

REPORTS OF CHIEF EXECUTIVE OFFICER AND OFFICERS**11 PLANNING AND SUSTAINABILITY****11.1 Draft Pinjarra Planning Framework**

File Ref:	D23/10485
Previous Items:	Nil.
Applicant:	Nil.
Author and Title:	Gregory Delahunty, Manager Planning
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 11.1 - Appendix 1 - Draft Pinjarra District Structure Plan Item 11.1 - Appendix 2 - Draft Pinjarra Precinct Structure Plan Item 11.1 - Appendix 3 - Draft Scheme Amendment

President D Bolt declared an Financial Interest in Item 11.1 Draft Pinjarra Planning Framework in that he is running as a candidate in the 2025 State Election. He has received political campaign donations from landowners, residents and business owners located within the District Structure Plan and Pinjarra precinct planning areas being considered.

President D Bolt vacated the chair and withdrew from the meeting the time being 5.42pm.

Cr D McLarty assumed the chair at 5.42pm

Recommendation/Council Decision OCM24/156

Moved: Cr S Carter

Seconded: Cr D Pike

That Council

- 1. Endorses the draft Pinjarra District Structure Plan for the purposes of advertising, generally as set out in Appendix 1.**
- 2. Endorses the draft Pinjarra Precinct Structure Plan for the purposes of advertising, generally as set out in Appendix 2.**
- 3. Pursuant to Section 75 of the Planning and Development Act 2005 resolves to prepare Amendment No 322 to the *Shire of Murray Local Planning Scheme No. 4*, generally as set out in the amending provisions at Appendix 3, to:**
 - (i) Rezone land within the Pinjarra Activity Centre from various zones and reserves to Pinjarra Centre Zone and Environmental Conservation Zone;**
 - (ii) Recode land within the Pinjarra Centre zone from R15, R25 and R40 to RAC0;**
 - (iii) Apply and R-Code of R2 to land zoned Environmental Conservation;**
 - (iv) Include the Pinjarra Centre Zone, Sub-Zones and Environmental Conservation Zone on the Scheme Map;**
 - (v) Include the Pinjarra Centre Zone, Sub-Zones and Environmental Conservation Zone on the Scheme Map Legend;**
 - (vi) Insert additional Zones in Table I - Zoning Table being 'Pinjarra Centre Zone' and 'Environmental Conservation' Zone together with suitable use permissibilities;**
 - (vii) Insert an additional Table I(a) - Pinjarra Centre Zone - Zoning Table together with suitable use permissibilities;**
 - (viii) Insert a new clause 6.17 - Pinjarra Centre Zone with a range of suitable provisions;**

- (ix) **Insert a new clause 6.18 – Environmental Conservation Zone with a range of suitable provisions;**
 - (x) **Add and modify a number of terms and interpretations;**
 - (xi) **Add a new clause to enable the number of car parking bays for the Pinjarra Centre to be in accordance with an applicable Precinct Structure Plan;**
 - (xii) **Undertake a number of textual modifications to reflect the new zones through the scheme text and better align with the Model Provisions; and**
 - (xiii) **Update the scheme maps to reflect all of the above.**
4. **Specifies that the Amendment is a standard amendment as it is considered not to comfortably fall within either the complex or basic amendment categories and will not result in any significant environmental, social, economic or governance impacts on land within the Scheme area.**
 5. **Authorises the Shire President and Chief Executive Officer to sign and seal the Scheme Amendment documents prepared to the satisfaction of the Director Planning and Sustainability.**
 6. **Authorises the amendment to be forwarded to the Environmental Protection Authority for consideration of the need for environmental assessment in accordance with section 81 of the *Planning and Development Act 2005*.**
 7. **Following compliance with sections 81 and 82 of the *Planning and Development Act 2005*, proceeds to concurrently advertise the Pinjarra District Structure Plan, Pinjarra Precinct Structure Plan and Amendment No 322 to Local Planning Scheme No. 4 for a period of at least 42 days.**

In Favour: Crs Douglas McLarty, Geoff Black, Steve Lee, Ange Rogers, David Pike, Stewart Carter and Nicole Willis

Against: Nil.

