



Department of **Planning,
Lands and Heritage**



Western
Australian
Planning
Commission

Draft

Leeuwin Naturaliste Sub-regional Planning Strategy

SEPTEMBER 2017



This document has been published by the Department of Planning, Lands and Heritage. Any representation, statement, opinion or advice expressed or implied in this publication is made in good faith and on the basis that the Government, its employees and agents are not liable for any damage or loss whatsoever which may occur as a result of action taken or not taken, as the case may be, in respect of any representation, statement, opinion or advice referred to herein. Professional advice should be obtained before applying the information contained in this document to particular circumstances.

© State of Western Australia

Published by the
Department of Planning
Gordon Stephenson House
140 William Street
Perth WA 6000

Locked Bag 2506
Perth WA 6001

Published September 2017

website: www.dplh.wa.gov.au

email: info@dplh.wa.gov.au

tel: 08 655 18002

fax: 08 655 19001

National Relay Service: 13 36 77

infoline: 1800 626 477

Department of Planning owns all photography in this document unless otherwise stated.

This document is available in alternative formats on application to Communication Services.

Executive Summary

The Leeuwin-Naturaliste sub-region is renowned for its unique lifestyle, landscape, environmental values and amenity. These attributes are linked with a stable and diverse economic base and proximity to Bunbury and Perth, making the sub-region a key tourist destination and attractive place in which to invest.

The *Leeuwin-Naturaliste Sub-regional Planning Strategy* is an overarching planning document that outlines the Western Australian Planning Commission's approach to future planning and development within the City of Busselton and the Shire of Augusta-Margaret River.

The sub-regional strategy provides guidance to help local governments implement State strategic priorities, and inform local planning strategies and schemes so that robust planning decisions are made. The strategy also provides background information for the proposed review of *State Planning Policy 6.1: Leeuwin-Naturaliste Ridge*.

In particular, the sub-regional strategy instils the need for planned and sequential delivery of hard and social infrastructure. To cater for population growth it proposes a combination of urban infill, the review of structure plans for undeveloped greenfields development sites, and the identification of two planning investigation areas contiguous with the existing settlements at Dunsborough and Vasse. Importantly, the strategy recognises the need to integrate management of bushfire risk, remnant vegetation and habitat protection, and the rationalisation of rural residential properties.

Plans for the long term need to acknowledge fundamental elements will change over time. These include technology; community, visitor and investor views and expectations; the climate; the economy; and the demand for and availability of natural resources.

With appropriate management and supporting infrastructure; and the consideration of cumulative impacts, the Leeuwin-Naturaliste sub-region will continue to be a unique and bio-diverse environment enjoyed by thriving and resilient communities and appreciative visitors.

The Western Australian Planning Commission, South West Development Commission, City of Busselton and the Shire of Augusta Margaret River share a vision that the Leeuwin-Naturaliste sub-region will support a diverse range of land uses and economic opportunities, while maintaining its unique lifestyle, landscape, environmental values and amenity.

Table of contents

| | | |
|-------|--|----|
| 1 | Introduction | 1 |
| 1.1 | The study area | 1 |
| 1.2 | Need for this strategy | 1 |
| 1.3 | Purpose and scope | 2 |
| 1.4 | Vision | 2 |
| 1.5 | Key issues | 3 |
| 1.6 | Process for developing this strategy | 4 |
| 2 | Governance and context | 5 |
| 2.1 | Planning | 5 |
| 2.1.1 | State planning policies | 5 |
| 2.1.2 | South West Regional Planning and Infrastructure Framework (2015) | 6 |
| 2.1.3 | Local planning strategies and schemes | 6 |
| 2.2 | Regional development | 6 |
| 2.2.1 | Royalties for Regions | 6 |
| 2.2.2 | Regional investment blueprints | 7 |
| 2.3 | Aboriginal heritage and native title | 7 |
| 3 | Population and settlement | 9 |
| 3.1 | Population statistics | 9 |
| 3.1.1 | Regional land supply assessment | 10 |
| 3.1.2 | Busselton Regional Land Supply Assessment 2017 – Summary | 10 |
| 3.1.3 | Augusta-Margaret River Land Supply Assessment 2016 – Summary | 11 |
| 3.2 | Settlement and growth | 12 |
| 3.2.1 | The settlement hierarchy | 12 |
| 3.2.2 | Housing diversity and affordability | 17 |
| 3.2.3 | Urban infill and urban consolidation | 17 |
| 3.2.4 | Future urban – Planned but undeveloped green field urban areas (major) | 17 |
| 3.2.5 | Proposed planning investigation areas | 18 |
| 3.2.6 | Lifestyle lots | 19 |
| 3.2.7 | Hamlets and enclaves | 21 |
| 3.2.8 | Holiday homes | 21 |
| 3.2.9 | Land requirements for future public works | 21 |

| | | |
|-------|--|----|
| 4 | Environmental significance | 23 |
| 4.1 | Biodiversity | 23 |
| 4.2 | Landscape | 24 |
| 4.3 | Sustainable water use and water management | 24 |
| 4.3.1 | Improving water quality | 25 |
| 4.3.2 | Flood risk management | 25 |
| 4.3.3 | Dams | 26 |
| 4.4 | Marine environment | 26 |
| 4.5 | Climate change and coastal planning | 27 |
| 4.6 | Bushfire | 29 |
| 4.7 | Other natural hazards and disasters | 29 |
| 5 | Economic activities | 30 |
| 5.1 | Agriculture | 31 |
| 5.2 | Tourism | 32 |
| 5.3 | Mining and gas extraction | 34 |
| 5.4 | Basic raw materials | 35 |
| 5.5 | Forestry and fisheries | 35 |
| 6 | Transport and infrastructure | 36 |
| 7 | The Leeuwin-Naturaliste Sub-regional planning strategy | 38 |
| 7.1 | WAPC policy position for the Leeuwin-Naturaliste sub-region | 38 |
| 7.1.1 | Population and settlement | 38 |
| 7.1.2 | Environment | 39 |
| 7.1.3 | Economy | 43 |
| 7.1.4 | Infrastructure | 45 |
| 7.2 | WAPC future actions | 46 |
| 7.2.1 | Review of State Planning Policy 6.1: Leeuwin-Naturaliste Ridge | 46 |
| 7.2.2 | Review of South West Regional Planning and Infrastructure Framework | 46 |
| 7.2.3 | Infill potential in existing residential areas | 46 |
| 7.2.4 | Transport movements through Cowaramup | 46 |
| 7.2.5 | Bushfire Hazard Level assessments and strategies for existing settlements with only one public road for access | 46 |
| 7.2.6 | Aged care | 46 |
| 7.3 | Monitoring and review | 46 |
| 7.4 | Maps | 46 |

| | |
|---|----|
| References | 58 |
| Appendices | |
| Appendix 1 Regional settlement hierarchy | 59 |
| Appendix 2 Relevant State planning policies | 61 |
| Appendix 3 Summary of report card for <i>State Planning Policy 6.1: Leeuwin-Naturaliste Ridge</i> | 62 |

Maps, figures and tables

| | |
|---|----|
| Map 1 Leeuwin-Naturaliste Sub-regional Planning Strategy study area | 47 |
| Map 2 Leeuwin-Naturaliste Ridge State planning policy area map | 48 |
| Map 3 Leeuwin-Naturaliste land use plan | 49 |
| Map 4 Settlement map | 50 |
| Map 5 Proposed Dunsborough planning investigation area | 51 |
| Map 6 Proposed Vasse planning investigation area | 52 |
| Map 7 Existing rural residential areas | 53 |
| Map 8 Land with high viticulture, horticulture and grazing capability in the Leeuwin-Naturaliste Sub-region | 54 |
| Map 9 Environmental assets | 55 |
| Map 10 Transport and movement network | 56 |
| Map 11 Public utility infrastructure | 57 |
| Figure 1 Western Australian Planning Framework | 5 |
| Table 1 Population and dwellings – ABS Census summary | 9 |
| Table 2 Settlement hierarchy | 13 |

I Introduction

1.1 The study area

The stretch of beaches, forests, towns and farmland from Cape Naturaliste in the north to Cape Leeuwin and inland to Margaret River is known as the Leeuwin-Naturaliste sub-region. For the purpose of the *Leeuwin-Naturaliste Sub-regional Planning Strategy*, Leeuwin-Naturaliste refers to all of the land and coastal waters within the City of Busselton and the Shire of Augusta-Margaret River.

1.2 Need for this strategy

The Western Australian Planning Commission (WAPC) has identified a number of key planning issues throughout the Leeuwin-Naturaliste sub-region. These include urban growth pressure; coastal erosion and inundation; protection of biodiversity, tourism, agriculture and landscape values; and bushfire planning.

The coastal areas, including beaches, wetland habitats, surf breaks, boat ramps and the marine park are a main tourist attraction and vulnerable to degradation and overuse during peak periods. With changing coastal processes, the management of coastal erosion and inundation impact on existing and proposed infrastructure, and decision-making regarding the future of these 'at risk' assets will need a collaborative approach for actions such as the preparation of coastal hazard risk management and adaptation plans.

The strategy is intended to help local governments implement State strategic issues in a sub-regional context by guiding decision-making, and informing local planning documents such as local planning strategies and schemes.

The WAPC established a steering group to guide the preparation of the *Leeuwin-Naturaliste Sub-regional Planning Strategy*. The steering group has overseen the preparation of the document and supports the purpose, vision and implementation actions presented.

1.3 Purpose and scope

The *Leeuwin-Naturaliste Sub-regional Planning Strategy* is an overarching planning document that outlines the WAPC's approach to future planning and development within the City of Busselton and the Shire of Augusta-Margaret River.

The purpose of the sub-regional strategy is to guide urban, industrial, rural and regional land use planning and associated infrastructure delivery in the Leeuwin-Naturaliste sub-region for the short, medium and long term.

The sub-regional strategy provides a local context and more detail for actions previously detailed in the WAPC's *State Planning Strategy* (2014) and the *South West Regional Planning and Infrastructure Framework*.

It promotes a whole-of-government approach for a wide range of social, economic and environmental considerations in the Leeuwin-Naturaliste sub-region.

As a provision of the *State Planning Framework*, the sub-regional strategy forms the basis for cooperative action by the State and local governments on land use, development and infrastructure. Local planning strategies are expected to be consistent with this document.

In particular, the sub-regional strategy:

- recognises the importance of forward planning for the potential scale and distribution of population growth
 - acknowledges the complexities of delivering urban infill and future green-fields urban, commercial and industrial development
 - identifies the WAPC's position on landscape, environmental issues, transport, water resources, agriculture, tourism and the managing the risks of fire, flood, sea level rise and storms and extreme weather events
 - seeks to ensure growth and development across the Leeuwin-Naturaliste sub-region is well planned, accessible and maintains and enhances the unique character and environment of the area.
2. The Leeuwin-Naturaliste sub-region's economy is diverse and stable but somewhat dependent on world markets and technological innovation. As an important agricultural and food production area, the sub-region's food and wine products are internationally renowned and an attraction for overseas visitors. Increased population, coupled with the region's significance as a tourism hotspot will support increased opportunities for sale and consumption of locally grown produce. This will require integrated planning to secure land and water resources to support growth in this sector. It is essential natural and rural landscapes are planned and managed to retain the character and amenity that attracts visitors and avoids environmental degradation.
 3. Coastal processes are changing. Guidance around the State values of existing and proposed development is required to inform the preparation of coastal hazard risk management and adaptation plans (CHRMAP) by local governments and others.
 4. Continued population and tourist growth is expected to put pressure on the sub-region's coastal areas. The strategic and sustainable development of potential tourism opportunities is required.
 5. There is need for a review and consolidation of the settlement hierarchy to align it with contemporary planning and growth change.
 6. *Ad hoc* proposals, inefficient distribution of infrastructure and the cumulative impact of development and rezoning of land to rural residential or special rural type lifestyle lots, is resulting conflict between the agricultural, economic, cultural and natural landscape values of the sub-region.

1.4 Vision

The vision for the Leeuwin-Naturaliste sub-region is:

To plan for the continued development and management of the Leeuwin-Naturaliste sub-region in a manner consistent with the character, amenity and value of the natural and built environments, and the efficient use and equitable distribution of resources

1.5 Key issues

1. The sub-region is facing challenges that can be addressed or influenced through the planning process. Issues such as population growth, aging population, increasing tourism numbers, coastal access, waste management and bushfire risk will have an immediate effect in the sub-region.

1.6 Key principles

The Leeuwin-Naturaliste Sub-regional Strategy promotes a whole-of-government approach for a wide range of social, economic and environmental considerations in the Leeuwin-Naturaliste sub-region.

The key principles of the strategy identified by the steering group are:

1. Acknowledgement of the interdependency between the landscape, environment, lifestyle attributes and economic benefits of investing, living and visiting the Leeuwin-Naturaliste sub-region.
2. Acknowledgement of the cumulative impacts of development on the economy, employment opportunities, cultural integrity, landscape values and the natural environment of the sub-region.
3. Support for a review and consolidation of the settlement hierarchy.
4. Support for attractive, accessible and liveable settlements and activity centres with a range of commercial spaces and housing types, including affordable options.
5. Support for a dynamic, diverse and prosperous economic base with local employment opportunities.
6. Support for the timely and efficient delivery of soft and hard infrastructure to support the sub-region's growth.
7. Support for ongoing, and where appropriate, increased protection of the unique environmental, cultural and tourism attributes of the sub-region.
8. Confirmation there will be no further rezoning of land to rural residential or special rural type lifestyle lots, other than those already identified in local planning strategies.
9. Provision of direction for the most advantageous and efficient locations to accommodate greenfields urban growth areas to prevent ad hoc proposals, inefficient distribution of infrastructure and resulting land use conflict.
10. Identification of the most advantageous and efficient greenfields locations to accommodate long-term industrial growth, and prevent subsequent growth pressures and land use conflict in other areas.
11. Assessment of risks and prepare adaptation strategies to manage the impacts of a changing climate and natural disasters.
12. Acknowledgement of the impacts of climate change and the need to integrate bushfire planning and management into the appropriate planning documents at a State and local level.
13. Protection of the vulnerable coastline through collaborative management and decision-making among the responsible stakeholders through processes including coastal hazard risk management and adaptation planning.
14. Protection of rural land for rural purposes (primary production, basic raw materials, regional facilities), and biodiversity and landscape for economic, employment, landscape, tourism and social values.
15. Support for investment in major infrastructure projects including the Busselton-Margaret River Airport, Busselton Outer Bypass, Vasse-Dunsborough Link Road, and exploration of a possible fast passenger rail service connecting to Bunbury and Perth. Other key projects have been identified in the South West Regional Planning and Infrastructure Framework and South West Blueprint.

1.7 Process for developing this strategy

The preparation of the *Leeuwin-Naturaliste Sub-regional Strategy* was overseen by the Department of Planning, Lands and Heritage, on behalf of the WAPC.

A steering group was established to guide the preparation of the strategy.

The steering group included representatives from:

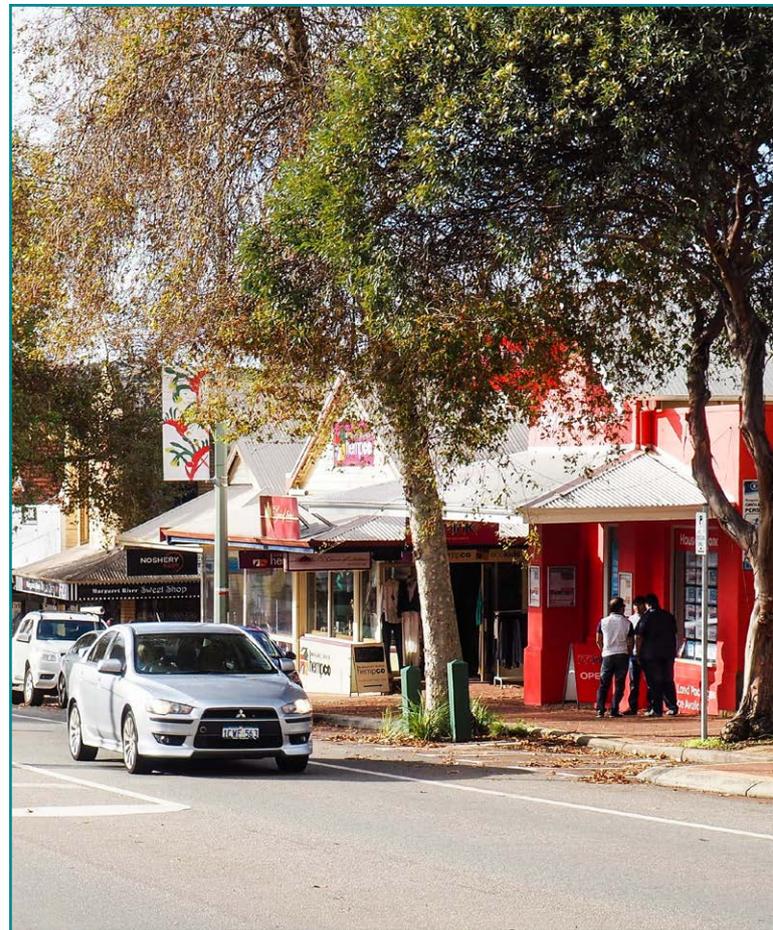
- Western Australian Planning Commission (WAPC)
- Department of Planning, Lands and Heritage
- Department of Primary Industries and Regional Development
- City of Busselton
- Shire of Augusta-Margaret River
- Independent planning professional.

The steering group met in Busselton and Margaret River, and received presentations from:

- Department of Biodiversity Conservation and Attractions
- Department of Water and Environmental Regulation
- Main Roads WA
- South West Development Commission
- City of Busselton
- Shire of Augusta-Margaret River
- Department of Mines, Industry Regulation and Safety
- Tourism WA
- Busselton Airport management.

The steering group has overseen the preparation of this document and supports the purpose, vision and implementation actions presented.

Infrastructure projects identified within the strategy are based on indicative information from State government agencies and are subject to change. Unless otherwise stated, they should not be taken as a funded Government commitment.



2 Governance and context

2.1 Planning

The planning context for the *Leeuwin-Naturaliste Sub-regional Planning Strategy* is shown in **Figure 1**. The strategy is intended to be more detailed than the South West Regional Planning and Infrastructure Framework, but it does not address all matters that would typically form part of a local planning strategy.

2.1.1 State planning policies

State planning policies provide the highest level of planning policy control and guidance in Western Australia. They are prepared under Part 3 of the *Planning and Development Act 2005* and are applied at all levels of planning

decision-making including strategic planning, local planning strategies and schemes, structure plans, subdivision, and development.

