverley-Westdale Road, York-Williams Road, Brookton-Kweda Road, Aldersyde-Pingelly Road, Aldersyde Road North and Morbinning Road.

Growing volumes of traffic and greater community awareness of amenity and quality of life issues have led to traffic noise becoming an important planning issue. Accordingly, appropriate responses are required to put mechanisms into place to minimise adverse impacts. While there are limited options for existing development, there are opportunities for future development. Planning measures used for noise attenuation include buffer distances using building setbacks, non-residential/low density residential uses, vegetation buffers and noise attenuation construction methods.

The Strategy does not include any major changes to the road network within the Brookton and Beverley town centres given they have a permeable road network based on a traditional grid layout.

Rail

The Perth to Albany narrow gauge railway line dissects the district. The rail line is operating by Westnet Rail that runs a grain service to the Kwinana-Fremantle ports. Cooperative Bulk Handling (CBH) has built rail heads and off line receival points in the district to facilitate the storage and transfer of grains to its markets.

There has been a trend of declining use of the narrow gauge network for grain freight movements. This is attributed to factors such as the diversion of export grain freight to road, rationalisation of receival points and the deregulation of grain marketing. While noting this, the Council supports the movement of grain on the rail system, and where possible other freight, to reduce freight movements on roads.

The viability of the rail service is dependent upon the pricing structure between road/rail and the capacity of CBH to restrict grain deliveries to strategic receival points adjacent to the rail network.

Following the Grain Freight Review, there is the potential for a railway line between Brookton and Kwinana to ease the predicted longer term potential for congestion on the existing railway line into Perth. Accordingly, consideration should be given to identifying the need to plan for an east-west transport corridor between Brookton and Kwinana for improved freight transport efficiency. A key consideration is to keep as much grain on the rail network, supported by the development of a central efficient location (such as Brookton) for trucks and trains from the Kwinana South Zone (southern/eastern Wheatbelt). A rapid turnaround rail modal system between Brookton and Kwinana would reduce the need for grain trucks to drive into the Perth metropolitan region.

Public Transport

TransWA operates a public transport bus service connecting the area to Perth and Albany.

There is no demand for a public transportation system in the townsites unless it is operated as a community/not-for-profit service.

A direct public transport bus link between Brookton and Kelmscott would be of benefit to residents to access higher order shopping and specialised services in Perth. Subject to the feasibility of the Brookton-Kwinana railway line, there may be opportunities to transport people as well as freight.

Walking and Cycling

Currently the local government has a reasonable network of paths and trails throughout the townsite, that link up a number of residential areas with community facilities such as the aged care facility, sporting oval, POS, the school along with the town centre. Pathways and trails are located within road reserves, POS and foreshore reserves. There is currently a walking trail adjoining a portion of the Avon River in the Brookton and Beverley town sites.

Due to the relatively low traffic volume and often wide roads, much cycling in Brookton and Beverley are on the street. This is not always safe; consequently a sound path network (including shared paths and cycling lanes) is required in places to provide cyclists and other path users with a sufficient path system. An effective shared path network enables the community to walk and cycle for recreational purposes to the town centre and community facilities. Shared paths allow for children to safely travel to and from schools and need to be provided alongside appropriate roads.

The Council supports the promotion of healthier lifestyles and improving the fitness of the community. Accordingly, walking and cycling are promoted as alternate transport modes and for recreation. Walking and cycling can also assist to save energy and protect air quality. Accordingly, the Council supports an expansion and upgrading of the existing path/trail network. There are a number of opportunities to enhance walking and cycling. The Council will seek to ensure that an adequate network of shared paths is developed and maintained.

New shared pathways will progressively be extended to unconnected sections of pathways that currently exist in and around the townsite.

The Avon River should be incorporated into wider plans for tourism and recreation development in the Brookton and Beverley townsites. The Strategy envisages a network of walking trails adjoining the Avon River through the townsite and into adjoining rural living areas. This work needs to take into account concerns of adjoining landowners and land managers. For instance, some forms of recreational use are not appropriate e.g. off-road vehicles.