CARRIED UNANIMOUSLY 7:0

In Brief

- Council is requested to endorse the draft Pinjarra Planning Framework (PPF) for the purposes of public advertising.
- The framework includes a draft District Structure Plan (DSP), a draft Precinct Structure Plan (PSP) and Amendment No. 322 to Local Planning Scheme No. 4 (LPS4) that gives status to the Pinjarra town centre as a Centre Zone.
- The PPF aligns with the State planning framework and is broadly consistent with the previously adopted Pinjarra Town Centre Revitalisation Strategy and will provide a comprehensive planning framework that will guide the growth of Pinjarra over the next 10-15 years.

Background

In 2017 Council endorsed the Pinjarra Town Centre Revitalisation Strategy and draft Activity Centre Plan (2017 Plan). This Plan established a vision and ten urban form principles for the growth of the town, as follows:

Vision:

Pinjarra is distinct and important place and destination within the Peel Region, a place where people want to live, work, meet, relax and visit. It is a town that is known for its culture of innovative thinking

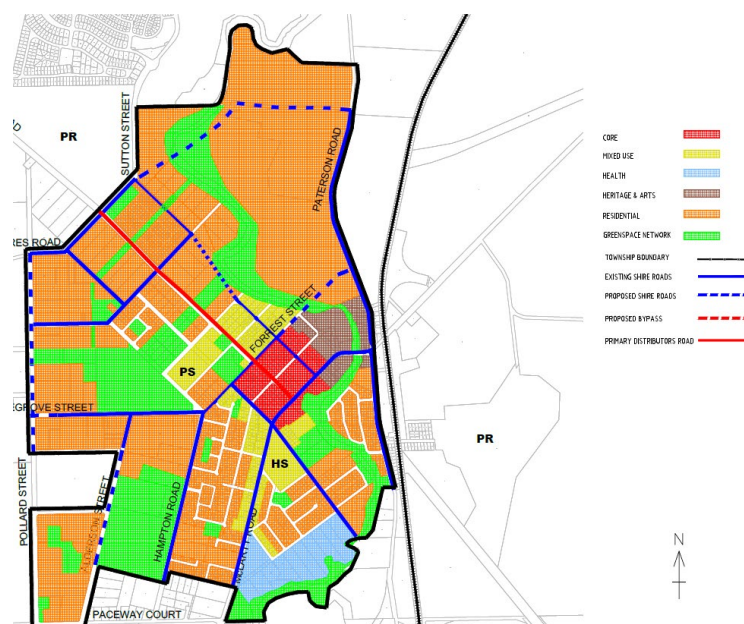
and its business, employment and community networking opportunities. The Town Centre’s historic, country character and strong connection to the Murray River is reflected in landscaping, street art and building design. Contemporary development creates a buzzing, yet relaxed atmosphere and access around the town and along the riverfront is easy, convenient and supported by a high-quality pedestrian path network and public transport that frequently connects Pinjarra with Mandurah and other key destinations within and outside the region.

Urban Form Principles:

- Concentrate activity within a compact and well-defined town core.
- Facilitate opportunities for economic growth and employment creation.
- Celebrate Pinjarra’s distinctive character and identity.
- Encourage a high-quality built form at a scale that encourages walkability and is appropriate for its location.
- Create a network of vibrant, accessible and inclusive public spaces.
- Create attractive and pedestrian friendly streetscapes.
- Support the health and wellbeing of the community.
- Establish an integrated green space network.
- Make Pinjarra accessible by a variety of transport modes.
- Minimise environmental impact.

The 2017 Plan included both a statutory planning framework which included objectives and associated subdivision, development and land use provisions, and a range of infrastructure and place making projects considered necessary to deliver the vision. This was based on a comprehensive background context report and extensive community engagement.

Consideration of the 2017 Plan was deferred by the WAPC in 2019 pending resolution of various issues, including issues relating to the major road network, drainage management and the extent of future urban land. It was also requested that the document be split into a District Structure Plan for the broader Pinjarra locality and a revised Activity Centre Plan (now known as a Precinct Structure Plan) for the town centre.