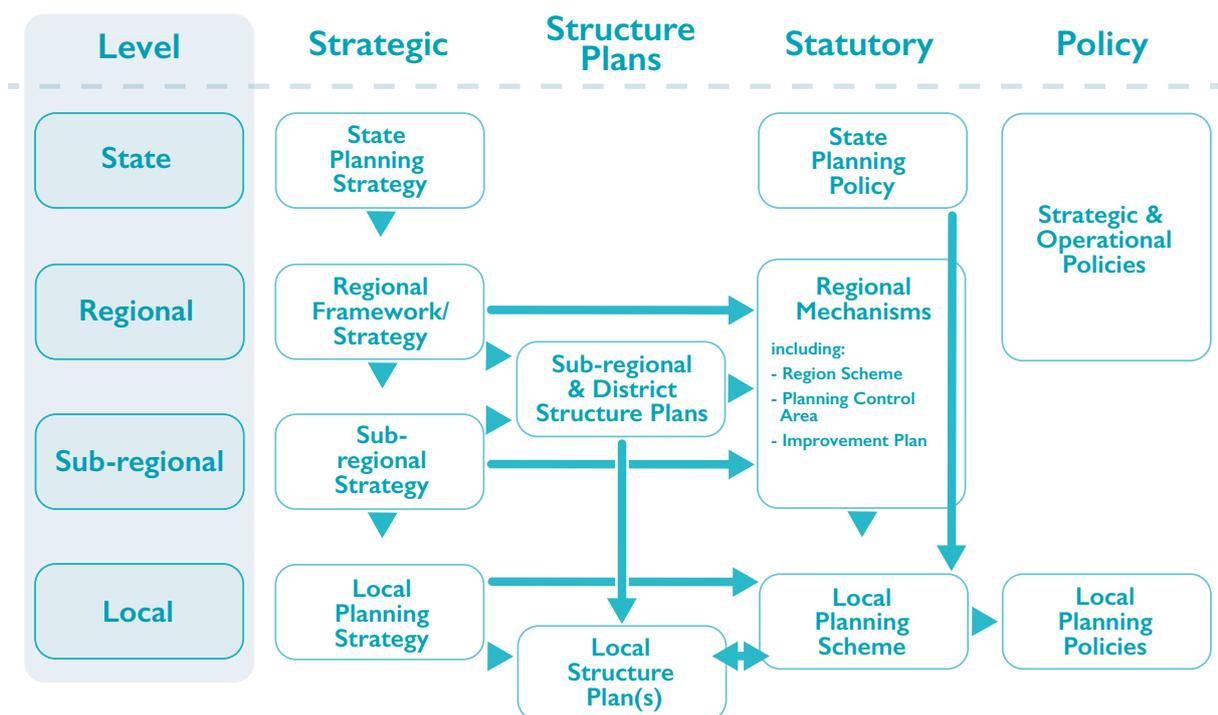
This study seeks to build on the policy direction of State planning policies relevant to this sub-region (**Appendix 2**).

2.1.1.1 State Planning Policy 6.1: Leeuwin-Naturaliste Ridge

In 1998, *State Planning Policy 6.1: Leeuwin-Naturaliste Ridge* (SPP6.1) was gazetted and the accompanying report published.

SPP6.1 mainly addresses issues for the area along the ridge from Cape Naturaliste to Cape Leeuwin and as such, does not cover land east of the Bussell Highway, including Busselton townsite and the Swan and Scott coastal plains.

Figure 1: Western Australian Planning Framework



The policy was amended in 2003 to include statements regarding planning and development at Smiths Beach. In 2016, the WAPC reviewed SPP6.1 in the form of a Report Card (**Appendix 3**).

2.1.2 Regional planning and infrastructure frameworks

Planning and infrastructure frameworks have been prepared for each of Western Australia's 10 planning regions. The frameworks provide guidance to government agencies and local governments on land use, land supply, land development, environmental protection, infrastructure, investment and for the delivery of physical and social infrastructure for each region. They also provide the framework for the preparation of sub-regional and local planning strategies and inform the decisions of the WAPC and its Infrastructure Coordinating Committee.

The study area is covered by the *South West Regional Planning and Infrastructure Framework (2015)*, which outlines the WAPC's position on transport, agriculture, planning for population growth, community infrastructure, climate change and major infrastructure requirements for the South West region for a 20 year timeframe. The Leeuwin-Naturaliste sub-region is one of three sub-regions in the South West, along with the Bunbury Wellington and Warren-Blackwood sub-regions. The framework provides significant direction for this strategy.

2.1.3 Local planning strategies and schemes

The City of Busselton and the Shire of Augusta-Margaret River each have local planning strategies and schemes that govern land use and development.

The sub-regional strategy is intended to provide direction and support to local governments to deal with issues of State and regional significance. The local schemes and strategies may need review to ensure consistency with the direction in the strategy.

2.2 Regional development

The *Regional Development Commissions Act 1993* defines the regions of Western Australia in an almost identical manner to the Planning Act.

2.2.1 Royalties for Regions

The *Royalties for Regions Act 2009* provides for mining royalties to be put into a fund to promote and facilitate economic, business and social development in regional Western Australia.

The Act establishes a Regional Development Trust, which provides advice and recommendations to the responsible Minister on expenditure related to the fund.

Royalties for Regions focuses on delivering benefits to regional Western Australia through six objectives:

- Building capacity in regional communities
- Retaining benefits in regional communities
- Improving services to regional communities
- Attaining sustainability
- Expanding opportunity
- Growing prosperity.

2.2.2 Regional investment blueprints

Regional investment blueprints have been prepared for each region in Western Australia defined under the *Regional Development Commissions Act 1993*. They identify priorities for economic, social and community development projects.

By considering local issues and conditions, the blueprints seek to develop the economic base of each region by highlighting advantages, looking for workforce opportunities and community development. They are intended to guide investment and allocation for Royalties for Regions funding into infrastructure and services for regional communities.

2.2.2.1 South West Regional Blueprint

The *South West Regional Blueprint* outlines a guide for the future development of the South West region to 2050.

The blueprint takes an aspirational view on how the South West can grow, create new jobs, build prosperity and provide the kind of lifestyle that is so important to living in the region. The blueprint was jointly produced by the South West Development Commission and Regional Development Australia South West, and will guide future investment in regional development.

2.3 Aboriginal heritage and native title

This strategy acknowledges the traditional owners of the Leeuwin-Naturaliste sub-region, past and present. The Leeuwin-Naturaliste sub-region is predominantly within Wardandi Noongar country.

The *Native Title Act 1993* provides for the recognition and protection of Aboriginal and Torres Strait Islander people's native title rights and interests. Certain government actions, such as grants of freehold or other exclusive tenures to other parties, have been found to extinguish native title. Claims for native title cannot be made over areas where native title has been extinguished; for example, land held in freehold or exclusive tenure in developed areas.

Native title is a relevant consideration when planning for urban growth and development in the Leeuwin-Naturaliste area, as land in and around towns that may be identified as appropriate for certain development options may be subject to native title claim. Broadly, however, native title has been extinguished on the majority of land in the study area by the granting of freehold titles over large areas.

The recognised traditional owners for the Leeuwin-Naturaliste sub-region are the South West Boojah people. Broadly, the South West Boojah region includes the coastal areas from Wonnerup east of Busselton to Point d'Entrecasteaux, south of Northcliffe, and also includes inland areas such as Nannup and Pemberton.

In April 1996 the National Native Title Tribunal registered a native title claim over a portion of the study area (WC1996/041–Harris Family).

Since 2009, the State Government and South West Aboriginal Land and Sea Council have been negotiating on the South West Native Title Settlement, a negotiated settlement for

six separate native title claims by the Noongar people of the south west of Western Australia. Under the Settlement, native title is proposed to be exchanged for a negotiated package of benefits, including formal recognition of the Noongar people as traditional owners, land, investments and the establishment of Noongar Regional Corporations. A major component of the Settlement is the establishment of the Noongar Land Estate through the transfer of a maximum of 320,000 hectares of Crown land for cultural and economic development, comprising 300,000 hectares as reserve land and 20,000 hectares as freehold title.

The South West Native Title Settlement is not yet finalised. When it is, traditional owners are expected to be more closely involved in land use planning in the district. For land outside of the native title settlement area, engagement with the traditional owners will continue through standard referral processes.



3 Population and settlement

3.1 Population statistics

The WAPC is the State Demographer and is responsible for preparing population forecasts for use by State agencies. The WAPC prepares Regional Land Supply Assessments as part of the Urban Development Program.

The Urban Development Program coordinates and promotes the development of serviced land in an efficient and coordinated manner for the guidance of state infrastructure agencies, public utilities, local governments and the private sector. It tracks and models demand, land supply, development and infrastructure throughout Western Australia to deliver a more effective use of land, better staging of development and prioritisation of infrastructure investment to support growth.

Regional Land Supply Assessments track and model land supply. The reports include information on:

- Demand drivers specific to each centre, including the major economic factors that influence employment and population growth, and therefore the demand for land and housing;
- Zoned land supply for residential, commercial and industrial uses;
- Development constraints;
- Recent and future land development activity; and
- Existing and required physical infrastructure.

More detailed descriptions of the methods and outputs are available at www.planning.wa.gov.au

Both the City of Busselton and the Shire of Augusta-Margaret River have had regional land supply assessments published in 2016 and 2017, respectively. The WAPC notes that the rate of growth in the sub-region has been greater than what was anticipated in forecasts within WA Tomorrow. WA Tomorrow forecasts towards a 15 year horizon and deviation from the median growth trajectory is expected during that time. If growth through the sub-region is outside

Table 1: Population and Dwellings – ABS Census summary

| Local government area / Census | Busselton 2011 | Busselton 2016 | Augusta-Margaret River 2011 | Augusta-Margaret River 2016 |
|--|------------------|------------------|-----------------------------|-----------------------------|
| Population | 30,330 | 36,686 | 11,761 | 14,258 |
| Private dwellings – total | 15,848 | 18,677 | 6,810 | 7,740 |
| Private dwellings – unoccupied | 4,253 (27.9%) | 4,715 (26.6%) | 2,089 (33.2%) | 2,081 (29.2%) |
| Private dwellings – unoccupied (per cent of state average) | 12.1% | 13.3% | 12.1% | 13.3% |

this trend, this data will be included as model inputs for the next iteration of WA Tomorrow and Land Supply Assessments will be updated accordingly to reflect latest census data.

A summary of key points from the Land Supply Assessments are provided below.

3.1.1 Regional land supply assessments

The WAPC prepares regional land supply assessments as part of the Urban Development Program.

The Urban Development Program coordinates and promotes the development of serviced land in an efficient and coordinated manner for the guidance of state infrastructure agencies, public utilities, local governments and the private sector. It tracks and models demand, land supply, development and infrastructure throughout Western Australia to deliver a more effective use of land, better staging of development and prioritisation of infrastructure investment to support growth.

Regional land supply assessments track and model land supply. The reports include information on:

- demand drivers specific to each centre, including the major economic factors that influence employment and population growth, and therefore the demand for land and housing
- zoned land supply for residential, commercial and industrial uses
- development constraints
- recent and future land development activity
- existing and required physical infrastructure.

More detailed descriptions of the methods and outputs are available at www.planning.wa.gov.au

The City of Busselton and the Shire of Augusta-Margaret River have each had regional land supply assessments published in 2016 and 2017, respectively. The rate of growth in the sub-region has been greater than what was anticipated in forecasts within the WAPC's *WA Tomorrow*, which forecasts towards a 15 year horizon, and deviation from the median growth trajectory is expected during that time. If growth through the sub-region is outside this trend, this data will be included as model inputs for the next edition of *WA Tomorrow* and land supply assessments will be updated to reflect latest census data.

Summaries of the land supply assessments are provided below.

3.1.2 Busselton Regional Land Supply Assessment 2017 – Summary

The City of Busselton's population is growing, driving demand for more residential and industrial land in the Busselton-Vasse and Dunsborough areas.

With a population of approximately 36,335 as at June 2015 (**Table I**), it is now the third most populated urban area in regional Western Australia, and the most populated local government in the South West.

At the 2011 Census, a stock of 15,252 dwellings was recorded in the City of Busselton. Of these, 4,253 were unoccupied (27.9 per cent), which is significantly higher than the rate for Western Australia as a whole (12.1 per cent). This is likely to be related to the large number of dwellings used as holiday homes.

This population growth is likely to continue as Busselton's economy continues to diversify. Significant regional and local economic development initiatives such as the expansion of the Busselton-Margaret River Regional Airport and the revitalisation of the Busselton foreshore will ensure the region's continued economic growth, thereby increasing

employment opportunities. This could result in a further 7,000 to 8,000 people living in the region by 2026.

The majority of undeveloped residential zoned land is located south of the Busselton wetland system and will facilitate this population growth well into the future.

Large stocks of land have also been identified for industrial expansion, particularly around the Busselton-Margaret River Regional Airport. It is anticipated that demand for industrial land will increase once expansion of the airport is complete.

Under the median (Band C) WA Tomorrow forecasts, there are sufficient stocks of land identified in the local government area to meet growth in the short, medium and long term, with a hypothetical temporal land supply of 32 years (that is, to 2050) and a resident population ultimate capacity of approximately 54,000. However, these figures do not take into account factors including the demand and distribution of the population, absentee owners, the high proportion of holiday homes, the reduction in infill potential due to bushfire risks and habitat protection for critically endangered ringtail possums and the potential of multiple dwellings in higher density and mixed use lots.

3.1.3 Augusta-Margaret River Land Supply Assessment 2016 – Summary

There were approximately 13,807 residents residing within the Augusta-Margaret River local government area as at June 2015.

At the 2011 Census, a stock of 6,299 dwellings was recorded in the Shire of Augusta-Margaret River. Of these, 2,089 dwellings (33.2 per cent) were unoccupied, which is significantly higher than the rate for Western Australia as a whole (12.1 per cent). This is likely to be related to the large number of dwellings used as holiday homes. In Prevelly-Gnarabup 52 per cent of the dwellings were reported as unoccupied, 54 per cent were reported unoccupied in Gracetown, and 60 per cent of the dwellings were reported as unoccupied on Molloy Island. For the Shire's main centre, Margaret River, the rate was 17.2 per cent.

The staged development strategies developed by the Shire of Augusta-Margaret River and State government agencies have identified sufficient stocks of land to meet short, medium and long term future land requirements. Over the whole of the Shire it is estimated that there is a land supply of at least 40 years with a residential population capacity of 23,200 people. However, it should be noted that future population growth is largely expected to occur in the northern parts of the Shire.

The industrial land needs for the Shire are currently being accommodated by existing estates in Margaret River, Augusta, Cowaramup and Witchcliffe. These contain primarily light industrial and service commercial development. In addition, several industrial land uses such as wine making are also permitted in the rural zones. Modelling has identified 168 lots of land zoned for industrial purposes, covering a total land area of approximately 60 hectares.

3.2 Settlement and growth

The WAPC recognises that people are the most important component of all communities and are a communities' greatest resource. The importance of planning for future population growth to build inclusive communities that minimise disadvantage and recognise our rich and diverse cultural heritage and environment is fundamental.

Land use planning in the Leeuwin-Naturaliste sub-region should encourage growth only in appropriate locations. This growth must be carefully managed to encourage the development of efficient, inclusive communities that support a high level of social amenity, whilst maintaining the values that attract people to live and work in the sub-region.

Map 3 identifies the locations of broad land uses supported in this strategy.

More detail for the major settlements is in **Map 4**.

3.2.1 The settlement hierarchy

The South West Regional Planning and Infrastructure Framework (2015) includes a settlement hierarchy that identifies the role and function of activity centres based on current focal points for people, services, employment and leisure at that time. The settlement hierarchy for the sub-region shown in **Table 2** has been updated from that shown in the framework to reflect the existing strategic planning, and latest information from the regional land supply assessments.

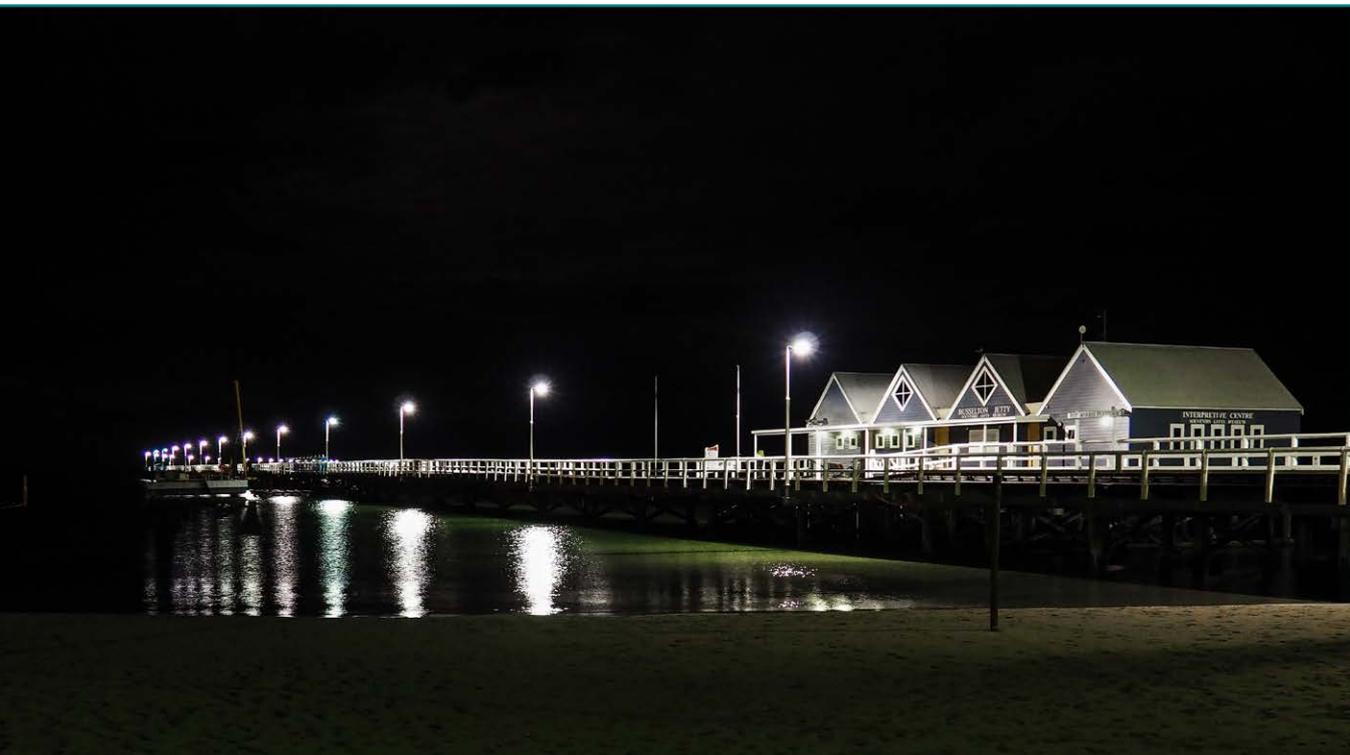


Table I: Settlement hierarchy

| | Settlement category | Settlement | Planning opportunities | Population (2011 census) | Population (2016 census) | Estimated potential population based on land identified in this strategy |
|---|---------------------|--|---|--------------------------|--------------------------|---|
| 1 | Regional city | None in sub-region The Regional City for the South West Region is Bunbury | | | | |
| 2 | Regional centre | Busselton (including town centre, Geographe, Yalyalup, West Busselton, Broadwater and Ambergate North) | <p>Opportunity for urban infill and redevelopment of some sites within the existing urban footprint.</p> <p>Significant undeveloped but planned residential land at Ambergate North.</p> <p>Opportunity to review and improve greenfield structure plans and activity centres to reflect current best practice.</p> | 1,8106 | 2,1021 | <p>The Busselton Land Supply Assessment identifies that the City has the capacity to support a resident population of approximately 44,900 people within the suburbs of Busselton, West Busselton, Geographe, Broadwater, Abbey, Yalyalup, Bovell, Ambergate Vasse and Kealy.</p> <p>The ultimate population is dependent on review of Structure Plans and infill potential taking into account ringtail possum habitat, drainage, bushfire and remnant vegetation constraints.</p> |
| 3 | Subregional centre | Margaret River, (including East Margaret River DIAs) | Major growth centre for the sub-region. Ample land for residential uses already identified in the local planning strategy. | 5,314 | 8,830 | 13,300+ infill potential of approximately 700 people. (likely population by 2031 = 11,000) |