The Strategy Plan provides a framework outlining how POS and environmental conservation within and around the townsites may develop in the next 10 – 15 years. Structure planning of new residential, rural residential and rural smallholding areas should adequately cater for cyclists and pedestrians to the satisfaction of the Council. The implementation of this vision will typically occur through structure plans, scheme amendments and subdivision applications.

Where possible, trails should be dedicated multi-user trails, being able to accommodate a range of activities including horse riding, cycling and walking. There are opportunities for the establishment of riding trails to complement the district's attributes for people with horses.

The new Local Planning Scheme should encourage the installation of end of trip facilities such as bicycle parking and lockers in new commercial development and community facilities.

Other Transport

Beverley contains an airfield which is used for recreational purposes and primarily for gliding.

10.14 Implications for the Strategy

The Strategy seeks to provide clear direction for servicing authorities and other stakeholders as to the location and form of development to assist in the planning and delivering of infrastructure and services by other agencies. There is also a need to secure land and where appropriate secure buffers, such for wastewater treatment plant sites, to provide certainty for landowners and service providers.

The preliminary community feedback (Attachment 2) reveals residents want to retain and where possible enhance local services, facilities and infrastructure. Of highest significance are health and education services. Based on preliminary community feedback, key community issues include:

- retaining and enhancing medical services is critical;
- health and education are considered the key to the social wellbeing of the area;
- support for enhanced community facilities including aged care;
- community standards typically rise over time e.g. health services;
- critical that the hospital is retained and then progressively improved;
- need Silverchain to operate locally;
- most people who come to the area are early retirees who require appropriate facilities and infrastructure;
- the community is aging and there is a loss of volunteers; and
- need for enhanced health, mental health, education and community services (including a seniors bus) and associated services to encourage retirees and other residents.

Various issues are beyond the scope of this Strategy and land use planning. Other than identifying possible long-term land requirements, the Strategy can reiterate the critical need to retain and enhance these facilities. These non-spatial planning matters will be addressed by Council, State Government agencies and other organisations through other programmes, projects and activities.

The Council recognises that continued population growth and development will require the timely provision of utility and community services. In particular, the Brookton and Beverley townsites need adequate and appropriate infrastructure. Expanding infrastructure, such as the timely and cost effective provision of power supplies, telecommunications, reticulated water and reticulated sewerage is critical to the growth of the district. Land use planning can assist in the coordination of development and sequencing of land release with social and physical infrastructure delivery, including optimising the use of established infrastructure and services through infill development.

There are a number of important implications including increasing pressure to supply enhanced and additional services and facilities which will impact local government, wide ranging service providers and others. Determining funding and seeking timely provision will be critical to effective implementation of the Strategy. Accordingly, the Council seeks the support of the State Government taking a leadership position on funding infrastructure headworks to promote planned development where consistent with this Strategy.

11.0 HERITAGE AND DESIGN

11.1 Heritage

Overview

The district is rich in cultural heritage including places, buildings and precincts. The heritage of the district contributes to the sense of place, amenity, ambience and local identity. Properly managed and developed heritage assets also aid in economic development through the attraction of visitors and tourists. Accordingly, new development will be required to respect Aboriginal cultural heritage and historic heritage.

Heritage places or buildings are considered to be of importance for social, aesthetic or cultural reasons. Redevelopment of these places needs to be undertaken in a sensitive manner that ensures the heritage value is maintained. The Council or proponents need to seek the advice of appropriate professionals before proceeding with development or redevelopment of these sites.

Aboriginal Heritage

Analysis of the Department of Aboriginal Affairs Registered Aboriginal Sites dataset revealed that there are a number of Aboriginal sites within the district. Registered Aboriginal Heritage Sites require protection from inappropriate development. Any proposed ground disturbance on or near these sites may be subject to an independent ethnographic assessment and/or a full Section 18 Ministerial clearance under the *Aboriginal Heritage Act 1972*. The triggers for these depend on the nature of the site and surrounding area of influence. Proponents are required to meet the Department of Aboriginal Affairs *Cultural Heritage Due Diligence Guidelines* along with meeting the *Aboriginal Heritage Act 1972*.