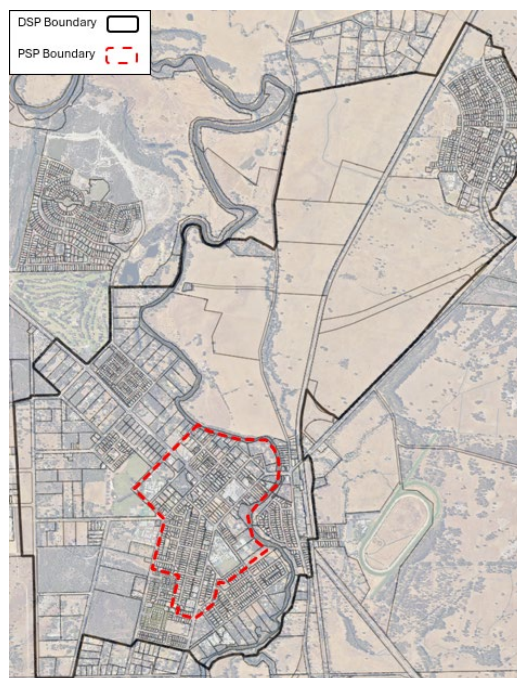


1. 2017 Plan

Report Detail

The draft PPF has been prepared to respond to the land use planning challenges and opportunities for Pinjarra. It comprises a District Structure Plan, a Precinct Structure plan and an amendment to LPS4 and will deliver a contemporary planning framework to guide future zoning, subdivision and development of Pinjarra.

The proposed boundaries of the DSP and PSP are shown below. The proposed boundaries have changed from the 2017 Plan due to advances in the State's planning framework, most notably the South Metropolitan Peel Sub-regional Planning Framework and State Planning Policy 7.2 - Precinct Design. It includes those parts of the Pinjarra locality that still requires structure planning before further subdivision and development, excluding the Murray River Country Estate as this has already been substantially subdivided and developed.



2. Boundaries of DSP and PSP

Pinjarra District Structure Plan

The DSP outlines a strategic planning framework to guide the long-term growth of Pinjarra. It provides guidance for future amendments to the Peel Region Scheme and local planning scheme, for the preparation of a PSP for the town centre and local structure plans for the surrounding residential areas to ensure a coordinated and sustainable approach to subdivision and development in the town.

The DSP has been informed by significant community feedback which has resulted in an updated vision statement for Pinjarra as a vibrant, historically rich, and environmentally connected town that offers a high quality of life.

Pinjarra is a distinct and important place within the Peel Region, a place where people want to live, work, meet, relax and visit. The town is made up of charming, walkable neighbourhoods that are well-connected, easy to get around and offer a variety of housing options. Pinjarra maintains its historic, country feel and deep ties to the Murray River. Even as it grows, it holds onto its rich history and unique character, with new development blending seamlessly into the town's identity.

The lively yet relaxed atmosphere of the town caters to businesses, residents, visitors and workers alike, providing everything from local services and job opportunities to recreational and social spaces, all in a setting that feels both fresh and familiar. Pinjarra is not just a town of growth but of

balance, with open spaces that celebrate the natural landscape and protect the environment, reinforcing Pinjarra's strong connection to nature.

Moving around Pinjarra is a pleasure, thanks to its pedestrian-friendly streets and network of high-quality cycling paths. Access to the riverfront and various parts of town is easy and convenient, making it a great place to explore. Public transport also links Pinjarra frequently with Mandurah and other key towns in the region, ensuring both locals and visitors can enjoy everything it has to offer.

The DSP aims to balance the forecast growth of the town with the preservation and enhancement of Pinjarra's character, heritage and natural environment. Key principles guiding the plan include environmentally sustainable urban design, protection of natural areas and heritage places, provision for a range of land uses and job opportunities to meet the community needs, and a shift towards sustainable transport modes. The DSP emphasises the creation of high-quality public spaces, improved accessibility, and transit-oriented development, ensuring that future growth supports both economic vitality and social well-being.

Key elements of the DSP include:

- Identification of the town centre as a Secondary Activity Centre. The DSP requires that a PSP be prepared for the town centre to ensure that it provides the range and intensity of activity necessary to support the growth anticipated for the town. Balancing the housing, employment, transport, education and community services and the infrastructure needed to support the projected growth requires a robust planning framework to establish a land use and development pattern for a compact, mixed use and walkable town centre.
- A connected network of residential neighbourhoods – The DSP aims to deliver a coherent urban structure comprising compact and well connected, walkable residential neighbourhoods that are sensitively integrated with the natural environment. Each neighbourhood will provide a diverse range of housing types. There are 13 areas that require either a local structure plan or precinct structure plan prior to applications for subdivision or development being considered. Ultimately it will deliver a population of approximately 20,000 living within over 8,000 homes across the overall DSP area, with some 8,800 people and 3,745 dwellings within the activity centre.
- Inclusion of three local centres of differing scales. Guided by a needs assessment, these centres provide for the daily convenience needs of the community within a walkable distance of their residential neighbourhoods. They are also a focus for medium density housing.
- Employment - Delivery of land to accommodate approximately 1,949 jobs within the activity centre, plus an additional 90 jobs within the health precinct and 90 jobs with the railway heritage precinct.
- Open space network – an interconnected greenspace network containing a range of public open spaces that will meet a number of different functions. The network will protect and enhance landscape and environmental features, provide for active and passive recreation spaces, and enable the safe and high amenity movement of pedestrians and cyclists throughout the DSP area.
- Public Transport – an integrated public transport network that will provide a convenient and affordable travel option focussing on a future high frequency mid-tier transit route that connects the Pinjarra and Mandurah railway stations. Public transport is a key means of achieving greater environmental sustainability and will ease growing traffic congestion. The system is expected to evolve over time as land within the DSP is developed and as the Shire's population grows
- Movement Network – an interconnected network of streets which allows for an overall movement network to evolve over time. It identifies new roads, road upgrades and intersection treatments with a focus on incorporating a high standard walking and cycling amenity.

- Community Infrastructure – including land for a health precinct, four new primary schools, one new high school, active play spaces, district library, recreation and aquatic centre, and community centres will be located within the Pinjarra to provide for co-location opportunities and community accessibility.

A copy of the draft DSP is included at **Appendix 1**.

It is noted that in November 2023 Council resolved to not support a rezoning of Lot 2 Roe Avenue, Pinjarra from Residential Development to Service Commercial with an additional use for a Fast-Food Outlet. In that decision Council requested that the suitability of the proposal be reviewed in the context of the upcoming District Structure Plan and Precinct Plan for Pinjarra.

The future use of Lot 2 is considered as part of the DSP, where it is included in an LSP Area. The intention for LSP Area 2 is to deliver medium to higher density residential development. The rationale for this includes:

- It is located adjacent to the Pinjarra Town Centre which will need a high level of population support to deliver on the objectives of the PPF; and
- It is located next to a proposed high frequency public transport route. Medium to higher density residential development is required to be provided in close proximity to the high frequency public transport route in order to ensure it achieves the critical mass to support the transit route.
- Service commercial uses are generally car based uses which would be incompatible with the objectives of the PPF.



3. Lot 2 Roe Avenue, Pinjarra

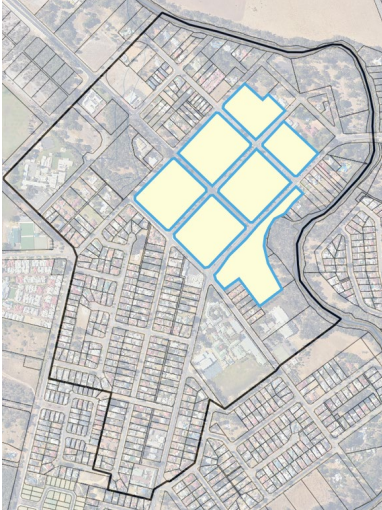
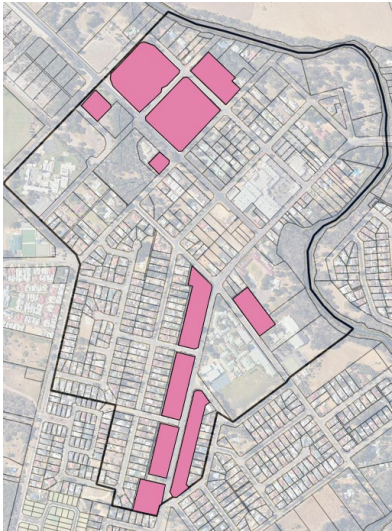
Opportunities for service commercial land have been considered, on a Shire wide basis, in the draft Local Planning Strategy (LPS) which was presented to Council in December last year. In the vicinity of Pinjarra this includes land on the Pinjarra Road and future western deviation frontages to the Pinjarra Industrial Area. The LPS will be presented to Council early in the new year for formal consent to advertise.