| | Settlement category | Settlement | Planning opportunities | Population (2011 census) | Population (2016 census) | Estimated potential population based on land identified in this strategy |
|---|---------------------|-------------|---|--------------------------|--------------------------|---|
| 4 | Major town | Dunsborough | <p>the surrounding district. Opportunity to consolidate the town centre to improve walkability and urban design and diversify housing types.</p> <p>Planning investigation areas are identified to the south and south-east of the town centre, subject to amendments to statutory mechanisms and detailed planning. Likely issues include; bushfire, remnant vegetation, groundwater levels and fill requirements, traffic management, social infrastructure requirements and development contribution mechanisms.</p> | 4,531 | 5,320 | <p>The Busselton Regional Land Supply Assessment identifies that the suburbs of Dunsborough, Naturaliste, Quedjinup, Quindalup, Wilyabrup, Yallingup and Yallingup Siding have the capacity to support a population of 11,600 plus the additional population supported by the planning investigation area identified at Dunsborough.</p> <p>The ultimate population for Dunsborough is dependent on detailed structure planning taking into account ringtail possum habitat, drainage, bushfire and remnant vegetation constraints.</p> |
| 5 | Town | Augusta | <p>Augusta has the natural attributes to support a vibrant retail, hospitality and tourism industry. It has the capacity to accommodate increase in population, and support industries related to tourism and renewable energy.</p> <p>Sufficient land zoned for urban already identified in local planning strategy.</p> | 1,022 | 1,382 | 5,750 (Likely population by 2031 = 2000) |
| 6 | Town | Cowaramup | <p>Cowaramup has a distinct identity, character and role and known for its local culture and industries.</p> <p>Sufficient land zoned for urban already identified in Local Planning Strategy.</p> | 795 | 1,902 | 3,000 |

| | Settlement category | Settlement | Planning opportunities | Population (2011 census) | Population (2016 census) | Estimated potential population based on land identified in this strategy |
|-----------|---------------------|-------------------|--|--------------------------|--------------------------|---|
| 7 | Town | Vasse | A new town that services the surrounding area. Planning investigation area identified to the south of the town centre, subject to amendments to statutory mechanisms and detailed planning. | 1,733 | 2,479 | The endorsed Structure Plan for Vasse has the capacity to support a population of approximately 5,000. The additional population supported by the planning investigation area at Vasse will subject to detailed structure planning. |
| 8 | Town | Witchcliffe | Structure plans for eco-village concepts have been prepared which will provide for Witchcliffe to grow from a village to a town settlement. | 30 | 263 | 2,000-2,600 |
| 9 | Village | Karridale | Sufficient land zoned for urban already identified in Local Planning Strategy. Small communities, often with a strong sense of identity, that rely on nearby towns for high order goods and services. | 300 | 277 | 500 |
| | | Prevelly/Gnarabup | | 400 | 659 | 700** |
| | | Yallingup | | 970 | 1,029 | ** |
| | | Gracetown | | 300 | 237 | 450**+ 140 lots |
| | | Molloy Island | | 354 | 113 | ** |
| Eagle Bay | 173 | 76 | ** | | | |
| Kudardup | 241 | 99 | 500 | | | |
| 10 | Tourist node | Bunker Bay | Sufficient land zoned for urban already identified in Local Planning Strategy. | ** | ** | ** |
| | | Hamelin Bay | Small tourism developments / resorts in high amenity areas that rely on nearby towns for goods and services. | ** | ** | ** |
| | | Smiths Beach | | ** | ** | ** |

| | Settlement category | Settlement | Planning opportunities | Population (2011 census) | Population (2016 census) | Estimated potential population based on land identified in this strategy |
|----|---|----------------------------------|---|--------------------------|--------------------------|--|
| II | No growth or future settlement proposed | Carbanup River Hamlet | Previously identified in SPP6.1 (1998). However no longer supported for reasons including; they are not contiguous with existing settlements and numerous development fronts would result in the inefficient delivery of hard infrastructure and ineffective access to social infrastructure and services for future residents, and environmental constraints including remnant vegetation and bushfire risk. | N/A | N/A | N/A |
| | | Metricup Hamlet | | N/A | N/A | N/A |
| | | Hamelin Bay Enclave [^] | | N/A | N/A | N/A |

** Variable depending on tourist, absentee owners and permanent resident ratio

[^] Subject to the outcome of existing planning application being considered by the local government and WAPC. Refer section 3.2.7.

3.2.2 Housing diversity and affordability

The sub-region has a strong supply of high socio-economic housing and lifestyle lots as well as ample proposed greenfield development sites, which generally cater for first home owner and family needs. However, like many others in Western Australia, the sub-region is lacking in affordable accommodation options for purchase and for rent; and smaller, more manageable and efficient housing configurations for single people, people with disabilities, the elderly and those who require supported accommodation.

3.2.3 Urban infill and urban consolidation

Both local governments within the sub-region already recognise the importance of supporting and encouraging quality urban infill and urban consolidation within the existing settlements. This is reflected in the local planning strategies, schemes and policies.

The importance of good design is outlined in the WAPC's Draft *State Planning Policy 7 Design of the Built Environment (2016)* and *Diverse City by Design (2015)*. Appropriately scaled infill development and the productive use of upper storey building space for offices or housing can significantly increase the mix and efficiency of land use. Liveable compact neighbourhoods with attractive, safe public spaces are also good for health, providing the opportunity for walkable or cycle-able access to daily needs and services, rather than dependence on private motor vehicles.

Studies have also demonstrated it is significantly more cost effective for the government to deliver, upgrade and maintain infrastructure to cater for additional dwellings within and immediately adjacent to existing urban areas, rather than provide new services for greenfield development areas.

3.2.4 Future urban – Planned, but undeveloped greenfield urban areas (major)

There are currently several already planned, significantly sized, greenfield development fronts currently rolling out including Yalyalup, Vasse, Bovell, Cowaramup, and Margaret River. These are already identified in local planning schemes and strategies.

As required by *State Planning Policy 2.5: Rural Planning* and the Department of Health *Guidelines for separation of agricultural and residential land uses (2012)*, any review of these structure plans should demonstrate strategies to minimise conflict at the interface between land uses such as urban areas and surrounding rural and agricultural land through such measures as buffers and separation distances.

Many of these areas were identified and planned prior to the introduction of *State Planning Policy 3.7: Planning in Bushfire Prone Areas*. To ensure that bushfire risk can be managed to avoid the threat of bushfire to people, property and infrastructure, it is recommended that Bushfire Hazard Level Assessments be undertaken to demonstrate how compliance with the bushfire protection criteria can be achieved.

The major planned but undeveloped greenfield urban areas that have not yet commenced development are described below.

3.2.4.1 Ambergate North

Ambergate North is identified in the City of Busselton's Local Planning Strategy and Local Planning Scheme. A current structure plan was approved by the local government and endorsed by the WAPC in 2014. The structure plan allows for approximately 5,175 residential lots, a village centre, a local centre, three primary schools, one high school and significant open space.

To date, no development has taken place and there is some scope to review the structure plan. This could potentially increase residential densities around the activity centre and apply best practice regarding planning for and management of bushfire risk, bushland, wetland and drainage issues.

3.2.4.2 Margaret River

Approximately 500 hectares of residential development investigation area was identified in the Augusta-Margaret River Local Planning Strategy 2011, which could yield approximately 3,000 lots, representing approximately 20 years supply. Comprehensive structure planning will be required to be approved by the local government and endorsed by the WAPC.

3.2.4.3 Gracetown

A future development zone was approved to the south of Gracetown by the Minister for Planning in 2016. This townsite expansion provides for approximately 140 lots, and the potential for alternative servicing arrangements. Prior to development, bushfire risk management issues will need to be met in accordance with SPP3.7.

3.2.4.4 Witchcliffe

The *Shire of Augusta Margaret River's Local Planning Strategy 2011* and townsite strategies identify significant residential and rural residential/ special residential enclaves within development investigation areas, providing for approximately 1,000 lots. The objectives state the importance of retaining the rural village character in the new urban form and providing strong permeability through interconnected street and pedestrian networks. The town is not connected to reticulated water or sewerage services and alternative servicing arrangements may be required.

In 2017, an area of approximately 119 hectares to the east of the Witchcliffe townsite was also identified for 'future development' for an 'eco-village' subdivision creating approximately 300 residential lots, complementary agricultural pursuits, community facilities, and public open space, committed to renewable and self-sufficient servicing infrastructure.

3.2.5 Proposed planning investigation areas

To provide for long term growth and the efficient and orderly delivery of servicing infrastructure, this sub-regional strategy identifies two planning investigation areas. These areas have been chosen as they are strategically located, least constrained by environmental and physical considerations, and are contiguous to existing settlements. The boundaries and size of these areas are indicative only and identification of the sites should not be construed as support for development.

The areas will be the subject of further planning investigations, including issues such as, but not limited to environmental assessment, hard and social infrastructure requirements, water management, bushfire management, land fill requirements, an effective staging plan, development contributions plan, and built form and public spaces guidelines. Further planning processes need to be undertaken including amendments to statutory mechanisms and detailed structure planning.

As required by SPP2.5 and the Department of Health's *Guidelines for separation of agricultural and residential land uses (2012)*, these structure plans for these planning investigation areas should demonstrate strategies to minimise conflict at the interface between land uses such as urban areas and surrounding rural and agricultural land through such measures as buffers and separation distances.

To ensure that bushfire risk can be managed to avoid the threat of bushfire to people, property and infrastructure, it will be required that bushfire hazard level assessments are undertaken to demonstrate how compliance with the bushfire protection criteria can be achieved as part of these planning investigations.

3.2.5.1 Dunsborough

It is estimated that the residential infill potential in Dunsborough under existing zonings is limited to approximately 300 lots within the existing suburban area. There may be some future mixed use developments providing for additional dwellings in the town centre.

The potential number of residential dwellings in the town centre will be explored by the local government during detailed activity centre structure planning and revisions of the local planning strategy and scheme. The activity centre structure plan will also investigate the town centre expanding over Caves Road, allowing for increased residential densities within walking distance to the town centre services, and potentially requiring the relocation of one of the playing fields.

Dunsborough South East

The direction of future greenfields urban growth in Dunsborough is primarily in a south south-east direction due to constraints in other directions including remnant vegetation, possum habitat, drainage issues, wetlands, and coastal vulnerability.

The planning investigation area is shown in **Map 5**. Prior to development taking place, a structure plan will need to be approved by the local government and endorsed by the WAPC. The structure plan will determine a logical boundary to be subsequently rezoned in the local planning strategy and scheme.

The local government in collaboration with the landowners and developers will need to coordinate timely delivery and equitable

development contributions for the provision of servicing infrastructure including roads, power, waste water management, community infrastructure including schools and public open space, and a viable commercial precinct to service the local community. Notably, fit-for-purpose water sources for Dunsborough are limited and require significant infrastructure investment to support the potential population and amenity areas such as public open space and playing fields.

It is anticipated that this investigation area will supply sufficient greenfield land for Dunsborough in the long term.

3.2.5.2 Vasse South

A future planning investigation area shown in **Map 6** to the South of Vasse has been identified. The investigation area is defined by and contained within physical boundaries being the future Busselton Outer Bypass to the South, the realigned Bussell Highway and the Boyanyup drain. The land is flat and cleared of native vegetation.

This long term growth area of approximately 170 hectares will allow for logical design of roads and connectivity of infrastructure.

A structure plan will need to be approved by the local government and endorsed by the WAPC, and guide future subdivision, built form, residential densities, commercial and potential light industrial areas and public open spaces. Fit-for-purpose water sources for Vasse are limited and require significant infrastructure investment to support the potential population and amenity areas such as public open space and playing fields.

3.2.6 Lifestyle lots

The sub-region has significant areas of land already created for lifestyle lots, including land zoned Special rural, Rural residential, Rural living and low density residential lots. These lots provide an attractive lifestyle option with rural

outlooks and potential for small scale animal husbandry, horticulture and creative industries. Many landowners have invested in rehabilitation of their land, improving habitat and water quality.

The majority of these lots are in close proximity to Dunsborough, Vasse and Margaret River as shown in **Map 7** and are less than five hectares in size.

However, the cumulative impacts and interactions on the environment, the surrounding agricultural land and owner expectations often have conflicting consequences. Matters may include bushfire risk management, visual landscape amenity, detrimental impacts on biodiversity, efficient hard and social infrastructure provision, water resource management, and the threat to the productivity of larger primary agricultural lots. For example, owners may have chosen to live on a lifestyle lot to be surrounded by the natural environment and enjoy a rural outlook.

Additional lifestyle dwellings and building structures may detract from the view, and to comply with bushfire requirements may require significant amounts of vegetation and habitat to be removed. Therefore detracting from what first attracted the resident to live in the area and detracting from the uniqueness of the area.

The recent implementation of SPP3.7 means that several previously identified, but not yet subdivided areas, no longer will have development potential. This includes area “Development Investigation Area M5” to the east of the Margaret River townsite and the Margaret River Perimeter Road, identified in the Shire of Augusta-Margaret River Local Planning Strategy 2011. Therefore this area is not shown in this sub-regional strategy.

For these reasons the expansion of Special rural, Rural living and low density lifestyle residential zones in the sub-region over that already identified in the local planning strategies is not supported by the WAPC.



3.2.7 Hamlets and enclaves

The creation of new hamlets and enclaves in the sub-region is no longer supported by the WAPC due to reasons including their small settlement size, infrastructure and social servicing difficulties and dependency on travelling to other settlements for daily needs. Servicing these settlements with reticulated power, water and wastewater management is unlikely to be economically feasible due to connection distances to existing reticulated systems or the costs associated with creation and maintenance of standalone plants.

Kudardup and Karridale are historic settlements which have been identified as hamlets and enclaves in SPP6.1. Both of these settlements have retained permanent residents and small local convenience services. Structure planning has been approved to guide the expansion of these settlements. Sussex locations 246 and 251 Augusta have been identified in the Shire of Augusta-Margaret River's local planning scheme and planning has progressed for these two areas. With this expansion, these settlements could be classified as villages in the settlement hierarchy.

Carbanup River and Metricup have no current strategic structure plans approved. Metricup has no formed townsite, while Carbanup River has retained a petrol station and a few permanent residents. Providing additional servicing or social infrastructure for these hamlets is considered an inefficient use of State and local government resources, particularly given already identified and planned areas that are congruent to existing urban areas. Therefore, urban development at Carbanup River and Metricup is no longer supported as there is no demonstrated need for a new settlement from a land supply perspective, residents would be isolated from jobs and services, and urban development would result in an unnecessary loss of agricultural land.

SPP6.1 also identified a hamlet with enclave at Hamelin Bay. While some preliminary planning has occurred, development of the land has not progressed. Bushfire risk management is a significant concern and unless the proponent can address all of the constraints and concerns, this enclave is unlikely to proceed.

It is recommended that the settlement hierarchy in the South West Regional Planning and Infrastructure Framework and SPP6.1 should be reviewed so that they no longer refer to hamlets and enclaves.

3.2.8 Holiday homes

The sub-region has a high proportion of homes that are vacant for significant periods of the year and used as holiday homes for non-residents. This affects the ability of local governments to plan for permanent residents to be in close proximity to community services as affordable housing options are pushed further from town centres. Consequently, this contributes to urban sprawl as the rate of permanent residents per hectare is low.

Much of the tourist accommodation is based on single residential medium density housing, which then exacerbates the urban sprawl. The strategy's emphasis on higher density housing stock such as units, townhouses, and semi-detached houses, particularly for the tourist market, could prevent urban sprawl and reduce impacts on amenity for local residents; and provide for more affordable home owner, rental and investment options.

3.2.9 Land requirements for future public works

The State government is a major investor in non-residential public projects throughout the Western Australia. The provision of health, education, emergency, justice, cultural and general government services requires essential

facilities. As populations change and grow, so does the need for courts, hospitals, schools, correctional facilities, cemeteries and so on to support them.

Currently, there is no land assembly process for the identification and reserving of land for non-residential public projects. Land is sought by State government agencies after development has occurred; frequently leading to less than optimal outcomes in terms of cost, location and, ultimately, service delivery.

Identifying the location and land requirements for public infrastructure early in the planning process – similar to transport and energy infrastructure – is recommended as an efficient and cost-effective approach to securing land projected to be required by the State.

While it is beyond the scope of this document, it is recommended the Planning portfolio develop and drive a land assembly process to identify assemble land for non-residential public projects in the Leeuwin-Naturaliste sub-region.



4 Environmental significance

State planning policies and the *South West Regional Planning and Infrastructure Framework* recognise the importance of the health of the environment as a basic principle.

4.1 Biodiversity

The Leeuwin-Naturaliste area forms part of Australia's only internationally recognised biodiversity hotspot – one of 35 around the world and one of 15 national terrestrial biodiversity hotspots.

Biodiversity hotspots are areas that support natural ecosystems that are largely intact and where native species and communities associated with these ecosystems are well represented. They are also areas with a high diversity of locally endemic species, which are species that are not found or are rarely found outside the hotspot. Notably, the Vasse-Wonnerup Wetlands are a recognised RAMSAR site.

This hotspot is under various threats including clearing of native vegetation, changes to hydrology associated with land uses and practices, introduction of weeds and pest animals, disease spread, unplanned bushfires and the changing climate.

Unique vegetation

The granitic vegetation communities are unique to the ridge area and contain significant floristic variation. Declared rare flora including *Kennedia lateritia* is found in the area between Leeuwin Road and the coast.

The proposed planning investigation area for Dunsborough contains some small remnants of Abba and Cokelup vegetation complexes. Both of these complexes are at or below 10 per cent of their original extents, well below the State and Commonwealth recommended 30 per cent threshold for vegetation retention. Any remnant vegetation on the Cokelup complex will also be Claypan Threatened Ecological Community (TEC). It is recommended that all remnant vegetation in this investigation area should be protected from clearing to the greatest possible extent. This protection should also ensure that potential impacts to the vegetation from required bushfire protection adjacent to urban development are avoided.

Close to Augusta there is an area of Calcareous silt which is highly likely to be of significant conservation value and possibly contain threatened ecological communities. It is recommended all remnant vegetation should be protected from clearing to the greatest possible extent. This protection should also ensure that potential impacts to the vegetation from required bushfire protection adjacent to urban development are avoided.

Land in the proximity to the Busselton Cemetery includes areas that are priority ecological community vegetation and support the highly restricted Orange Bassendean Sands and several priority and locally significant species. It is recommended these reserves are protected from development and modification.

Large areas of land around Augusta have not had formal environmental studies undertaken. Areas such as the Margaret River Plateau are likely to be of a restricted type and extent.

The seagrass meadows in the Ngari Capes Marine Park is also a significant vegetation type in the sub-region. There are large areas of contiguous seabeds in Geographe Bay and large numbers of fish and other marine species are found in, and are reliant on the area.