Aboriginal culture / heritage can assist in economic development including the concept of cultural corridors. Accordingly, the Council supports an Aboriginal heritage and culture study to provide an analysis of information regarding Aboriginal site locations to inform the establishment of environmental and cultural corridors. This is subject to endorsement from the South West Aboriginal Land and Sea Council and/or the Department of Aboriginal Affairs.

The district is subject to a Native Title claim by the South West Aboriginal Land and Sea Council.

Historic Heritage

The Council has adopted a Municipal Heritage Inventory (MHI) which contains various places throughout the district. The MHI is required to be regularly reviewed.

Retaining heritage is important. The Council will accordingly consider stronger controls with additional buildings/places added to a statutory heritage list in the new Local Planning Scheme. The Council also supports the character of the town centre and precincts containing heritage buildings being retained through adopted urban design guidelines within which the fine grained design of buildings and a human scale.

11.2 Design

Context

The district is an attractive place to live and visit. Based on the preliminary community consultation, residents clearly value the country lifestyle and associated community spirit. There is clear civic pride in the district including valuing heritage. It is also noted that a high level of amenity and liveability is crucial for creating attractive environments and attracting/retaining people necessary to support a productive, sustainable and flexible district economy.

A sense of place is found in the distinctive features of the district's physical landscape, built environment, population characteristics, economy, arts and cultural heritage. It is also based upon the relationships, connections and networks between the people who live and work in a community. Importantly, a sense of belonging to and identifying with a place is an essential part of building a community.

In addition to adopting the principle of sustainability, all development in the district should have a high quality design that creates a real sense of place with a strong identity and distinctive character. Promoting good design assists to create attractive, high-quality living environments in which people will choose to live, work and visit and which provides a secure and positive future for all local people. Good design should contribute positively to making places better for people. This includes encouraging appropriately located, orientated and designed buildings and spaces that promote opportunities for increased social interaction and supporting sustainable building design features, maximising opportunities for sustainable energy creation and stormwater management and re-use.

Public spaces and places, which are available for a diverse range of community uses, are also essential in community building. Accessible and informal public space enables people to interact, connect and participate in community activity. Development should include a vital public domain that welcomes and accommodates diverse users and uses.

Opportunities to Retaining and Enhancing the Area's Character

There are various opportunities to retain and enhance the area's character including:

- the townsites pursuing physical and non-physical strategies to develop distinctive and attractive built environments and opportunities that offer a high quality of life;
- reviewing the Townscape Plan including development plans for adjoining precincts. As finances allow, there are opportunities for public art, public furniture, vegetation, lighting, paving, playgrounds and the undergrounding of power lines (which would allow the introduction of larger trees);
- consider entry statements and enhancing the entrance from the highway into the town centre;
- actively promote the subsidy for the painting of street front commercial properties;
- buildings in the town centre being repainted and appropriately maintained;
- residential, mixed used development and recreation/community uses for empty shops;
- the townsites to increasing connect and "meet" the Avon River including through the development of enhanced POS on the town side of the river; and
- public art has the ability to transform public places and buildings and introduce a sense of place for residents and visitors alike. There are wide ranging forms of public art including permanent structures and ephemeral work/plantings. Public art provision has the ability to

engage the local community and allow local artists to showcase their talent. It can assist to enhance the identity and attractiveness of a townsite or area.