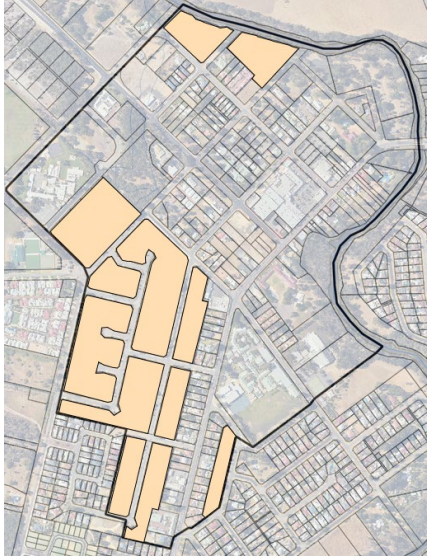
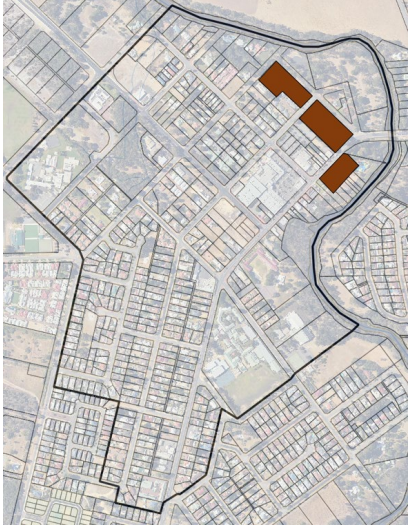
Pinjarra Precinct Structure Plan

The PSP provides guidance on the subdivision and development of land within the Pinjarra town centre, including detailed guidelines for the built form and public realm.

Four Sub-Precincts are identified which recognise and consolidate established nodes of activity within Pinjarra. Whilst the focus of each Sub-Precinct differs, collectively all are expected to contribute to the critical mass and range of activity necessary for a sustainable town centre.

The Sub-Precincts are intended to provide for a transition of intensity in activity and built form from the primary business and employment centre of the ‘Core’ Precinct to the less intensive ‘Mixed Use’, ‘Heritage and Arts’ and ‘Residential’ Precincts. Each sub precinct has its own unique desired character and a set of development controls that will allow it to be realised.

<p style="text-align: center;">Core Precinct</p> 	<p>The Core Precinct is the vibrant heart of the town, offering a diverse mix of retail, commercial, and community spaces that foster economic vitality and social connection. Designed to encourage walking, cycling, and public transport use, it features welcoming streetscapes with active frontages, human-scale built forms, and landscaping that reflects the town’s rural heritage. This precinct will serve as a hub for daily life, cultural activity, and innovation, supporting a resilient, sustainable local economy.</p>
<p style="text-align: center;">Mixed Use Precinct</p> 	<p>The Mixed-Use Precinct is a dynamic interface between the bustling town core and its surrounding residential areas, providing flexible spaces for lower intensity small businesses and community services that are compatible with residential development. Reflecting the rural character through thoughtful design, this precinct prioritises accessibility and seamless connections to active transport networks. It supports a sustainable town by offering diverse medium to high density housing options, green spaces, and adaptable spaces that evolve with the community’s needs.</p>

<p style="text-align: center;">Residential Precinct</p> 	<p>The Residential Precinct is well-connected, environmentally sustainable and embraces the rural charm and natural beauty of the town. Designed for compact, walkable living, it offers a diverse range of medium and in more environmentally sensitive parts, lower density housing types that cater to all stages of life. Integrated parks, tree-lined streets, and shared pathways ensure residents enjoy a healthy and active lifestyle, while strong connections to the Core and Mixed use precincts create a cohesive, thriving community.</p>
<p style="text-align: center;">Heritage and Arts Precinct</p> 	<p>The heritage and arts precinct is the cultural heart of Pinjarra where the town’s history and landscape fuse together. The vision for the heritage and arts precinct is for a relaxing and contemplative place on the banks of the Murray River with a strong landscape theme that provides a setting for Pinjarra’s heritage assets and sensitively designed cultural facilities.</p>

Key development controls proposed in the PSP include:

- A range of residential densities – between R2 and R100. With higher densities concentrated in the core and lower towards the fringes.
- Building character built-form requirements – that will ensure new development reflects and enhances Pinjarra’s distinctive character.
- Preferred land uses –that will add vibrancy and vitality to the town, especially at street level.
- A contextual response to building height – between two to five storeys with greater heights located centrally and lower height where the PSP interfaces with existing low density residential areas.
- Frontage requirements – Ensuring that building design provides continuous and active street fronts in within the town centre fostering a vibrant public realm.
- Sustainability measures – that will ensure the delivery of environmentally conscious development.