Unique fauna

The Western Ringtail Possum is critically endangered species reliant on peppermint trees (*Agonis flexuosa*) banksia woodland and tuart ecosystems.

The endangered Orange bellied frog *Geocrinia rosea* and the critically endangered white-bellied frog *Geocrinia alba* are endemic to the sub-region and are very sensitive to changes in hydrology which affect their specific habitat requirements. Reductions in water flow through limestone cave systems can have significant consequences for karst ecosystems and threatened ecological communities.

Wetlands

The Vasse Taskforce has been established to review and develop strategies for the Vasse-Wonnerup Wetlands, Lower Vasse River and Toby Inlet systems. The Department of Biodiversity Conservation and Attractions is currently working under the Revitalising Geographe Waterways program to develop an operational plan for the Vasse-Wonnerup Wetlands, in anticipation of associated areas being vested in the Conservation and Parks Commission for nature conservation purposes. Flood mitigation, water levels and water quality in the wetlands are issues that will be address in the operational plan.

The WAPC recognises local governments have an important role in protecting and managing the environment and natural resources to making the sub-region a unique, attractive and healthy place to live and visit. These values are embedded in the local governments key

strategic documents. Environmental attributes within rural areas are governed by several regulations and policies, some of which require separate approvals outside the planning system.

4.2 Landscape

The unique landscape of the sub-region is inherently linked to the desirability and liveability of the area, and provides a significant enabler, attracting investment and income from tourism and agriculture, and creating an attractive place to live, work and play. The landscape value includes vegetated areas, land cleared for agricultural uses, waterways and wetlands, and geological features including ridges, rocky outcrops and caves.

SPP6.1 identifies and protects exceptional landscape areas within the ridge area. Other agricultural land, environmental and vegetated areas in the sub-region have landscape value in their own right.

4.3 Sustainable water use and water management

The WAPC will continue to play a supporting role to the Department of Water and Environmental Regulation and service providers in achieving sustainable water use and water management.

Groundwater and surface water are vulnerable resources that are susceptible to the pressures of urban growth and other industries associated with this. They have limits to their availability and suitability for use. Demand for water resources is increasing as the population and economy expand. Many water resources are at or close to allocation limits. There is need for existing industries to use water efficiently, and required efficient use of water for new industries. Climate change, salt water intrusion and nutrient enrichment challenge water

managers and users now and in the future. Notably, the proposed urban expansion areas identified at Dunsborough and Vasse will need to identify solutions to the water supply issues.

Investigation of alternative water resources will become a priority in the future with a priority on wastewater management, non-potable water treated to a fit for purpose standard, industry reuse and desalination of ground, surface and seawater sources. Water resources are currently managed under six different Acts. These Acts regulate water take and use, waterways protection, drainage management, public drinking water source protection, and water supply. Public drinking water source areas will be managed as per *State Planning Policy 2.7: Public drinking water source*.

The 2013 public paper '*Securing Western Australia's Water Future*' proposed a wide-ranging reform of the State's water management regime. Outcomes of the proposed reform are expected to include the consolidation of the six existing Acts into one modernised *Water Resources Management Act*.

The take and use of water in groundwater and surface water areas, proclaimed under the *Rights in Water and Irrigation Act 1914*, are administered by the Department of Environment Regulation through licensing and regulatory framework. Allocation limits for these resources are set in the *South West Groundwater Allocation Plan* (Department of Water, 2009) and *Whicher Area Surface Water Allocation Plan* (Department of Water, 2009).

4.3.1 Improving water quality

Large scale clearing, combined with integrated surface drainage and flood mitigation for urban and agricultural development on the coastal plain has resulted in large loads of nutrients being discharged in waterways, particularly the Vasse-Wonnerup Wetlands, Geographe

Bay and Hardy Inlet. This will continue to increase with greater urbanisation and intensive agriculture. In contrast the strong emphasis on tourism and liveable communities in the sub-region creates an expectation of healthy waterways, estuaries and oceans. Finding a balance and continuously improving land use practices will be required.

The WAPC-endorsed *Better Urban Water Management* published in 2008, ensures water and land use planning are integrated for urban development. This also requires consideration of water sensitive urban design, which assists in creating an improved water quality of storm and ground water discharged from these sites.

The government has invested heavily through the Royalties for Region funded Revitalising Geographe Waterways and Regional Estuaries initiative, which focus on reducing nutrients, rethinking drainage, revitalising waterways, working in partnership and sustaining the effort into the future.

4.3.2 Flood risk management

Much of the coastal plain is subject to flooding and seasonal inundation creating many of the valuable wetland habitats. The risk of flooding being exacerbated as climate change is predicted to bring less rain fall but more intense rainfall events over both summer and winter. These changing patterns will increase the risk to both urban and rural areas. For coastal urban and rural areas this risk will be further compounded by rising sea level and more intense storms as a result of climate change.

The Vasse Diversion Drain is actively managed for flood risk and inundation by the Water Corporation. Infrastructure assets include drains, bridges, levee banks and storm surge barriers. In the past these were managed purely to facilitate the movement of water across the catchment. However the Water

Corporation is now working towards integrating these drainage assets into liveable community assets which will involve assessment of risk and redesign where practicable.

4.3.3 Dams

The sub-region contains hundreds of dams, ranging from gully dams and hillside dams for stock and rural purposes through to large ornamental dams which provide an attractive setting for tourism ventures.

State and local government and land owners have a role in the approval and management of dams and water catchments, depending on the size and potential impacts including:

- environmental impacts when altering stream flows and impact on the water quality and ecology of the systems
- structural Integrity and construction of the dam and emergency management plans should the dam fail
- water allocation and what is considered to be the highest and best use of the water
- aesthetics and impact of the structures on the landscape
- cumulative impact of dams on a water catchment and impacts up and down stream.

The Department of Environment Regulation has prepared the *Water Quality protection-Note 53 (2014) – Dam construction and operation in rural areas*. Its purpose describes the impacts that private dams have on water resources. The Department is also responsible for implementing the *Rights in Water and Irrigation Act 1914*. Proclamation of the Capes, Geographe Bay Rivers and Lower Blackwood catchments occurred in 2007, under the *Rights in Water and Irrigation Act 1914*. Since this time the Department of Environment

Regulation has administered a licensing and regulatory framework that considers water resource management aspects, accounting for the take of surface water from commercial dams on proclaimed watercourses.

The WAPC has not been involved in the licencing of these structures either for rural or ornamental purposes as it considers local governments are in the best position to determine whether a dam requires development approval, and to consider the matters outlined above and advice from agencies such as the Department of Environment Regulation and Department of Primary Industries and Regional Development, before making a decision.

4.4 Marine environment

The marine environment is an important natural asset on which the tourism and fishing industries are dependent. The *Ngari Capes Marine Park Management Plan 2013–2023* was produced on behalf of the Marine Parks and Reserves Authority in consultation with the community to help conserve marine biodiversity and provide special places for people to enjoy, appreciate and learn about the marine life of this unique area. A major concern of the management plan is the effect of development on the seascapes in the area. The management plan seeks to integrate the preservation of seascapes into local town planning schemes and planning policies.

The Ngari Capes Marine Park covers much of the foreshore along the Geographe Bay coast and most of the remaining coast in the sub-region. This park adjoins a range of tenure types particularly in Geographe Bay and where there are coastal townships. Any proposal to conduct new protective or remediation works will need to recognise the Ngari Capes Marine Park.

Land use activities in the catchment and along the coast have the potential to affect the health and function of our coastal environment particularly through water quality and changes and mobilisation of sediments.

Access points such as boat ramps, swimming and surf beaches and car parking areas are particularly vulnerable during peak tourism periods. These assets are largely managed by the local government and the Departments of Transport and the Department of Biodiversity, Conservation and Attractions. Community education is essential to minimise degradation, erosion, litter, contamination and overfishing of the marine environment.

4.5 Climate change and coastal planning

Coastal erosion, storm surge, flooding of wetlands and waterways and increases in the frequency and intensity of weather events are likely to have a physical impact on existing housing, public spaces and servicing infrastructure, biodiversity and habitat as well as emotional and financial impacts on individuals. These areas hold social, heritage, environmental and economic values.

A response to this issue has been the preparation of sea level rise and storm surge modelling for Busselton localities and a collaborative partnership by local governments in the 'Peron-Naturaliste Partnership'. Any proposed policy changes will be assessed by the WAPC to ensure that actions are equitable and accountable across the sub-region.



It should also be noted that investment in adaptation responses may only provide protection for a limited time. As climate change continues, uses in land at risk that has had investment in protection, may eventually need to retreat and be abandoned. Determining this point, and costs and compensation requires collaboration from the community, insurance companies and the local, state and federal governments with an agreed response. While significant direct implications of sea level rise in this sub-region are unlikely to be seen within this strategy's 15 to 20 year horizon, the implications of sea level rise must be taken into account when planning for long term infrastructure. The lifespan of buildings and infrastructure in many cases will be impacted in the long term. Future investment and maintenance decisions for such infrastructure in the short and medium term should take into account the anticipated risks as alternative locations and designs which may be more viable or beneficial in the long term.

State Planning Policy 2.6: Coastal Planning Policy (SPP2.6) establishes a framework to determine a response to coastal erosion through the preparation of coastal hazard risk management and adaptation planning. SPP2.6 sets up an adaptation hierarchy of 'avoid, retreat, accommodate or protects. Avoid is the preferred option for greenfields sites but where the coast is already developed, local government need to carry out hazard risk assessments to inform comprehensive adaptation planning. Extensive community engagement is required as part of the development of the adaptation plan where the values of the coast are identified and choices about how the adaptation option apply at a particular location. Good adaptation planning should be flexible as to take into account changing values over time.

The WAPC is currently preparing 'planned and managed retreat guidelines', which will provide direction and a process for communities to manage their future coastal impacts if in the event that retreat is deemed to be the preferred option.

The key factors in identifying any preferred risk treatment option are the societal costs and benefits of the options considered and the triggers for implementation. Affected communities and others who have an interest in the physical and natural assets of the locality are central to placing a value on these assets and participating in the selection of a preferred risk treatment option. This includes considerations about the age and relative value of houses, beaches, parks and how communities interface with the coast. Existing historical, cultural and economic assets, such as those in the Busselton central business district may justify investment in new infrastructure to protect the current coastal alignment and minimise damage during storm surge events.

New development in areas at risk should be avoided. In areas already developed, the WAPC promotes adaptation as a way of preparing for changing climate to manage the risks and maximise opportunities.

4.6 Bushfire

State Planning Policy 3.7: Planning in Bushfire Prone Areas introduced significant implications for the planning sector and formalised the integration of fire protection into the planning process. It requires higher order planning documents, such as sub-regional strategies, to include high level consideration of relevant bushfire hazards when identifying or investigating land for future development.

The *Fire and Emergency Services Act 1998* identifies Bushfire prone areas. The sub-region has significant fire risk (**Map 10**) with large areas of native vegetation, pine and eucalypt plantations, areas with significant slopes. Significant bushfire risks exist for many existing developments, settlements and infrastructure. The State and local government, industry and the community will need to work collaboratively to reduce the risk to these vulnerable areas.

The proposed planning investigation areas identified within this sub-regional strategy at Dunsborough and Vasse have been deliberately chosen as they are already cleared of most remnant vegetation. More detailed bushfire assessments will need to be undertaken at the structure planning, subdivision and development application stages.

4.7 Other natural hazards and disasters

The sub-region is subject to a range of potential natural disasters including inland flooding, storm surge, coastal flooding and erosion, severe storms, landslides, bushfires, heatwaves and cyclones. The cost of recovery and response to such disasters can be significant. It is considered that one of the most effective strategies for reducing the long-term impacts of natural hazards is to integrate mitigation measures into the land use planning process.

A number of mitigation mechanisms currently exist to reduce potential impacts of natural hazards and should be considered when preparing local planning strategies and schemes. These include:

- Flood – Special control areas that identify flood prone land and special development requirements relating to development in these areas
- Storm surge and coastal erosion – *State Planning Policy 2.6: State Coastal Planning* sets out the coastal setback requirements for development to address these issues. Further work is being done to determine specific areas that are vulnerable to these hazards and further changes may be implemented as a result
- Severe Storm and landslides – requirements to deal with these are contained within the *Building Code of Australia* (as amended) in the form of construction standards in areas that are most vulnerable
- Bushfire – *State Planning Policy 3.7: Planning in Bushfire Prone Areas*.

5 Economic activities

The *South West Regional Planning and Infrastructure Framework* supports a strong and diverse economy that continues to attract people to live and work in the area. Activities include:

- agriculture, viticulture and horticulture
- mineral extraction
- processing and manufacturing
- retail
- tourism
- artistic and creative industries
- construction
- manufacturing
- service industries
- fishing and aquaculture
- timber and forestry industries.

The WAPC recognises the need to promote both traditional and new innovative, appropriately regulated and monitored industries through proactive land use planning.

This sub-regional strategy supports the economic efforts undertaken by key facilitators of strategic economic growth including local governments, Department of Primary Industries and Regional Development through the Supertowns and Regional Cities programs and ongoing work of the South West Development Commission.

The economy in the sub-region is considered relatively strong with varying growth in most sectors. According to the Commonwealth Department of Employment Small Area Labour Market the labour force in December 2016 in Augusta-Margaret River was 7,478 people, of which 244 (3.3%) people were unemployed;

and the labour force in the City of Busselton was 18,007 people, of which 727 (4%) people were unemployed.

The rural areas also support the tourism sector, providing attractive rural landscapes for holiday accommodation through chalets and bed-and-breakfasts, family attractions such as mazes and water parks, wineries, breweries and cellar doors, restaurants, and gallery space for creative and artistic ventures. Ongoing improvement to communication technology and innovation means the Leeuwin-Naturaliste area is better connected to and has better access to the rest of the world and international markets.

The *Busselton Regional Land Supply Assessment 2016* indicates large stocks of land are available for industrial expansion. Approximately 220 hectares of land surrounding the Busselton-Margaret River Airport has been identified as future industrial land. In addition to the industrial land around the airport, approximately 467 hectares of already identified industrial land remains undeveloped. Currently only 12 per cent of land zoned for industrial purposes is developed.

Augusta, Margaret River, Cowaramup, Dunsborough, Vasse and Busselton have locally zoned and established light industrial/ service commercial areas.

A development guide plan endorsed by the WAPC in 2012 for land adjacent to the Busselton Airport identifies more than 214 additional hectares of land for general, light and service industrial purposes. Development is yet to commence.

In Margaret River, Development Investigation Area M6 identifies an additional 65 hectares of land set aside for future light industrial uses south of the Margaret River Perimeter Road. Providing reticulated services will require staging and progressive roll-out of the services.

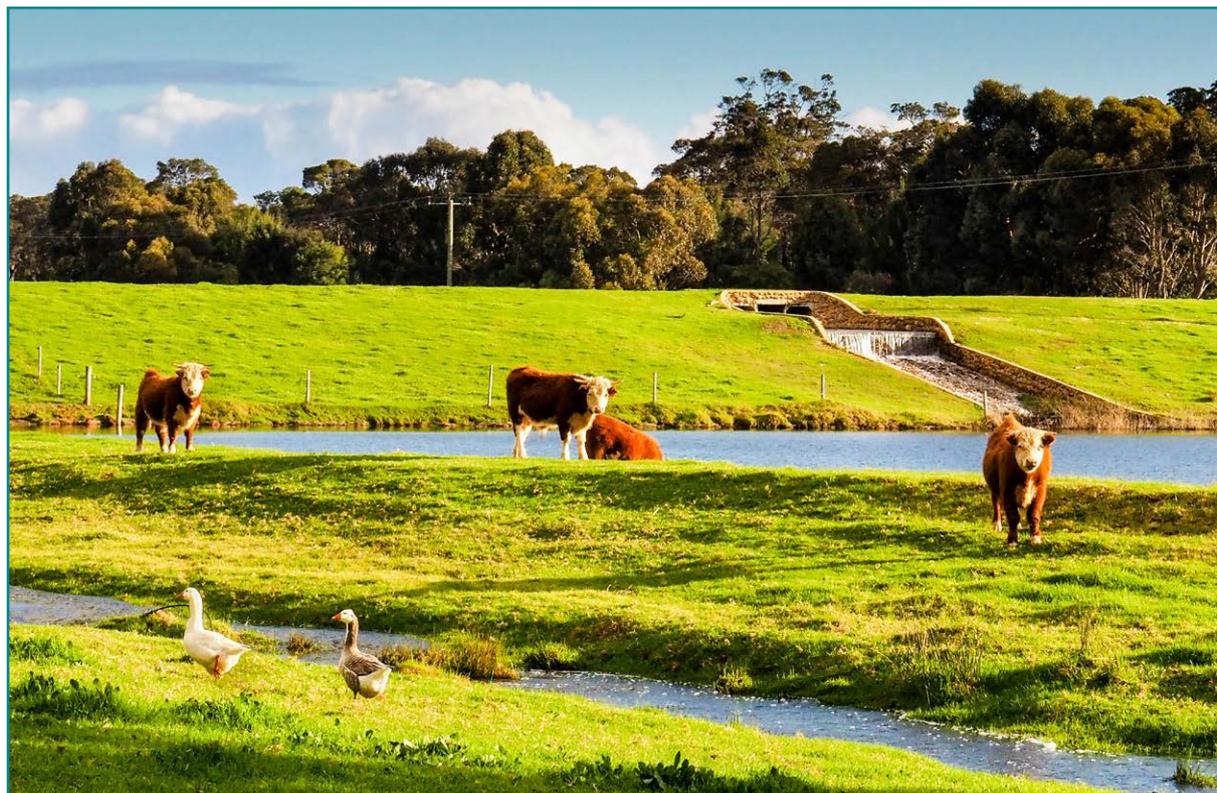
Historically, an area to the south of the Dunsborough townsite has been previously identified as a future industrial area (Area 10 in the City of Busselton's local planning strategy). However, in the current context, this parcel of land is considered more suitable for residential uses due to its proximity to other residential areas and schools. There are areas provided for service commercial and light industry in South Dunsborough adjoining the Dunsborough Lakes estate. The closest alternative industrial area is in Vasse, and Busselton.

5.1 Agriculture

Rural land in the Leeuwin-Naturaliste sub-region is recognised world-wide for its agricultural produce grown on high quality land, highly fertile soils, reliable climate and water availability. The WAPC considers the highest and best use of rural land in the sub-region is agricultural and horticultural and ancillary complementary uses. Agriculture is an important industry and employment sector in the Leeuwin-Naturaliste sub-region, contributing greatly to the character and culture of the area and is a significant attractor for both visitors and those seeking lifestyle changes.

The sub-region supports a diverse agricultural sector, dominated by beef, dairy and sheep as well as silage and hay production.

Map 8 identifies the land with high viticulture, horticulture and grazing capability in the sub-region. Wine grapes cover about 6,000



hectares, forming the basis for the sub-regions renowned wine industry. Seasonal vegetables, seed potatoes, avocados, olives and stone fruit are some of the diverse crops grown across the sub-region.

State Planning Policy 2.5: Rural Planning is the basis for planning and decision-making for rural and rural living land across Western Australia, providing policy guidance for managing horticulture, intensive agriculture and managing areas where land uses are transitioning from rural to urban land uses.