Planning Direction

The Strategy and the land use planning system can assist to retain and enhance the area's character and improve design in various ways. This includes through:

- requiring new development to be of an appropriate standard which is sympathetic to the character of the district. For instance, the Council does not support “dongas” being permitted for housing in residential, rural residential and rural smallholding areas;
- limiting the number and location of signs (especially on the edge / approaches to the townsites) and will seek to control this through the new Local Planning Scheme and associated Local Planning Policy;
- requiring proponents proposing development/subdivision near key tourist routes (Great Southern Highway and the Brookton Highway) to appropriately address visual impact;
- seeking subdividers to prepare appropriate Building and Landscaping Guidelines to promote higher levels of sustainability, a sense of place and higher design standards which are appropriately supported by restrictive covenants, local planning policy or Local Planning Scheme provisions to ensure effective implementation;
- promoting environmentally sustainable development that includes energy efficient lots, water conservation, storm water management and waste management;
- encouraging environmentally sustainable buildings which also account for risk of earthquakes;
- promoting appropriate landscaping and street trees;
- respecting heritage values;
- seeking street frontages which are open, pedestrian friendly with attractive and open building frontages;
- promoting subdivision layouts which provide for connectivity of proposed street system to allow for easy movement;
- incorporating walking and cycling linkages and where relevant, horse riding linkages;
- protecting and enhancing of native habitat; and
- supporting design which emphasises a strong sense of place through existing cultural heritage values, attractive built form and landscape character.

12.0 AGRICULTURE AND RURAL

12.1 Section Introduction

Agriculture makes a significant contribution to the economic, social, environmental and landscape structure of the district. Agriculture is by far the largest user of land within the district. Agriculture is not only a significant economic resource, but it is also the foundation of the area's landscape.

Agricultural commodity production and processing is the primary driver in the district economy which provides local residents with a range of direct and indirect employment.

The district, overall, has a favourable combination of landform/soils, climate and water supply which have made it a productive agricultural area and a significant contributor to the agricultural industry in Western Australia.

Traditionally, broad acre cropping and livestock farming (wheat and sheep) have been the main agriculture activity, although the range of agriculture production has progressively broadened in the last decade. This includes hay production, canola and other crops, horticulture, tree crops, cattle, livestock industries such as pig and poultry farming. There has been significant economic investment into the district in recent times with the largest organic olive plantation in the southern hemisphere. The rural area also supports other industries including tourism, mining, niche industries such as aquaculture, and biomass production for fuel.

The Shire of Brookton has an agricultural area of 142,741 hectares (DAFWA October 2010), average property size of 460.46ha, medium property size 160.22ha, average lot area 72.40ha and medium lot size of 52.40ha. The Shire of Beverley has an agricultural area of 163,934 hectares (DAFWA October 2010), average property size of 311.66ha, medium property size 75.55ha, average lot area 77.41ha and medium lot size of 47.29ha.

12.2 Issues

There are various factors influencing the on-going development and profitability of agriculture in the district including:

- increasing input costs especially for fuel, oil and fertiliser along with stagnant or declining returns for agricultural products which are characterised by a declining terms of trade;
- agricultural commodity markets are largely export focused and influenced by global factors such as increasing global competition, currency exchange rates, export subsidies and world commodity markets. These issues often need to be considered in the context of national and international economic and social forces;
- the availability of water and sustainable water use;
- land and water degradation including salinity, water logging and soil acidity;
- changing climate – increased climate variability, reduced growing season and lower rainfall;
- sustainable management of land and water resources;
- availability of land and water for expansion of agricultural enterprises;
- fire risks;
- population growth and the loss of productive agriculture land through the expansion of townsites, rural residential and rural small-holding areas;
- potential conflict between rural and non-rural land uses;
- the availability and affordability of labour;
- the increase in regulation;

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- consumer demand for organically grown food, “clean and green” food, and locally produced food (including the “food mile” concept); and
- funding for research and development.

Most of the above considerations not only apply to the district but are also considered applicable to agriculture throughout Western Australia.

Conserving agricultural land is expected to have an even more significant role during the Strategy period due to national food security considerations. Key considerations are the global conversion of food crops to fuel crops, which is likely to make productive agricultural land an increasingly scarce resource, and the implications of climate change. Future climate change may have a substantial impact on agricultural production, with medium to high rainfall zones assuming a greater importance.

The district is under increasing pressure to convert productive agriculture land into rural lifestyle lots. Rural living, within productive agriculture areas, can create potential conflicts. It can limit the productivity of the rural producer as it often involves the use of aerial sprays, around the clock use of heavy machinery and chemical treatments. Ad hoc fragmentation of agriculture land can lead to increased speculation in rural land which can increase rural land values.

Some land to the west of Beverley has been designated a potential Priority Agriculture Area by DAFWA. This is because it is an agriculturally productive area with capable soils and groundwater and surface water resources available. Depending on the outcome of groundwater investigations, this will set out the sustainable allocation of groundwater which may enable increased horticultural or intensive agricultural production.

The farming industry is typically adopting more sustainable farming systems which can lead to improved soil conservation and less off-farm movement of salt, fertilisers and organic matter.

12.3 Land Use Planning Direction

Agricultural land is an important and finite resource. State Government policy seeks to protect agricultural areas from potentially conflicting development, such as housing and rural-living development. Agricultural land, which once depleted, can never be replaced. Agricultural land could be considered more critical than oil in potentially needing to feed people into the future. Arable land is an increasingly scarce resource which is likely to be accelerated through the effects of a changing climate. Beyond its principle function for primary production, rural land is also required for public purposes, natural resource management and protection of landscapes and views.

Farming is the core business of the district in the foreseeable future and must be protected to conduct normal operations. Due to the importance of agricultural land to the district economy, the Council considers it necessary to protect these areas from incompatible subdivision and development. Subdivision for residential, rural-residential use and rural smallholding use are not supported outside of identified areas on the Strategy Plan. There is ample evidence that these intensive uses are incompatible with agricultural activities. Further breakdown of existing lots will almost certainly diminish the viability/sustainability of the district as a secure base for agricultural uses.

The Strategy seeks to reduce or where possible remove speculation about the potential locations for future residential, rural residential and rural smallholding subdivision. Speculation can contribute to making it uneconomic to continue to be used for food production. Instead, the Strategy seeks to

give long term confidence that agricultural land will be used for agricultural or compatible ancillary purposes. As Western Australia's population continues to grow and there is increased competition for land, retaining this resource for food production is likely to become an increasingly significant national, State and district issue. The agricultural industry also needs this certainty to encourage future agricultural investment and production.

Land use planning should take into account that existing agricultural management practices frequently lead to conflict. Farm management, the use of chemical and pesticides, noise generating activities such as machinery and equipment use, fertiliser application and livestock management all create impacts. These can be exacerbated in response to poor planning and inappropriate management of the agricultural/urban interface.

Various public uses and infrastructure, such as utility corridors, may need to be located in rural areas. These special uses or public facilities may be of regional or State importance and their operations need to be safeguarded from incompatible land uses. This may be achieved by creating physical separation between these facilities and urban and rural residential/rural small-holding areas as well as restricting subdivision and development to ensure there is appropriate development near these facilities.

12.4 Agricultural Development and Use

The Council supports the provision of economic opportunities in rural areas provided it protects or is compatible with the district's primary production and natural resource assets. The Council will promote a General Agriculture Zones in the new Local Planning Scheme which is highly flexible to cater for a wide range of land uses that can support primary production, tourism, industrial and environmental and cultural pursuits.

As part of the preparation of the new Local Planning Scheme, the Council will consider its planning involvement in agriculture, in particular what uses it wants to leave to farmers/landowners and what uses the Council seeks to control. As a guide, the Council does not want a development application in the future for dams and land drainage works (except in urban and rural residential areas) but instead will leave this to the DoW and other agencies. The Council will consider which forms of intensive agriculture uses should be subject to a development application, as some uses have much greater risks and impacts e.g. piggeries, feedlots than others e.g. aquaculture and growing vegetables and flowers.

While the Council recognises that there are issues between organic and genetically modified crops, the Council considers this is a landowner/business decision. The Council considers that seeking to regulate the use and location of cropping would be an inefficient use of Shire administration resources. Instead, the Council will focus its efforts in implementing the settlement strategy and other measures outlined in the Strategy.