The sub-regions soil types, rainfall and climate retains the potential to provide significant food for the State. In order to retain the potential for a range of agricultural uses, it is considered that rural land holdings and lot sizes should remain unchanged. Maintaining larger lot sizes and protecting productive areas of land provide better opportunities for landholders to be flexible and versatile to meet changing markets and consumer demands.

Climate change impacts including reduced rainfall, more summer rain, increased temperatures, and more intense storm events, will require changes to farming systems, varieties, different crops and investment in new technologies in the future. Many water resources are at or close to allocation limits. There is a need for existing industries to use water efficiently, and require efficient use of water for new industries. Agriculture is also subject to fluctuations in global demand and market prices. This has been recently evident across the beef, dairy and wine industries.

The WAPC seeks to protect and preserve rural land for rural purposes including primary production, basic raw materials, regional facilities and protection of biodiversity and landscape. Rural land accommodates a diverse range of land uses, primarily associated with primary production. Its intent is to protect rural land and encourage a diversity of compatible rural land uses.

5.2 Tourism

Tourism is a significant industry sector in the Leeuwin-Naturaliste sub-region, which is the most visited regional destination in Western Australia.

The South West Development Commission's *Tourism Futures South West* highlights the majority of Western Australian tourists coming to the region visit the City of Busselton, while interstate and international visitors prefer the Shire of Augusta-Margaret River.

Approximately 70 per cent of the South West's tourism businesses are located within the two coastal local government areas and generate significant marketing dollars. Tourism WA estimates there were 404,500 intrastate visitors, 51,500 interstate visitors and 74,600 international visitors to the Shire of Augusta-Margaret River in 2014/2015; and 628,000 intrastate visitors, 38,500 interstate visitors and 36,700 international visitors to the City of Busselton in 2014/2015.

The area is well known for its wide variety of tourism experiences based around wine and wineries, high quality local produce and dining, arts and wellbeing, active and adventure experiences, and the unique nature and environment.

The area is prone to significant seasonal variation in tourist numbers which can result in detrimental impacts on the environment through overuse and mismanagement of assets during peak times, such as coastal car parks, boat ramps and associated human access impacts. These issues are best managed by the appropriate State government agencies and at the local government level depending on the location and attraction.

The range of services essential for supporting tourism in the sub-region includes protection and maintenance of the environment, particularly forests and national parks; providing access to beaches while protecting the foreshore and coastline; maintaining long-distance bicycle and walking trails; providing complementary tourism attractions and agricultural pursuits within rural land; and maintenance of the rural landscape.

Many of these natural assets generally have little onsite management and therefore visits to these areas may not necessarily be controlled or generate a direct income to reinvest into maintenance.

Tourism accommodation occupancy rates within the City of Busselton ranged between 45-70 per cent depending on seasonal variation, with approximately 4,018 bed spaces available, in June 2015.

To maintain the reputation as a tourism destination, businesses and attractions require investment to maintain standards and allow for effective and positive promotion and branding. Notably, a range of accommodation types, ranging from campsites through to 5-star hotels, need to be supported and maintained to suit different visitors' budgets. Several different short-stay accommodation standard investment models exist to facilitate investment depending on the accommodation product offered.

The importance of tourism is demonstrated by the number of businesses that are members of the Margaret River Busselton Tourism Association including 260 accommodation facilities; 91 wineries; 37 general attractions including the lighthouses, beaches and caves; 25 Galleries; 97 tour operators; more than 60 cafes/restaurants; 36 gourmet producers; 14 transport operators; and 10 breweries/distilleries. As well as being important for the tourist industry, these businesses are high employment generators and greatly benefit the local economy.

The sub-region has become synonymous as an events centre for sporting, arts and music festivals with a number of iconic events gaining national and international attention. These include the Margaret River Region Open Studio's Arts Event, Margaret River Readers and Writers Festival, the Margaret River Pro surfing competition and the Sunsmart Busselton Ironman.

The Busselton Margaret River Airport expansion and the new cruise ship facility will allow further increased tourism opportunities by opening the door to other sectors of interstate and international visitors that previously may not have considered the area as a destination.



5.3 Mining and gas extraction

The Department of Mines, Industry Regulation and Safety is the lead agency for the management of the titles system for mining, petroleum and geothermal industries, regulating safety, health and environmental standards in accordance with legislation. The Department has identified and mapped regionally significant resources. More information can be found online at www.dmp.wa.gov.au

All mining proposals are subject to approval under the *Environmental Protection Act 1986*. The identification of strategic mineral resources does not presume that extraction would be environmentally acceptable or that subsequent approval for extraction would be guaranteed. It does not remove the requirement for authorities or proponents to meet their obligations to identify those environmental constraints which may determine the extent and/or manner in which a proposal may be implemented.

The exploration and extraction of mineral and petroleum resources are primarily regulated under the *Mining Act 1978* and the *Petroleum and Geothermal Energy Resources Act 1967*. Section 120 of the *Mining Act* does not allow a planning scheme to prohibit the issuing of a mining lease, meaning that land use planning control cannot control mining operations. There is no similar clause in the *Petroleum and Geothermal Energy Resources Act 1967*.

The Department of Mines, Industry Regulation and Safety has commenced a legislation reform initiative to modernise the State's petroleum and geothermal legislation. The primary focus of this initiative will be to amalgamate the current three main Acts and associated fees Acts into a single common 'Petroleum Act' to cover all petroleum and geothermal operations conducted in Western Australia. It is not known

if the proposed legislative reform will address land use planning control of some petroleum and geothermal operations.

Any mining proposals will need to be managed to ensure minimal impacts to the environment, significant landscapes, water resources, appropriate management of rehabilitated sites and local amenity.

Currently, heavy mineral sands are being mined with two operating mines and Wonnerup and Tutunup South, and four proposed operations/extensions at Wonnerup North, Wonnerup South, Tutunup South extension and Yoongarillup.

The sub-region also has deposits of Permian coal known as the Vasse River Coalfield. In 2012, the Government refused a proposed underground coal mine based on advice from the Environmental Protection Authority that coal mining in the area posed an unacceptable risk to groundwater supplies. Subsequently a number of applications for mineral exploration licences targeting coal were also refused.

The Department of Mines, Industry Regulation and Safety advise that the Whicher Range gasfield which is held under Exploration Permit EP 408 R2 has considerable in-place volumes of tight gas. However, due to the complex geology and other factors, commercial productivity remains unviable and elusive at this time.

The State Government's position is there is no coal mining or hydraulic fracturing for unconventional gas will occur in the Leeuwin-Naturaliste area.

5.4 Basic raw materials

Basic raw materials include sand, limestone, gravel, clay, gypsum and other construction and road building materials. The materials may be of State, regional or local significance depending on the resource location, size, relative scarcity, value and demand for the product.

These materials are required for a number of uses with most relating to the construction industry including buildings, fill, roads and retaining walls and it is important to have access to local sources as this reduces costs and pollution associated with their transport.

There are numerous operating and potential extraction sites in the sub-region. Over half of them are on Crown reserves vested with the local or State government for gravel. The remaining extraction sites are administered by the City of Busselton and the Shire of Augusta-Margaret River under the *Planning and Development Act 2005*. There is one agricultural limesand quarry that is administered under the *Mining Act 1978* because it is on Crown land.

The Department of Planning, Lands and Heritage and the WAPC prepared the *Basic Raw Materials Demand Study for the Bunbury and Busselton Region* in 2012, which identified the main raw material deposits and estimated future demand. The study identifies a number of regionally significant deposits that need protection from potential land uses that would restrict future extraction of these resources.

The Department of Mines, Industry Regulation and Safety has recommended that basic raw material areas with State significance are designated as Significant Geological Supplies, with indicative separation distances or buffers from other land uses. Identification of significant geological supplies does not presume that extraction would be environmentally acceptable or that subsequent approval for

extraction would be guaranteed. It does not remove the requirement of authorities or proponents to meet their obligations to identify those environmental constraints which may determine the extent and/or manner in which a proposal may be implemented.

5.5 Forestry and fisheries

Forestry, tree plantations, farm forestry and marine and fresh water fishing industries have historically contributed to the economy in the sub-region. New ventures such as the aquaculture business near the Augusta Marina contribute also towards the economic growth and employment opportunities in the area.

New and emerging industries such as alternative timber species and manufacturing techniques, fine timber furniture craftsmanship, marine and fresh water aquaculture ventures will diversify these industries.

There are forestry plantations in close proximity to urban areas including the pine plantations to the north of the Margaret River townsite. As these plantations reach maturity, there is an opportunity to reassess the management and structure of these plantations to minimise bushfire risk to urban areas and infrastructure. Pine plantations will continue to be an important renewable building material however new plantations should be located to minimised bushfire risk to urban settlements. Plantation managers, local governments and other relevant stakeholders shall continue to work together to develop management plans for these forests.

6 Transport and infrastructure

The *South West Regional Planning and Infrastructure Framework* recognises that the predicted future population and economic growth will place increasing pressure on the regional road network and provision of other capital and social infrastructure. Timely provision of new infrastructure and the maintenance of existing assets are therefore critical to the region's continued growth.

The Busselton–Margaret River Airport (**Map 11**) is a significant economic driver for the sub-region and the South West Region as a whole. Both the Airport and the surrounding employment lands will provide an important direct link for tourism and the trade of local goods within Australia and overseas. However, the local government will need to ensure that any possible negative impacts to the adjoining residential areas and major wetland habitats are appropriately managed through structure planning and provisions within the local planning scheme. The proposed expansion and the Airport's future operation will also be required to comply with relevant State and Federal legislation. Notably, the Environmental Protection Authority will need to assess any changes to the number and timing of aircraft movements, particularly at night time.

Both local governments in the sub-region recognise imminent problems regarding the capacity of existing waste management sites. Waste management will require ongoing management, requiring spatial planning, practical infrastructure, operational management and public awareness education. There is opportunity for the South West as a whole to strategically manage waste in a more sustainable, efficient and cost-effective manner.

Key infrastructure considerations in the sub-region include:

- social infrastructure to support residents including education, health, recreational and communities services
- a high standard of roads within the sub-region and linking to other regions including; Margaret River Perimeter Road, Busselton Outer Bypass, Vasse to Dunsborough Link, upgrading of Bussell Highway, and increasing the capacity of the Busselton Margaret River Airport
- future investigations for potential rail corridor
- increased investment in regional telecommunications to facilitate greater mobile coverage and high speed internet access
- ensuring energy security through the South West Interconnected Network encouraging development of a diverse electricity grid including renewable energy, with recognition that the historical system is largely based on coal fired power generation
- identification and protection and management of existing and future infrastructure sites and corridors
- infill sewer in urban areas
- flood, storm surge and drainage infrastructure to manage flood risks and to cater for climate change
- secure sustainable potable and fit for purpose water infrastructure and delivery networks
- integration of total water cycle management
- sustainable waste management and waste reduction practices

- provision of adequate public transport options
- management of walking and cycling infrastructure within settlements as well as longer distance recreational and tourism opportunities in the region.



7 The Leeuwin-Naturaliste Sub-regional Planning Strategy

The *Leeuwin-Naturaliste Sub-regional Planning Strategy* comprises two parts:

- the WAPC's policy position for the Leeuwin-Naturaliste sub-region, which forms part of WAPC's decision-making
- an action list, which establishes a set of planning priorities for the WAPC to address in future years.

7.1 WAPC policy position for the Leeuwin-Naturaliste Sub-region

7.1.1 Population and settlement

1. The WAPC will plan for future communities by:
 - a) continuing to evaluate and respond to current and emerging trends that are impacting or likely to impact on the sustainable growth of the Leeuwin-Naturaliste sub-region
 - b) identifying planning investigation areas at Dunsborough and Vasse to provide for long-term growth and the efficient and orderly delivery of servicing infrastructure
 - c) reviewing existing structure plans for undeveloped greenfield areas to incorporate contemporary innovation and design principles.
2. The WAPC will plan for liveable settlements in the region that have a strong sense of place, high quality of life and local amenity. It will support strategies and plans that:
 - a) facilitate planned and staged growth of settlements in accordance with the settlement hierarchy and part 3.2 of this strategy
 - b) recognise the Busselton city centre as the highest order of activity centre to ensure a greater range of services within the city centre
 - c) promote walkable and attractive mixed use predominantly 'main street' activity centres combining an appropriate mix of housing, commercial, tourism and community service land uses
 - d) ensure new development takes into account the total life cycle costs, cost of living, and impact on social, economic and environmental factors
 - e) ensure new development reflects the climate by incorporating climate design principles such as orientation, siting, passive climate control, sustainable recycling and efficient energy and water management
 - f) identify and retain habitat and enhance ecological linkages within urban areas to support the critically endangered Western Ringtail Possum, including peppermint trees (*Agonis flexuosa*), banksia woodland and tuart ecosystems

- g) include appropriate buffers and measures to minimise conflict where land uses transition into other zones such as rural to urban and residential to commercial or industrial.
- 3. The WAPC will invite the local Boojah people into the decision-making process by liaising with the appropriate State agencies and groups, the South West Land and Sea Council and local elders when preparing key strategic land use documents.
- 4. The WAPC will limit urban sprawl by preventing the creation of new rural residential lots and lower density residential areas beyond those identified in existing local planning strategies or town planning schemes.
- 5. The WAPC will support agencies to prepare strategies to address peak tourism periods and manage the increased stress on infrastructure including water and sewerage systems, roads and car parking; and increased demand for social services including police, hospitals and emergency services.

7.1.2 Environment

- 1. The WAPC's support for strategies, plans and developments that adopt a primary position for no further clearing of vegetation should not be interpreted to mean the WAPC is against clearing of native vegetation, nor has a strong preference for any development to occur on cleared land.

The WAPC recognises clearing will be necessary at times for the provision of key infrastructure or services. This position does not remove the obligations and rights under current land clearing regulations, nor seek to replace the role of the Environmental Protection Authority

as the environmental regulatory authority. The position should not be interpreted to mean the WAPC will relax planning criteria for cleared areas but rather, the obligation is on agencies and developers to demonstrate clearing is absolutely necessary to develop sustainable, inclusive communities.

- 2. To protect the landscape the WAPC will support strategies and plans that:
 - a) conserve and enhance the landscape elements identified within SPP6.1
 - b) give due regard to the landscape value of the Leeuwin-Naturaliste Ridge as a backdrop when viewed from the coastline, coastal bays, travel route corridors or tourism activities
 - c) conserve and enhance the special benefits arising from landscape elements in coastal and marine interfaces
 - d) protect, as a planning priority, the retention of rural and agricultural land for its landscape value and maintain the mosaic of land uses evident in agricultural areas while providing for appropriate change in agricultural land uses
 - e) respect and conserve landscapes with cultural heritage values
 - f) provide landscape buffers between urban and industrial land and as an important interface of natural, agricultural or rural landscapes
 - g) concurrently consider bushfire risk management with landscape, ecological and biodiversity values and management plans
 - h) ensure the continued management and maintenance of the landscape values in perpetuity

- i) protect the natural landscapes between Abbey, Vasse and Dunsborough from urban encroachment.
3. To protect biodiversity and habitat the WAPC will support strategies and plans that:
- a) adopt a primary position for no further clearing of native vegetation within the sub-region, and a strong preference for development to occur on cleared land
 - b) protect and manage habitat in existing urban areas that meet the criteria for national, State or regional biodiversity significance including Habitat Critical classification in accordance with the *Biodiversity Conservation Act 2016*
 - c) identify and retain habitat and enhance ecological linkages within urban areas to support the critically endangered Western Ringtail Possum, including peppermint trees (*Agonis flexuosa*, banksia woodland and tuart ecosystems
 - d) identify and retain all mature and significant endemic vegetation in proposed greenfield development areas by integrating mature or significant vegetation into the subdivision design (for example, locating them in public reserves and open space, road verges, and outside of building envelopes)
 - e) integrate drains and associated infrastructure (new urban arterial drainage) into redesigned healthy waterways (living streams) with consideration for multiple objectives such as flood management, water quality, passive recreation, biodiversity, ecological linkages and aesthetics
- f) respond to the natural topography, minimising the need for earthworks, the quantity of fill required, the need for retaining, and minimising erosion risks
 - g) result in a net gain of biodiversity and habitat corridors across the Leeuwin-Naturaliste sub-region
 - h) safeguard and manage identified Habitat Critical areas
 - i) identify and map waterway foreshore areas and wetlands and their buffers, outlining roles and responsibilities for their on-going management.
4. The WAPC supports efforts to use and manage water effectively and efficiently. It will support strategies and plans that:
- a) improve integration and collaboration of long-term land use and water planning in the Leeuwin-Naturaliste sub-region



- b) enable re-use of fit-for-purpose treated wastewater on local government assets such as playing fields, public open space; State assets such as plantations; and private development such as industrial estates and golf courses
 - c) design and integrate stormwater and rural drainage water harvesting and wastewater re-use and recycling
 - d) require water efficiency measures to be incorporated into design at development stage
 - e) reduce water use and ensure water allocations are inside sustainable limits
 - f) upgrade or replace inefficient water infrastructure
 - g) provide land and corridors for development and operation of alternative water resources
 - h) manage public drinking water source areas in accordance with SPP2.7 to deliver safe, good quality drinking water now and in the future, at a reasonable cost
 - i) integrate alternative drainage governance that enables landowners to retain and use drainage water in rural systems
 - j) demonstrate consideration of local and cumulative impacts of dam proposals, including impact on the water catchment, water quality, ecology, landscape, other water user needs and allocations, structural integrity and public safety.
5. The WAPC supports efforts to improve water quality. It will support strategies and plans that:
- a) promote best management practice in agriculture to minimise nutrients from entering the waterways
 - b) enhance and manage the water quality and habitat of the Vasse-Wonnerup wetlands, Toby Inlet, Broadwater, Locke Estate, the mapped geomorphic wetlands of the Swan Coastal Plain, the wetlands in the Augusta to Walpole area and the perched wetlands on the Leeuwin-Naturaliste Ridge
 - c) encourage re-use and recycling of farm effluent and soil amendment
 - d) facilitate protection and rehabilitation of vegetation along drains, waterways and wetlands
 - e) integrate drains and associated infrastructure into redesigned healthy waterways (living streams)
 - f) promote new and expanded agricultural operations to develop 'net reductions' in nutrient output
 - g) recognise the importance of water quality in continuing to expand the tourism industry
 - h) require all new greenfield structure plans to adopt and integrate all feasible water-sensitive urban design principles and relevant current technologies as outlined in *Better Urban Water Management Guidelines*
 - i) promote retrofitting water sensitive urban design measures in existing urban, commercial and industrial developments
 - j) promote and provide incentives for all feasible water sensitive urban design measures to be integrated into urban infill developments
 - k) ensure compliance with the *Government Sewerage Policy*, with special regard for Sewerage Sensitive areas.