The Strategy and the new Local Planning Scheme seek to control additional dwelling entitlements in rural areas, which otherwise could increase the potential for land use conflict and in turn which could result in a wider change in land use from agriculture to rural living.

The Strategy provides guidance to address historical issues of properties without direct public road access (land locked blocks). Developer contributions will be required where there is an increase in lots or to construct unconstructed roads.

12.5 Intensive Agricultural and Rural Uses

There is potential for rural uses other than broad acre farming, to be complementary and compatible within the rural setting. These include the diversification of agriculture activity to more intensive operations e.g. poultry farms, piggeries, kennels, feedlots and animal processing as well as compatible rural activities such as farm stays. It is acknowledged that some rural uses have potential impacts and that suitable measures are needed to protect nearby land uses. Suitable measures may include buffers, landscape screening/replanting, physical barriers and careful site planning.

Some intensive agricultural uses are incompatible with residential and rural living areas due to the noise, smell, dust and other impacts and should be located away from townsites and settlement areas. Given the potential for impacts, intensive agricultural uses should provide buffers consistent with EPA buffer guidelines if located near sensitive land uses (such as residential or rural living areas). Where an intensive agricultural use is located within a broad acre farming area and it contains suitable buffers to address land use conflict and addresses relevant planning considerations, then consideration may be given for development approval.

12.6 Tree Farming

Tree farming describes the planting of trees to generate economic return, e.g. paper and wood products, and for environmental benefits. Often this involved the planting of trees for harvest, however more recently, the planting of trees solely for the purposes of carbon sequestration has emerged as a new land use on rural land.

Tree farming for harvesting and carbon sequestration projects, if appropriately located and managed, can have positive economic and environmental impacts for the district. Tree farming however also presents a potential threat to agricultural production. This is especially the case with carbon sequestration projects, which result in a permanent change or an extremely long-term change in land use away from food production.

Tree plantations are a high fire risk if the plantation is not effectively managed on an on-going basis.

Harvesting of trees places pressure on the road system. All levels of government and the plantation industry will need to continue open dialogue to address any issues on a case by case basis.

The Council considers there is need for the planning system to provide guidance and in some instances control tree farming operations. Tree farming is encouraged where relevant requirements are met. A planning application is required for plantings over 20 hectares. The application is required to address issues including vermin control, weed control, fire management, environmental issues, agricultural management and harvesting.

12.7 General Agriculture Subdivision

There is a general presumption against subdivision of land designated as General Agriculture on the Strategy Plan. This presumption against subdivision is in accord with WAPC SPP2.5 and DC3.4 with subdivision only considered in exceptional circumstances.

WAPC (2011, page 9) states “The use of rural land for intensive or emerging primary production land uses does not warrant creation of new rural lots. Creation of new rural lots will be by exception in accordance with *Development Control Policy 3.4*, or planned in a local planning strategy.” The

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reasons include the settlement strategy, the potential for land use conflicts, reduced land use options for surrounding lots, encouragement of significant long-term agricultural investment, and the potential increases in the need for further infrastructure and service provisions. This presumption against subdivision is an important measure in the Council's objective of retaining productive agricultural land and improving resource management and investment security for agricultural and allied industries.

The WAPC and DAFWA do not support the further subdivision of rural zoned land for agricultural purposes in the district as industry trends are towards larger production units. The district already has a wide range of rural lot sizes, including a large proportion of smaller lots. DAFWA advise that it is unaware of evidence which indicates that a shortage of small lots has been a barrier to diversification and intensification of agriculture in the district. DAFWA (2010) state "With the changing climate and reductions in rainfall, some land traditionally seen as high rainfall is becoming more suited to dry land cropping. Dry land cropping enterprises require large parcel sizes to be economically viable therefore larger parcel sizes in these regions need to be preserved."

When assessing a subdivision application, the Council will take into consideration SPP2.5, DC3.4, the Local Planning Scheme and the Strategy. It will not support proposals that are poorly planned, are inadequately serviced or where it is likely to adversely affect the existing farming activities, character and amenity of the area.

The Council supports boundary adjustments/boundary rationalisation (not creating additional titles) to separate productive and non-productive agricultural land e.g. rocky outcrops. Many rural properties comprise multiple titles and boundary adjustments can assist to achieve better land management. The Council supports boundary adjustments which may also present opportunities to create legal and practical vehicular access to landlocked lots.

13.0 GOVERNANCE, IMPLEMENTATION, MONITORING AND REVIEW

13.1 Section Introduction

Implementation of the Strategy will progressively occur using various tools such as the new Local Planning Scheme, local planning policies, along with working in partnership and effective governance. In addition to matters that the Council is able to directly influence, there are also a number of other factors including associated demands, financial feasibility and securing funding.

13.2 Governance

The Council will strive for excellence in its governance by increasing awareness of its function and limitations, through transparency of action and by educating the community of the role of elected members and the Shire administration. The Council will seek to consistently implement the Strategy unless there are compelling reasons to do otherwise which are clearly explained.

13.3 Local Planning Scheme

To assist in implementing the Strategy, the Council proposes the following zones in the new Local Planning Scheme:

- Residential;
- Rural Residential;
- Rural Smallholdings;
- General Agriculture;
- Town Centre;
- Light Industry;
- General Industry;
- Tourism;
- Special Use; and
- Conservation, Recreation and Landscape Protection.

13.4 Special Control Areas

Special Control Areas (SCA) are implemented through Local Planning Schemes. The SCA provisions apply in addition to the provisions applying to any underlying zone or reserve and any general provisions of the Scheme. The purpose of the SCA is to guide development and subdivision in an orderly manner. Some of the SCA objectives include to:

- minimise land use impact and protect key existing infrastructure;
- support the natural resource management provisions of the Scheme;
- conserve important landscapes;
- address public health and safety requirements; and
- provide for appropriate planning for the areas concerned where future subdivision and development is contemplated.

The Strategy sets out the following SCAs which are expected to be shown in the new Local Planning Scheme:

- Flood Prone Land;
- Public Drinking Water Source Protection Area; and

- Waste Water Treatment Buffer.

13.5 Local Structure Plans

As a means of implementing orderly planning, the Council will where necessary require the preparation of Local Structure Plans. As appropriate, the preparation and endorsement of the Local Structure Plan will be required prior to subdivision and development (unless the development is low-key and will not prejudice future planning). Local Structure Plans are to be prepared in accordance with WAPC guidelines.

13.6 Developer and Subdivider Contributions

Various proposals in the Strategy will require contributions from developers/subdividers to assist the Council in providing necessary infrastructure for the public domain. *State Planning Policy 3.6 Development Contributions for Infrastructure* outlines the principles and imposition of development contributions. One of the key objectives of the policy is the promotion of efficient and effective provision of public infrastructure and facilities to meet the demands arising from new growth and development.

Developer contributions may be required, amongst matters and as appropriate to the application, to help establish streetscapes, POS, infrastructure upgrades, stormwater management initiatives and vegetation conservation efforts.

In order to share the costs, such as providing the pressure sewerage system in the Brookton townsite, a Developer Contribution Plan (DCP) may be appropriate. However, a DCP is a complex financial and statutory process and has a significant administrative burden. In order to determine whether a DCP is a suitable approach for sharing of common costs, the Shire needs to undertake a feasibility assessment in accordance with SPP 3.6.

Developers and subdividers will also need to consider Council's planning policies on developer contributions.

14.0 ABBREVIATIONS

The following abbreviations are used in this report:

CBH	Co-operative Bulk Handling
DAFWA	Department of Agriculture and Food
DC	Development Control
DER	Department of Environment Regulation
DOP	Department of Planning
DoW	Department of Water
EPA	Environmental Protection Authority
MRWA	Main Roads Western Australia
PDWSA	Public Drinking Water Source Areas
POS	Public Open Space
SCA	Special Control Areas
SPP	State Planning Policy
WAPC	Western Australian Planning Commission
WSUD	Water Sensitive Urban Design

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