6. The WAPC supports efforts to manage flood risk. It will support strategies and plans that:
 - a) design and integrate drainage assets into liveable community assets, recognising the need for quality and quantity management
 - b) upgrade and replace regional and local drainage infrastructure to meet future flood and storm surge risks
 - c) require all new greenfield structure plans to adopt and integrate all feasible water-sensitive urban design principles and relevant current technologies as outlined in Better Urban Water Management Guidelines
 - d) meet the Department of Water and Environmental Regulation's guiding principles for floodplain management:
 - i. proposed development has adequate flood protection from a 1 in 100 (1%) Annual Exceedance Probability (AEP) flood
 - ii. proposed development does not detrimentally impact on the existing flooding regime of the general area.
7. The WAPC supports plans and strategies that consider the wider implications of any development on the environment and landscape, acknowledging that ecological linkages, significant landscapes, habitat and water catchments often extend beyond local government and sub-regional boundaries.
8. The WAPC supports efforts to manage the marine environment and will support strategies and plans that address boating facility requirements and access, water quality and sediment mobilisation risks to the marine environment and key habitats such as seagrass meadows.
9. The WAPC will require planning that mitigates and adapts to the probable impacts of climate change in the sub-region through:
 - a) working cooperatively with other agencies and local governments on the development of regional climate change policies to minimise the sub-regions contribution to climate change and to mitigate its impacts
 - b) supporting development of compact, integrated communities to reduce demand for private motor vehicles and encourage use of public transport
 - c) encouraging appropriate revegetation of cleared areas to improve amenity and provide for habitat
 - d) supporting development that is energy efficient, and reduces the amount of household greenhouse gas emissions and household waste
 - e) supporting development that is water efficient, and reduces the demand for water
 - f) supporting development of renewable power sources and other forms of power generation that reduce the sub-region's contribution to greenhouse gas emissions and complements existing power supplies
 - g) engaging with local governments to upgrade existing drainage management systems to cope with high-intensity rainfall events, and ensure new developments have effective capacity to manage more intense events on a regular basis
 - h) collaborating with local governments on their local planning schemes and strategies to support innovation in farming and new emerging industries as a result of climate change

- i) supporting the preparation of a sub-regional coastal vulnerability study to determine the risk to coastal settlements and infrastructure from sea level rise and storm surge
 - j) minimising potential impacts of sea level rise through planning policies and controls in vulnerable areas.
10. To minimise the risk of and manage natural hazards and disasters, the WAPC will support:
- a) plans and strategies that result in improved management of bushfire risk
 - b) updating of local government strategies and schemes to mitigate natural hazards such as including up-to-date bushfire mapping and development requirements
 - c) a presumption against approving any strategic planning proposal, subdivision or development application that will result in the introduction or intensification of development or land use in an area that has or will, on completion, have an extreme BHL and/or where BAL-40 or BAL-FZ applies unless it meets the definition of unavoidable development in SPP3.7
 - d) a presumption against development in flood prone areas identified by the Department of Water and Environmental Regulation
 - e) sequentially upgrading of flood and storm surge and drainage infrastructure to manage flood risks
 - f) local governments undertaking risk assessments for all urban areas in consultation with relevant agencies, to ensure they are adequately equipped to cater for natural disasters such as flood or bushfire

- g) updating of relevant planning strategies and policies when new data and information becomes available.

7.1.3 Economy

1. The WAPC will plan for economic growth in commercial and industrial areas. It will support plans and strategies that:
 - a) strengthen the existing economic base and encourage diversification and value-adding in the agricultural, tourism, industrial and commercial sectors
 - b) promote growth in both traditional and innovative knowledge-based, high-value and specialised industries suitable for the Leeuwin-Naturaliste sub-region
 - c) support local producers and small businesses that complement the Leeuwin-Naturaliste sub-region
 - d) continue to provide a range of land zonings in accordance with the *Planning and Development Regulations 2009*, to facilitate a range of compatible land uses and minimise conflict between incompatible land uses (for example, by planning for buffers and separation distances between sensitive, industrial and agricultural uses)
 - e) support the development of the Busselton-Margaret River Airport and the surrounding industrial area, subject to compliance with relevant State and federal legislation.
2. The WAPC recognises the fundamental land use interface between agriculture, rural land and landscape amenity areas with the unique tourism opportunities the sub-region offers.

3. When considering future development within agricultural, rural and landscape areas planning agencies shall acknowledge and take into account all the cumulative impacts of the development on the environment, agricultural productivity, tourism attractions and other employment generators.

The review of local government schemes and strategies, and this sub-regional strategy is deemed the most opportune time at which to assess and consider appropriate measures for these cumulative impacts.

4. The WAPC places a high value on agriculture in the Leeuwin-Naturaliste sub-region with the position that there is an existing supply of suitably sized and located rural lots to cater for intensive and emerging primary production land uses in the sub-region. The WAPC will not support the creation of new rural lots or rural residential lots through ad hoc, unplanned subdivision in the sub-region.

The WAPC also supports agency initiatives that encourage the establishment of value-adding industries in appropriate locations to maximise economic advantages to the region and ensure long-term food security.

5. The WAPC will support initiatives to manage forests, ensure sustainable limits on marine fisheries, and encourage continuation of existing industries and development of new industries that use renewable natural resources in sustainable limits.

6. The WAPC will encourage environmentally sustainable usage of the Leeuwin-Naturaliste sub-region's natural resources by:

- a) supporting agencies to identify opportunities for sustainable use of natural resources and facilitate this usage through land use planning strategies and plans

- b) supporting efforts to encourage compatible uses of natural systems that allow for the sustainable harvest of renewable resources from natural biological systems
- c) working with agencies to limit the impact of agricultural practices and extraction or use of natural resources on the environment
- d) requiring agencies to integrate natural resource management and land use planning strategies to promote sustainability, enhance productivity, protect the environment and encourage community participation
- e) ensuring appropriate regulation and monitoring for changes of land use that may have detrimental impacts on the environment, amenity and adjoining land uses
- f) supporting the local government's opportunity to form a position on the planning implications of mining in its local area through its local planning strategy and scheme, for which matters to consider may include those related to:
 - environmental
 - water resources
 - impacts on amenity
 - land use conflict
 - loss of productive agricultural land
 - landscape protection
 - heritage and cultural significance
 - impact on tourism.

7. The WAPC will not support coal mining or hydraulic fracturing for unconventional gas in the Leeuwin-Naturaliste sub-region.

7.1.4 Infrastructure

- I. The WAPC will support plans and strategies that:
 - a) protect infrastructure corridors and sites of State significance from incompatible land uses
 - b) allow for the expansion of and access to Busselton-Margaret River Regional Airport
 - c) develop a high standard of road links, regional bicycle paths, and walking trails, including the Busselton Outer Bypass, the Vasse-Dunsborough Link, upgrades to primary roads including Bussell Highway, Caves Road, Sues Road, and Brockman Highway, the Wadandi (formerly Rails to Trails) Track, Munda Biddi Bike Trail connecting the sub-region to the South West Region as a whole
 - d) recognise opportunities for expansion of potential future freight rail and passenger rail services in the sub-region
 - e) support high-speed communications infrastructure
 - f) support improvements to existing or new flood or storm surge infrastructure to provide enhanced flood protection against increased risks resulting from climate change
 - g) support an infill sewer program and support alternative viable waste water management technologies where appropriate
 - h) support innovative integrated water solutions that maximise recycling and reuse of water resources for fit for purpose use
 - i) support the development of renewable power sources and other forms of power generation and storage that reduce the region's contribution to greenhouse gas emissions
 - j) ensure structure plans and subdivision plans maximise opportunities for lots to have passive solar orientation and encourage the development of thermally efficient buildings to minimise reliance on energy for heating and cooling
 - k) support waste minimisation strategies, strategic waste management across the South West and re-use and recycling opportunities
 - l) support strategies and plans that facilitate and enable safe, attractive and efficient bicycle and walking networks through settlements, tourist attractions and places of employment
 - m) provide for and facilitate the use of innovative public and private transport options, such as driverless vehicles, electric vehicles recharging stations, infrastructure to assist the elderly and people with a disability and measures to improve traffic congestion during peak tourism periods
 - n) encourage preparation of strategies to address peak tourism periods and manage the increased stress on infrastructure such as water and sewerage systems, roads and car parking; and increased demand for social services including police, hospitals and emergency services.
 - o) support educational initiatives that facilitate the development of a regionally-based tertiary education sector where sites are planned for and located in urban centres.

7.2 WAPC future actions

7.2.1 Review of State Planning Policy 6.1: Leeuwin-Naturaliste Ridge

The WAPC will undertake a formal review of SPP6.1 to address issues including the policy area boundary, terminology, and to reflect updated State planning policies, guidelines and current best practice. Notably, the implementation of SPP3.7 will have significant implications for SPP6.1. The review of SPP6.1 is anticipated to commence by early 2018.

7.2.2 Review of South West Regional Planning and Infrastructure Framework

The WAPC will undertake a review of the *South West Regional Planning and Infrastructure Framework* to reflect the *Leeuwin-Naturaliste Sub-regional Strategy*, including the settlement hierarchy. This review is anticipated to commence in 2018.

7.2.3 Infill potential in existing residential areas

The recent listing of the ringtail possum as a critically endangered species, along with implications of SPP 3.7 and the findings of the 2016 Census have prompted the need for a strategic assessment of infill potential within urban areas and special rural/lifestyle lots within the sub-region.

7.2.4 Transport movements through Cowaramup

During peak tourism periods, traffic congestion through Cowaramup townsite has created conflict between pedestrians, tourism opportunities, agricultural vehicle movements and local residents' needs. It is recommended

pedestrian movements and vehicle management measures be investigated as part of the Local Planning Strategy review.

7.2.5 Bushfire Hazard Level assessments and strategies for existing settlements with only one public road for access

It is recommended the WAPC work with stakeholders to ensure settlements including Yallingup, Gracetown, Prevelly, Gnarabup, Bunker Bay, Hamelin Bay, Smiths Beach and Eagle Bay have Bushfire Hazard Level assessments undertaken and mitigation measures implemented to minimise risk of bushfire to people, property and infrastructure.

7.2.6 Aged care

It is recommended planning guidance be developed for use in local planning schemes to provide a flexible approach for the planning and development of aged care sites.

7.3 Monitoring and review

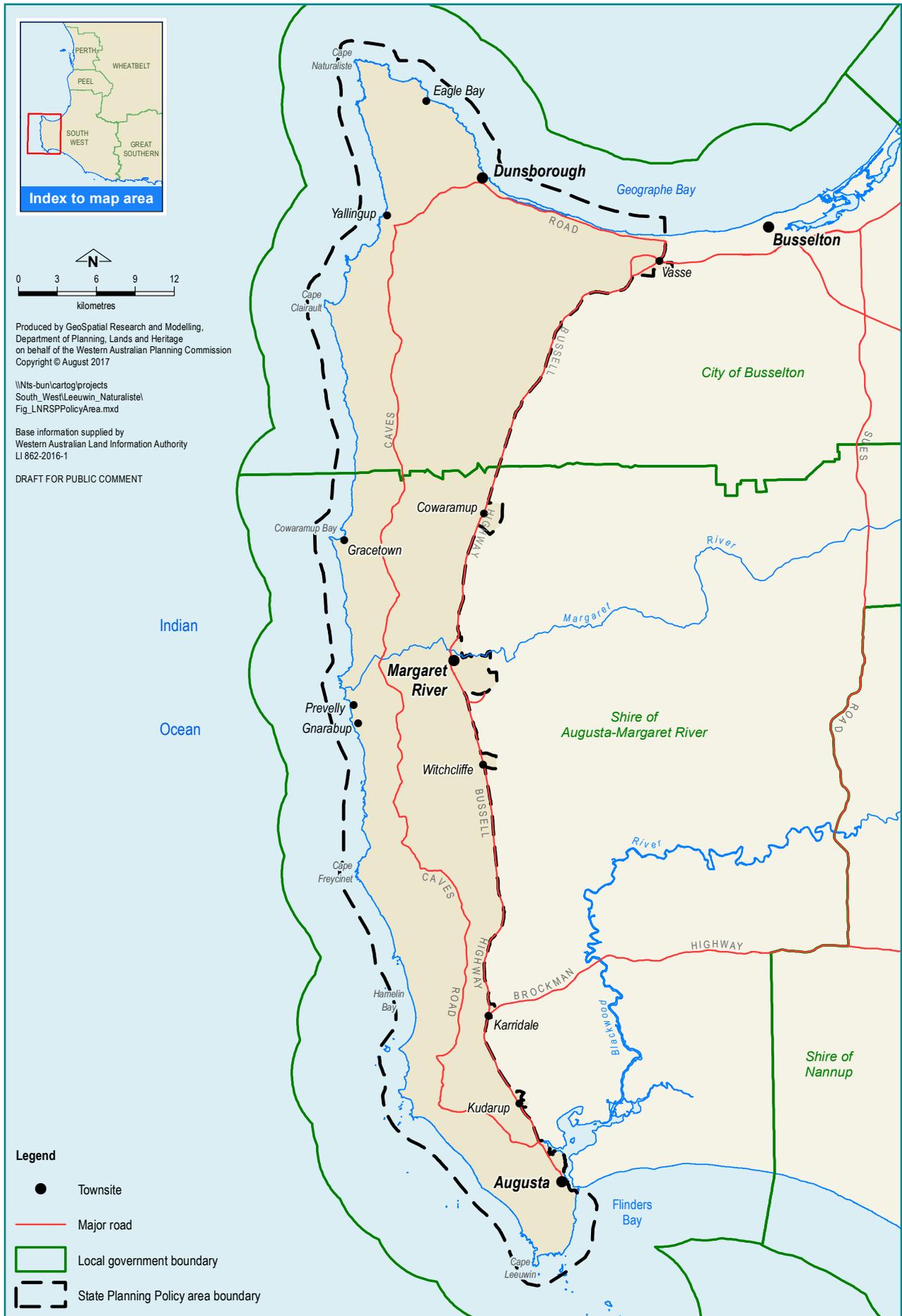
The WAPC will be responsible for monitoring the implementation of this sub-regional strategy and determining the scope and nature of any reviews.

This strategy will be updated accordingly whenever the WAPC reviews or develops policy and position on emerging issues.

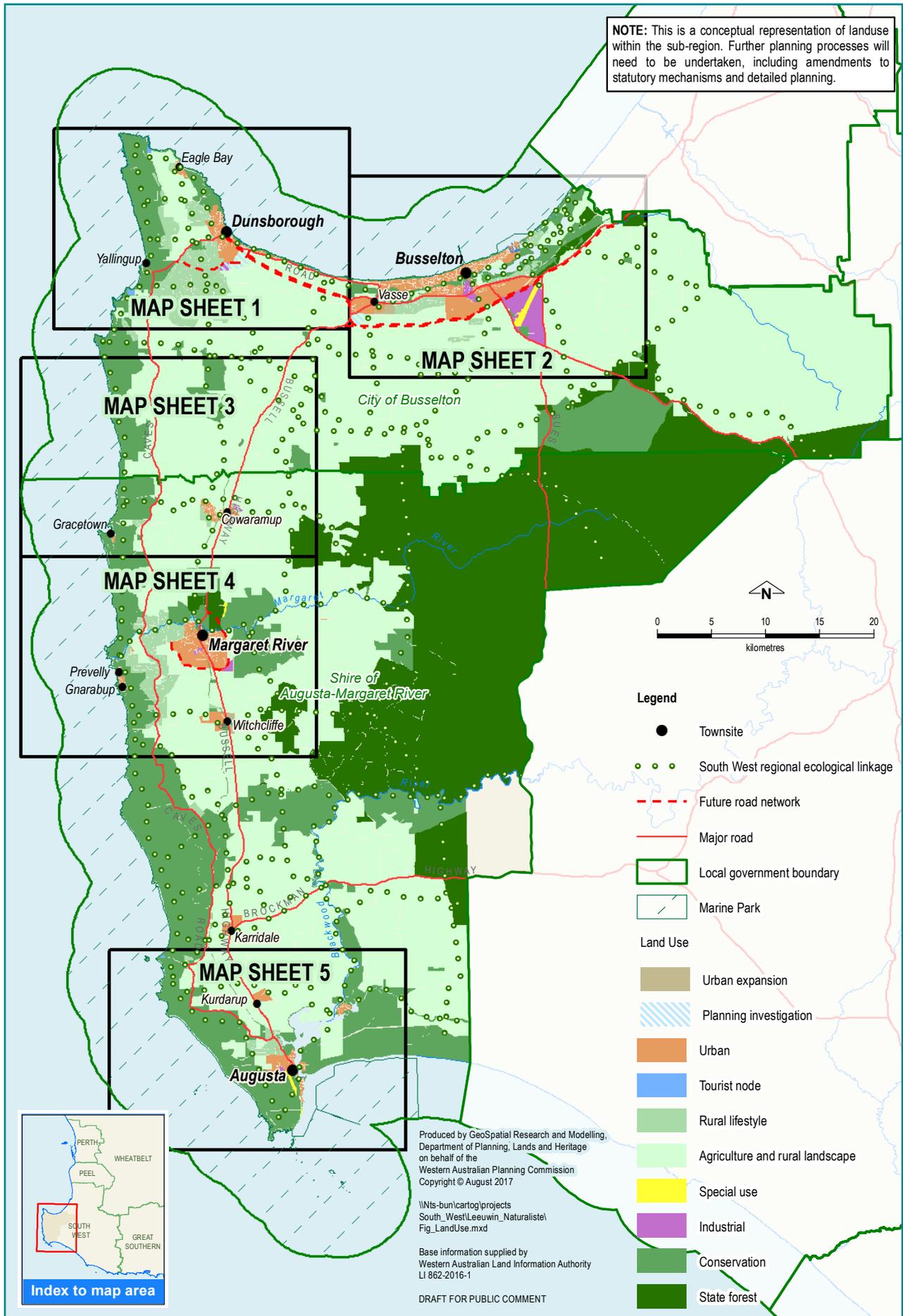
7.4 Maps



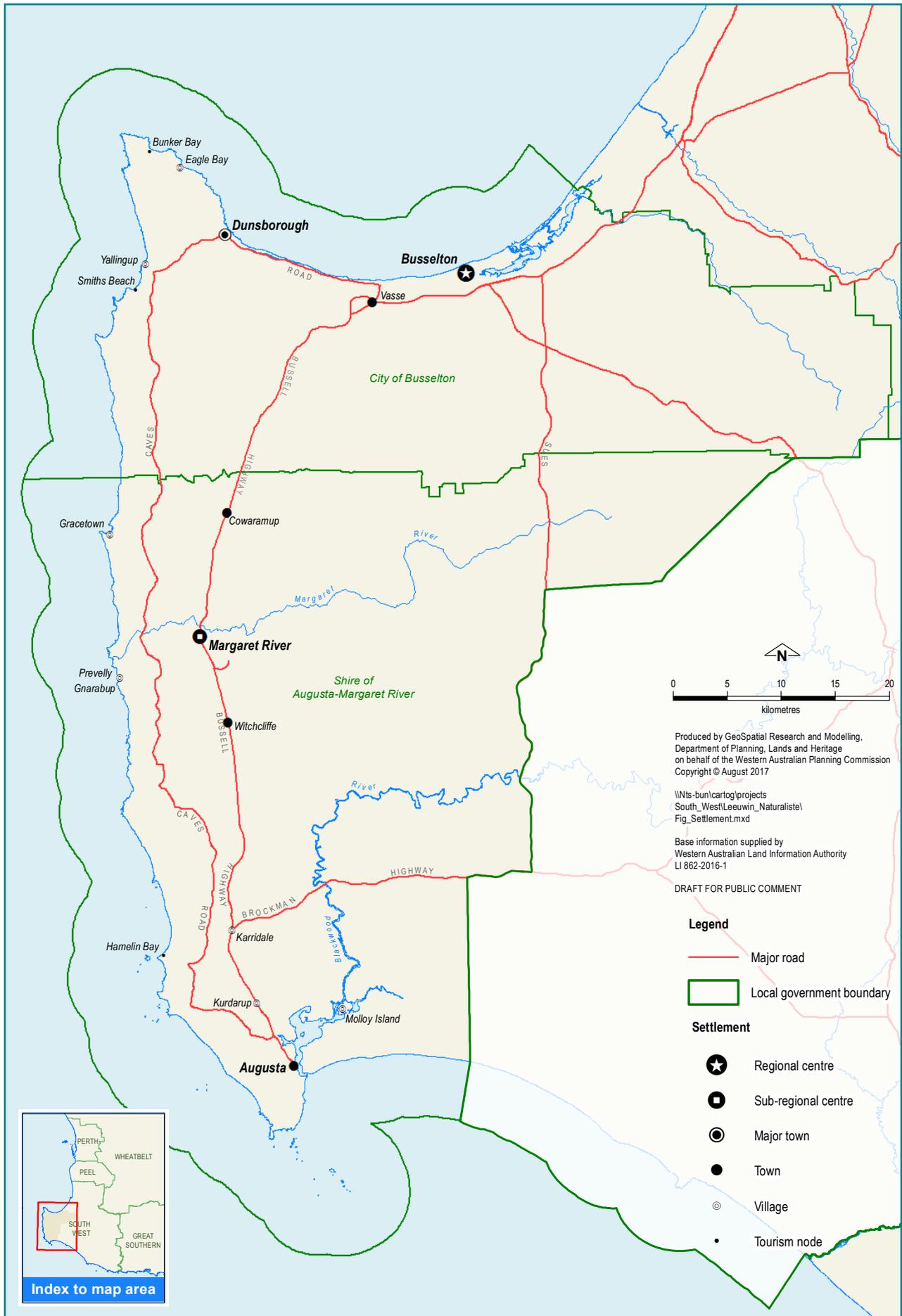
Map I: Leeuwin-Naturaliste Sub-regional Planning Strategy study area



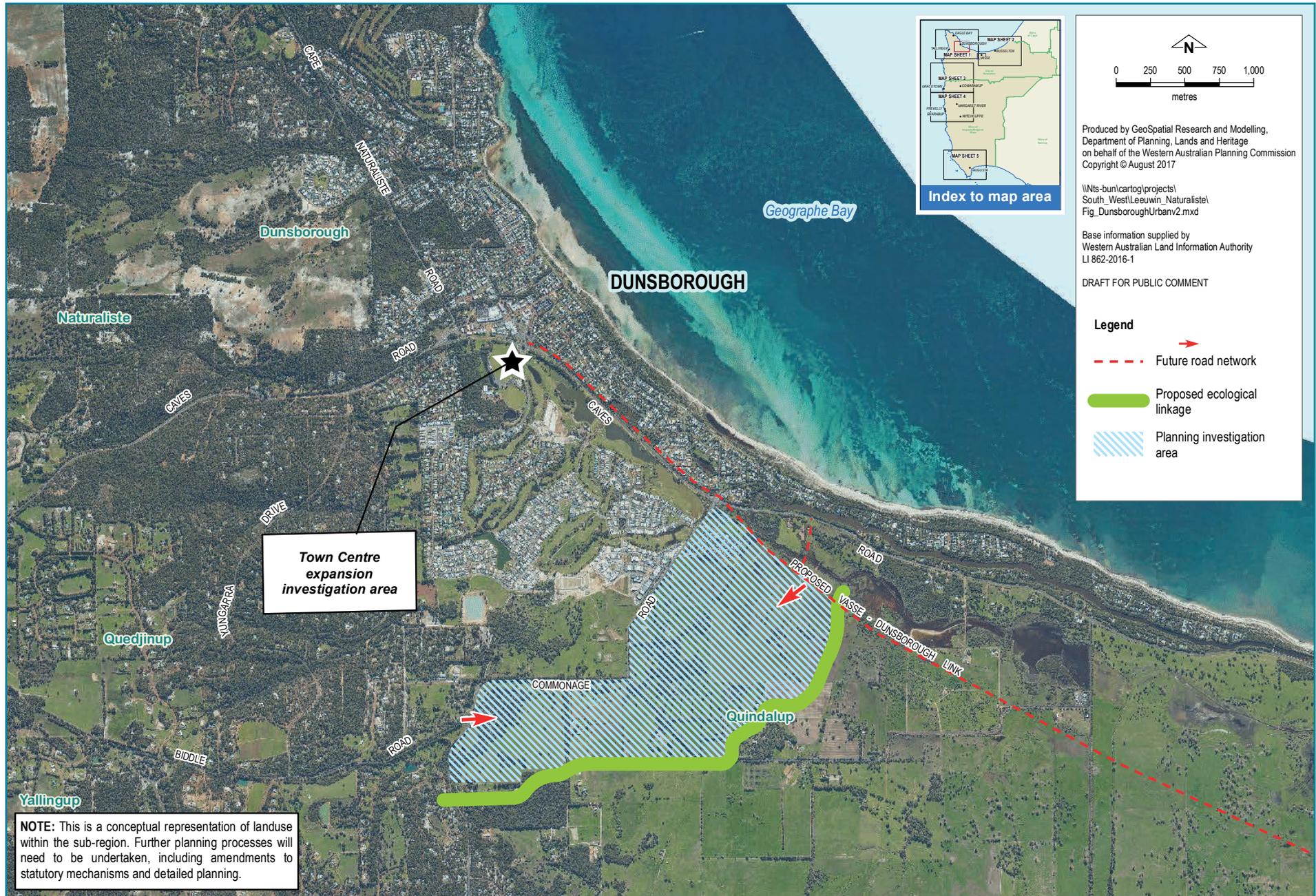
Map 2: Leeuwin-Naturaliste Ridge State planning policy area



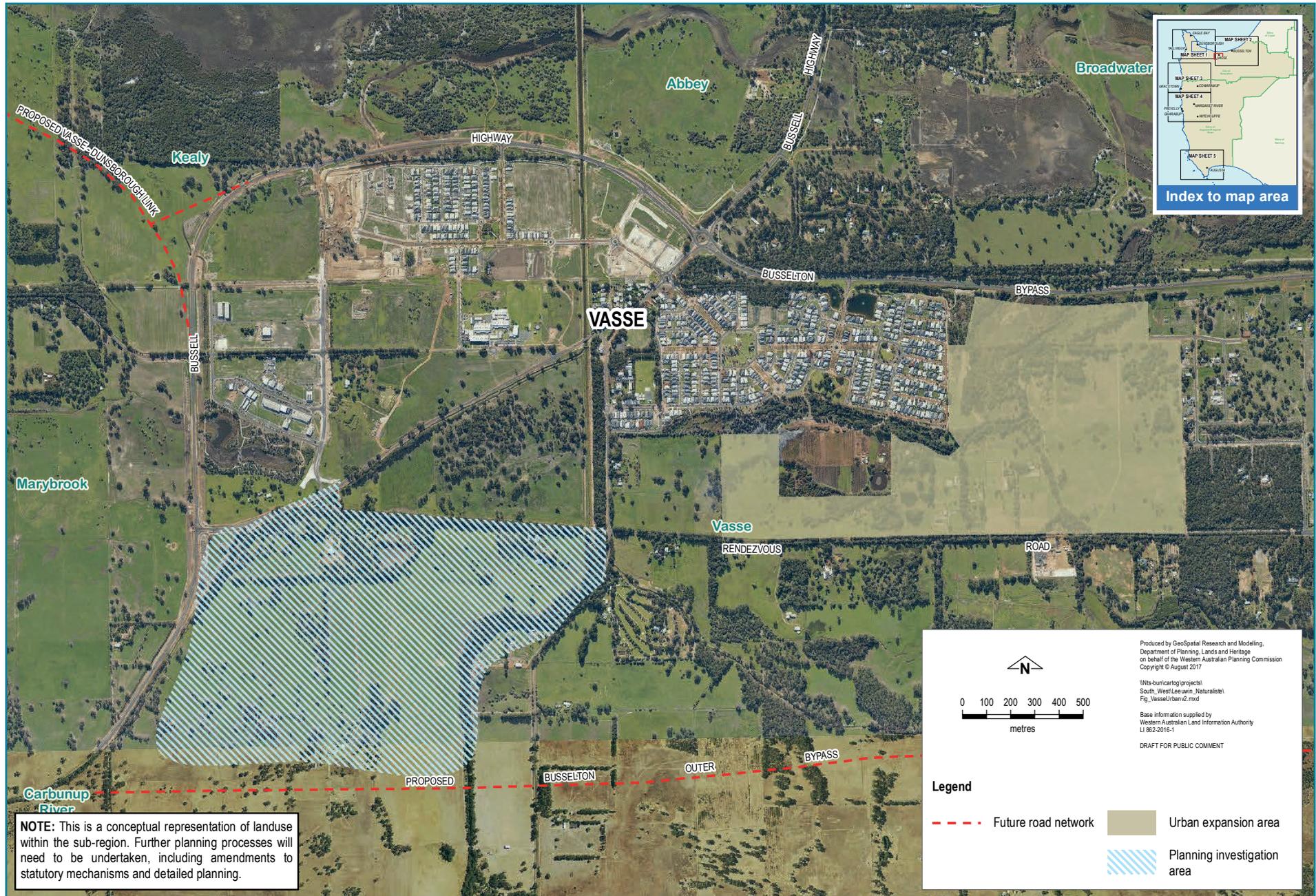
Map 3: Land use plan



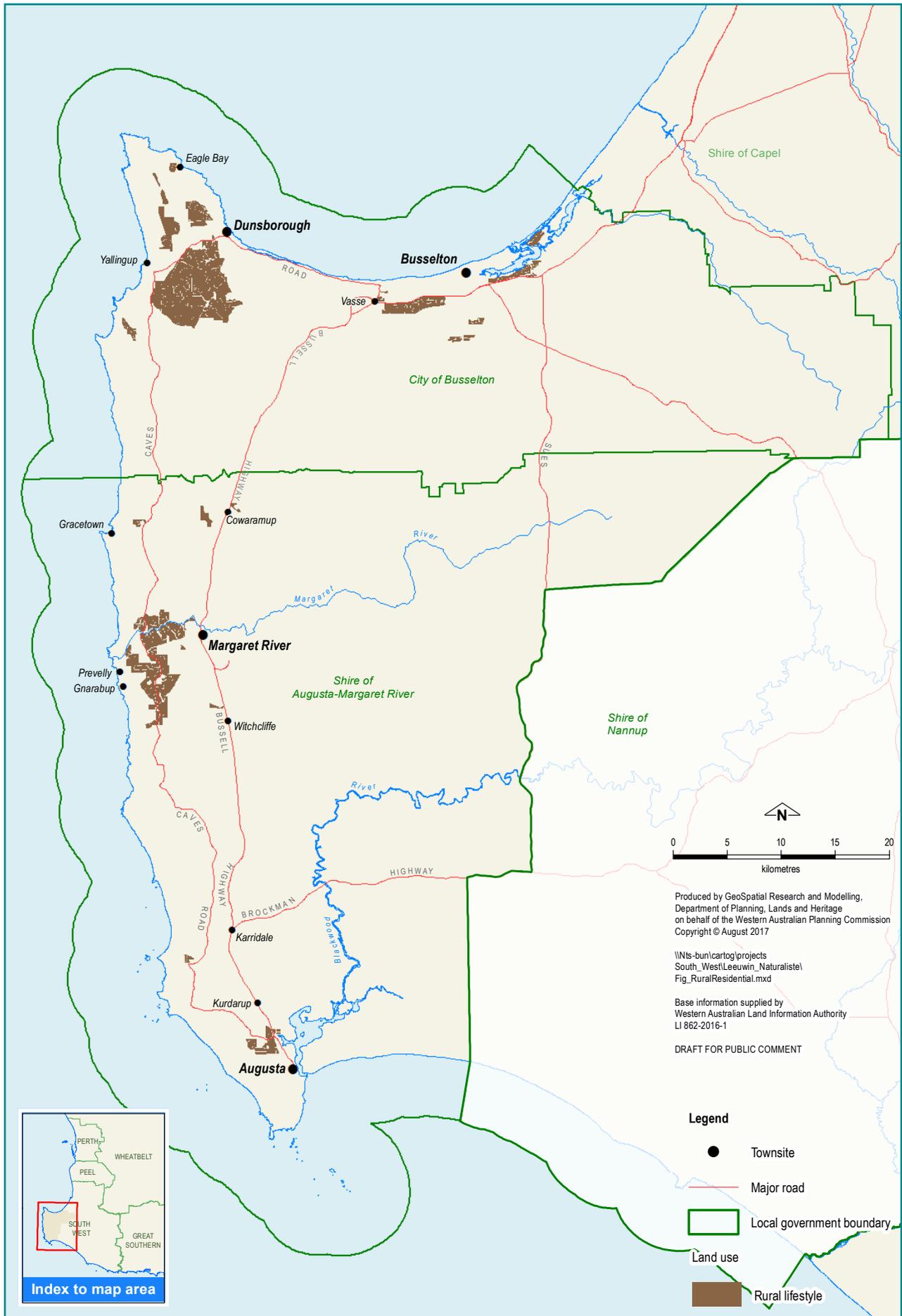
Map 4: Settlement



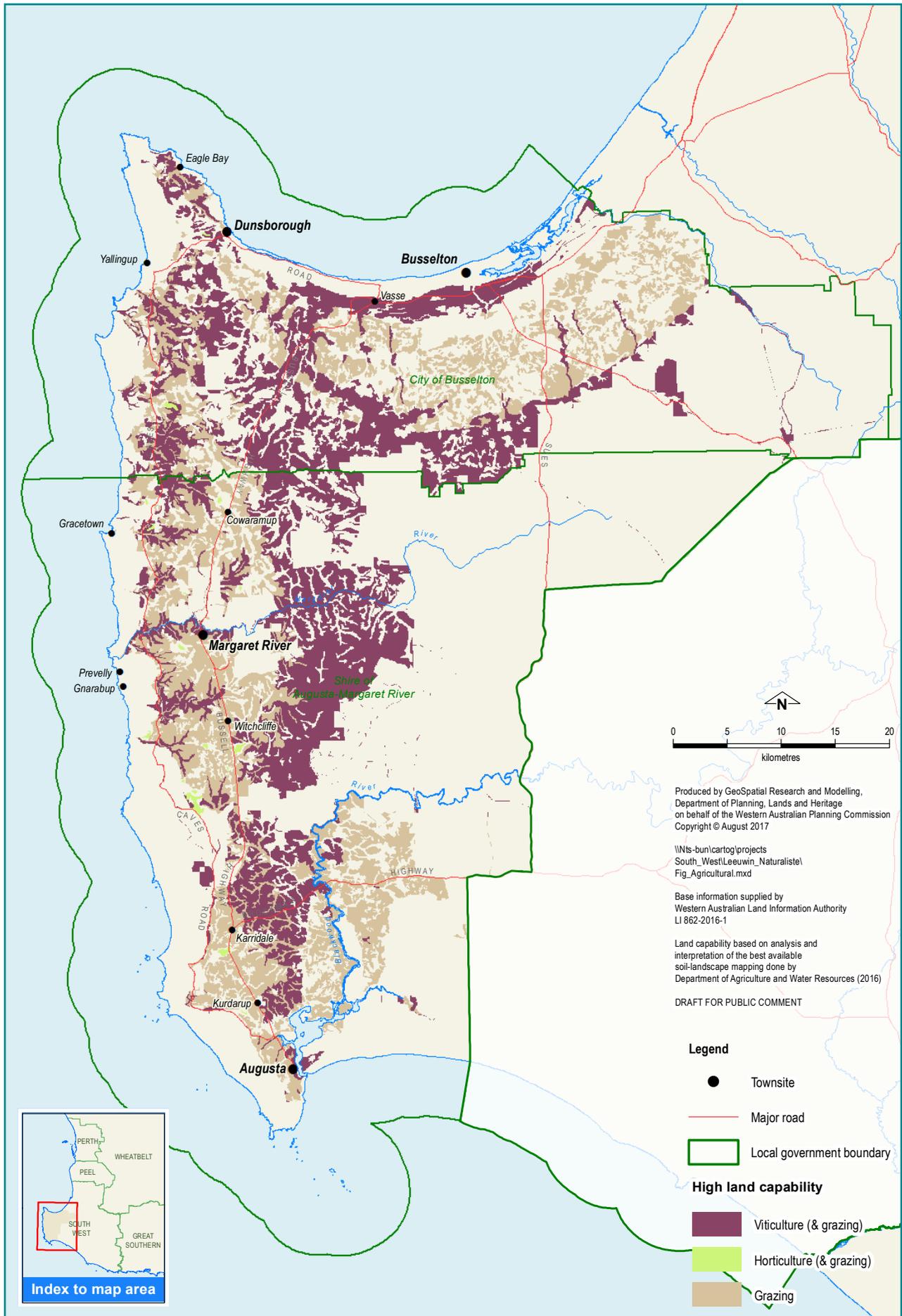
Map 5: Proposed Dunsborough urban investigation area



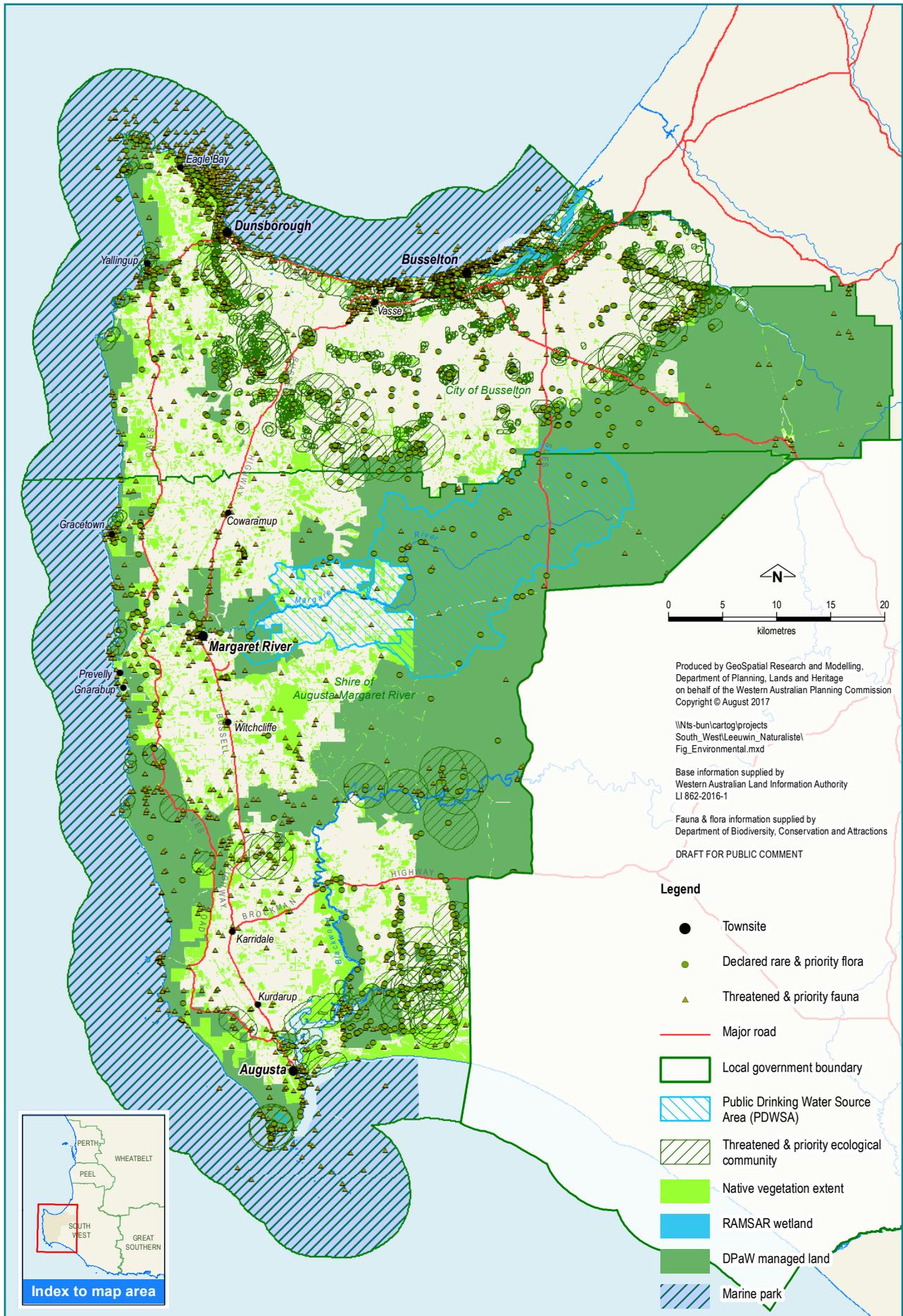
Map 6: Proposed Vasse urban investigation area



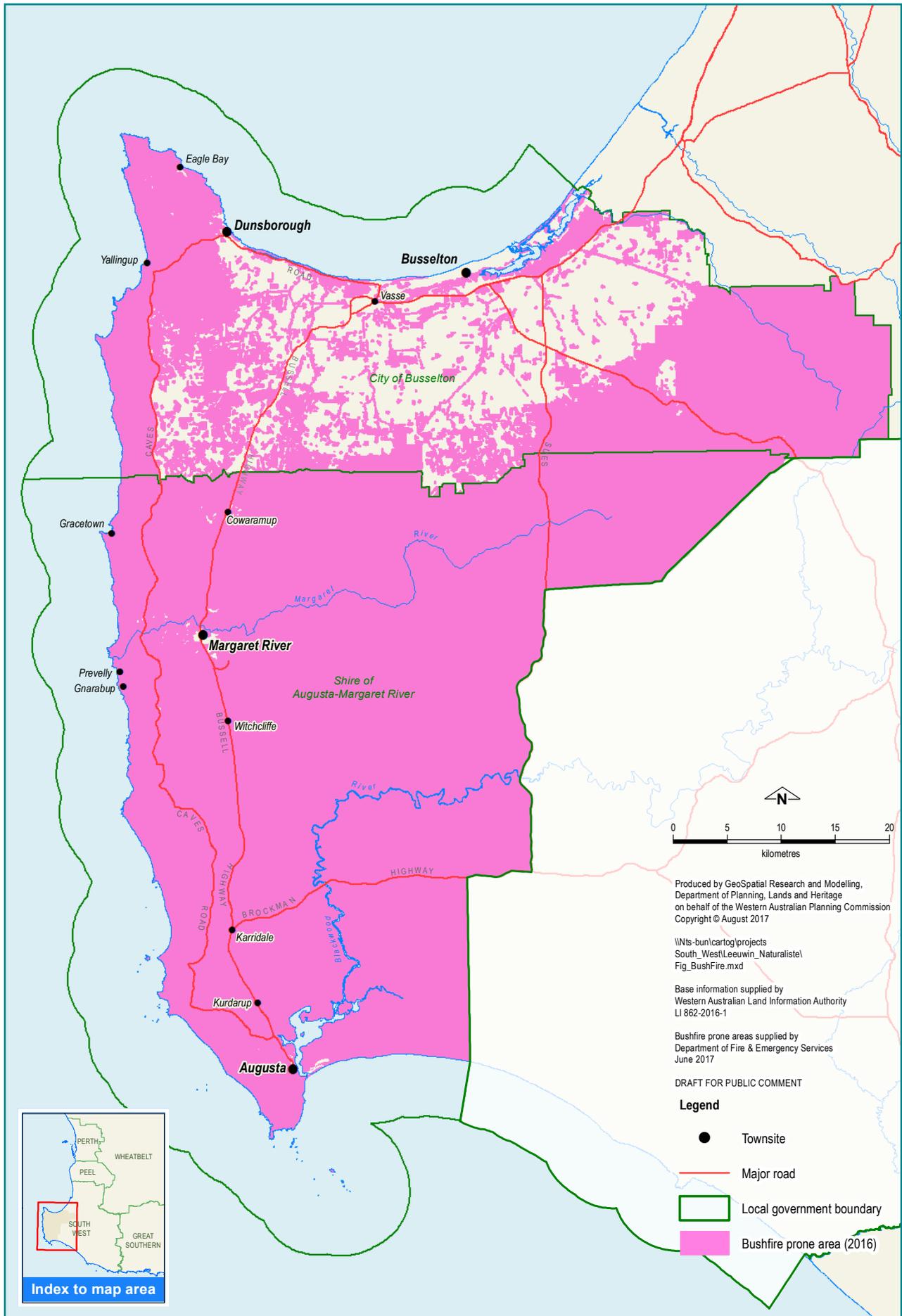
Map 7: Existing rural residential areas



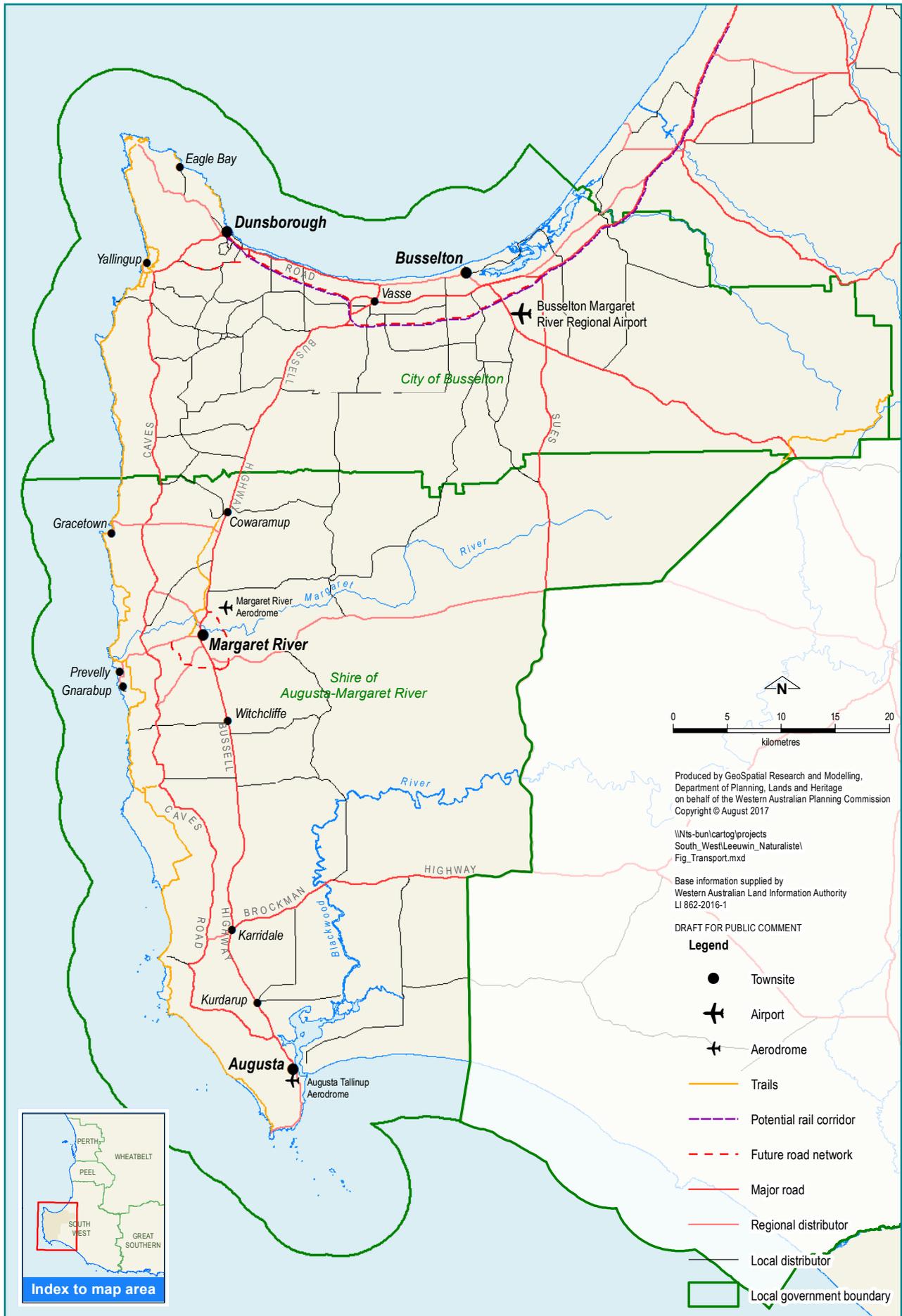
Map 8: Agricultural land capability



Map 9: Environmental assets



Map 10: Bushfire prone areas



Map II: Transport & movement network

References

- Augusta-Walpole Coastal Strategy (Western Australian Planning Commission, 2009)
- [*Australia's South West \(Tourism WA, 2017\) Basic Raw Materials*](#) (Department of Mines and Petroleum)
- Census Community Profiles (Australian Bureau of Statistics, 2011)
- Coastal Hazard Risk Management and Adaptation Planning Guidelines (Western Australian Planning Commission, 2014)
- Forest Management Plan 2014–2023 (Conservation Commission of Western Australia, 2013)
- <https://docs.employment.gov.au/node/34693> (Department of Employment, 2016)
- Leeuwin-Naturaliste Capes area Parks and Reserves Management Plan (Department of Parks and Wildlife, 2015)
- [*National Biodiversity Hotspots*](#) (Department of Environment and Energy)
- Regional Population Growth Estimates (Australian Bureau of Statistics, 2016)
- Road Information Mapping System (Main Roads WA, 2017) <https://mrapps.mainroads.wa.gov.au/RavNetworkMap>
- South West Blueprint (South West Development Commission, 2014)
- South West Regional Ecological Linkages Technical Report (Western Australian Local Government Association and the Department of Environment and Conservation, 2009)
- South West Regional Planning and Infrastructure Framework (Western Australian Planning Commission, 2015)
- State Aviation Strategy State Aviation Strategy (Department of Transport, 2015)
- State Planning Policy 2 Environment and Natural Resources (Western Australian Planning Commission, 2003)
- State Planning Policy 2.4 – Basic Raw Materials (Western Australian Planning Commission, 2000)
- State Planning Policy 2.5 – Rural Planning (Western Australian Planning Commission, 2016)
- State Planning Policy 2.6 – State Coastal Planning (Western Australian Planning Commission, 2013)
- State Planning Policy 3.7 – Planning in Bushfire Prone Areas (Western Australian Planning Commission, 2015)
- State Planning Strategy 2050 (Western Australian Planning Commission, 2014)
- Western Australian Regional Freight Transport Network Plan (Department of Transport, 2013)

Appendix I – Regional settlement hierarchy

Description of settlement categories

| Tier 1 to 4 settlements are generally considered significant from a strategic whole-of-State and/or regional perspective | |
|--|---|
| 1. Capital city | <p>The Capital city is the highest level of settlement in the State. As a city of national and international standing, it is the State's main focus for civic, cultural, administrative, business, retail and tourism activity, with its catchment encompassing the entire State. The Capital city has by far the greatest range of high-order services, infrastructure and jobs, and the largest commercial component of any settlement.</p> |
| 2. Regional city | <p>From a regional perspective, regional cities are typically dominant centres for population, economic activity and employment and are considered to offer the most extensive and diverse range of high-order services and functions. They play a significant role in developing much of a region's industry and employment and in this regard contain substantial hard infrastructure of regional significance.</p> <p>Regional cities often service a catchment that includes the majority of the regional population as well as industrial, retail, commerce, administration, government and social services. Importantly, they contain substantial regional health, education and recreation infrastructure. Typically, they contain a wide range of comparative retail, regional and branch offices of several government departments, and often provide a regional cultural and entertainment hub.</p> |
| 3. Regional centre | <p>Regional centres typically offer a diverse range of high-order services and functions, but to a lesser degree than a Regional city. They are also distinguished from regional cities as they generally service a smaller population.</p> <p>Regional centres are significant centres of economic activity, employment and population and form important hubs for regional industry, commerce and civic administration functions, including government offices and services. They generally provide comparative retail as well as higher-order education, recreation and health services.</p> |
| 4. Sub-regional centre | <p>Sub-regional centres support the population and economic activities within their surrounding hinterlands through the provision of goods and services. The catchment areas of sub-regional centres usually extend beyond the immediate centre to include surrounding centres and districts and as such their services are utilised by a broader population.</p> <p>Retail services offered in sub-regional centres largely focus on the day-to-day needs of their service population, however some comparative retail may also occur, particularly in larger centres. Other commercial and light industrial activities, which generally exist to service the local economies, are important functions of sub-regional centres. Sub-regional centres often provide local government administrative functions and a range of social infrastructure and services, including local recreation, health services and secondary education.</p> |

| Tier 5 to 8 settlements are generally considered significant from a sub-regional and/or local perspective | |
|---|---|
| 5. Major town | Settlements within these three tiers offer a level of service that generally deals with the daily needs of their service population. Three separate tiers allows for distinction to be made where particular settlements service a larger population catchment and/or offer a greater number of services relative to others. How settlements are assigned to the respective tiers is considered within the context of that particular region. |
| 6. Town / Major local centre* | |
| 7. Local centre / Village / Settlement* | |
| 8. Service centre | Service centres are generally located on major State arterial roads and offer basic 'roadhouse' facilities, including minor vehicle repair and servicing. Service centres may play an important role in inter and intra-regional travel, particularly in more remote areas of the State. |

* Note: Tiers 6 and 7 may represent particular settlement types that are relevant to specific regions, and as such alternative names may be used to describe settlements as applicable on a region-by-region basis. This is pertinent due to the regional variation that occurs in existing policies; for example State Planning Policy 6.1: Leeuwin-Naturaliste Ridge, which can be attributable to differences in regional characteristics such as their respective communities, culture and sense of place. It is important to note that the naming of a tier does not have any effective bearing on the hierarchy itself.

Application of the regional settlement hierarchy

In its application, within the context of the relevant region it is intended that settlements are assigned to tiers in the hierarchy in **Table 2** based on the general consideration of a number of factors that may underpin a settlement's relative strategic importance. For example:

- level and types of services that it provides
- hard and soft infrastructure provision
- population of the settlement
- population of its catchment area
- geographic size of its catchment area
- its proximity to other settlements, particularly those that are of a higher order.

Some of these considerations are relevant given the vastness of regional Western Australia and its marked diversity in settlement patterns, something that is largely attributable to the varying characteristics and intensities of different land uses and economic activities that exist across the State.

Notably, this approach avoids quantitative assessment of settlements. This is preferred as direct comparisons between settlements in different regions can be inherently misleading when evaluating their strategic importance, due to the marked differences that exist in settlement patterns across different regions.

In situations where proposed development is anticipated to change a settlement's level of strategic importance in the future, it may be applicable to identify such settlements as being 'proposed' to sit within the tier of the hierarchy that reflects its future regional function.

Appendix 2 – Relevant State planning policies

State planning policies with particular relevance to the Leeuwin Naturaliste sub-region:

- *State Planning Policy 1: State Planning Framework* intends for sub-regional strategies to guide change and to establish a basis for cooperative action to be taken by State and local governments on land use change.
- *State Planning Policy 2.5: Rural Planning* provides guidance for land use and development decision-making for rural and rural living land in Western Australia.
- *State Planning Policy 2.6: State Coastal Policy* provides guidance for land use and decision-making within the coastal zone, including the requirement for appropriate coastal hazard risk management and adaptation planning.
- *State Planning Policy 3: Urban Growth and Settlement* sets out the principles and considerations that apply to planning for urban growth and settlements in Western Australia.
- *State Planning Policy 3.7: Planning in Bushfire Prone Areas* sets out the principles and considerations for land use and development decision-making bushfire prone areas.
- *State Planning Policy 6.1: Leeuwin-Naturaliste Ridge* sets out the principles and considerations for land use and development decision-making on the Leeuwin-Naturaliste Ridge.

Appendix 3 – Summary of Report Card for State Planning Policy 6.1: Leeuwin-Naturaliste Ridge

State Planning Policy 6.1: Leeuwin-Naturaliste Ridge (SPP6.1) was gazetted in 1998. It was amended in 2003 to include statements regarding planning and development at Smiths Beach.

SPP6.1 addresses issues relating to the area along the ridge from Cape Naturaliste to Cape Leeuwin. The policy does not apply to land within the City of Busselton and the Shire of Augusta-Margaret River to the east of Bussell Highway, nor the Busselton townsite.

In 2016, the Western Australian Planning Commission (WAPC) undertook a review of SPP6.1 to validate the policy's effectiveness.

The review included consultation with local government, industry and other key stakeholders to seek direction on the issues the policy and associated sub-regional strategy should address. The majority of respondents indicated SPP6.1 was an important and relevant planning tool that should remain the key planning control for the ridge area; but that it should be revised to:

- update inconsistent sections compromised by the introduction of other planning statutory and policy documents. For example, it references policies and guidance relating to bushfires that are now superseded by *SPP 3.7: Planning in Bushfire Prone Areas*, and further changes may be required to align with proposed modifications to *SPP 2.5: Landuse Planning in Rural Areas*.
- update the settlement hierarchy to reflect changes, in particular for Cowaramup, Vasse and Dunsborough. Also, hamlet and enclaves are unsustainable and no longer comply with WAPC policy.
- consider the WAPC's WA Tomorrow projections and other strategic documents such as the South West Regional Planning and Infrastructure Framework, the South West BluePrint, and Supertowns and Regional Cities projections.
- provide more guidance on the efficient provision of infrastructure and consideration of alternative servicing options such as technological advances relating to waste water treatment and energy storage.
- update statistics, partners and references.

[Link to Report Card for SPP6.1.](#)

Key findings of the report card

- The Leeuwin-Naturaliste Ridge area continues to be recognised for its unique conservation, landscape, agricultural, recreational and lifestyle values.
- SPP6.1 continues to be a useful and applicable State planning policy, providing a strategic vision for the ridge area.
- SPP6.1 has been a valuable tool in the consideration of many development applications having influenced outcomes and shown validity in appeals by the State Administrative Tribunal.
- SPP6.1 is likely to remain relevant for the next 15 to 20 years, subject to some amendments and updates to ensure consistency with the broader planning framework.
- In response, this document supports the objectives of the State Planning Policy but refines and details them within the contemporary context.