- Access, car parking and bicycle end of trip requirements – to help provide accessibility and amenity.

Other matters addressed in the PSP include:

- Local Development Plan site identification – for strategic sites that require a finer grain planning prior to development consideration of development applications.
- Infrastructure requirements – including road widening, road upgrades intersection treatments and undergrounding of power.

A copy of the draft PSP is included at **Appendix 2**.

Amendment No. 322 to Local Planning Scheme No.4

It is intended to amend LPS4 to give status to the Pinjarra Town Centre as a ‘Centre’ Zone. This is necessary to require detailed precinct structure planning to occur to guide the subdivision and development of the town centre. The PSP will take effect upon the final gazettal of the proposed amendment. The intent of this amendment is broadly consistent with the adopted 2017 Plan and in brief seeks to:

- Rezone land in the Pinjarra town centre from various existing zones to a new Pinjarra Centre Zone;
- Introduce new sub zones that are reflective of the sub precincts in the draft PSP;
- Introduce an Environmental Conservation zone to land affected by the Murray River Floodway.
- Introduce a new land use zoning table that will determine the permissibility of land uses within each of the sub zones of the Pinjarra Centre Zone;
- Introduce a range of provisions that will guide subdivision and development within the Pinjarra Centre Zone consistent with the vision.
- Undertake a number of textual modifications to better align LPS4 with the model provisions.

A copy of the draft scheme amendment wording is included at **Appendix 3**.

Council Plan

Focus Area	Place
Outcome 7	Population growth is being managed responsibly and sustainably.
Objective 7.1	Manage urban growth effectively.
Action 7.1.5	Prepare a District Structure Plan for Pinjarra, Pinjarra Road Corridor, Dwellingup and North Dandalup.
Action 7.1.7	Finalise preparation of the Pinjarra Precinct Plan.

Other Strategic Links

Pinjarra Town Centre Revitalisation Strategy and Activity Centre Plan

The 2017 Plan contains a number of initiatives to guide the planning and development of the Pinjarra town centre. The subject amendment is broadly consistent with the objectives of this Plan.

State Planning Policy 4.2 – Activity Centres (SPP 4.2)

SPP4.2 applies throughout the Perth and Peel regions to guide the preparation and review of local planning strategies, schemes and structure plans and development control within activity centres. Pinjarra is identified as a secondary centre under this Policy where a Precinct Structure Plan (PSP) (formerly known as an activity centre plan) is required to be prepared. The PPF is consistent with the objectives of SPP4.2.

State Planning Policy 7.2 – Precinct Design (SPP7.2)

SPP7.2 and its associated Precinct Design Guidelines guide the preparation and assessment of PSPs for precincts, such as like Pinjarra. SPP7.2 requires that a PSP be prepared for an activity centre in order to guide the subdivision and development in a coordinated manner and deliver a good quality-built environment. The PPF is consistent with the objectives of SPP7.2.

Statutory Environment

Planning and Development Act 2005

Section 75 of the Planning and Development Act (Act) provides that a Local Government may amend its local planning scheme by an amendment which is either:

1. prepared by the Local Government, approved by the Minister and published in the Gazette; or
2. proposed by all or any of the owners of land in the scheme area, adopted with or without modification by the Local Government, approved by the Minister and published in the Gazette.

Planning and Development (Local Planning Schemes) Regulations 2015

Regulation 35 (2) of the *Planning and Development (Local Planning Schemes) Regulations* (Regulations) requires that a resolution to prepare an amendment must:

1. specify whether, in the opinion of the local government, the amendment is a complex amendment, a standard amendment or a basic amendment; and
2. include an explanation of the reason for the local government forming that opinion. Regulation 34 sets out the criteria for each amendment category and in particular specifies that a Standard Amendment is:
 - an amendment which is consistent with the applicable region planning scheme;
 - an amendment that would have minimal impact on land in the scheme area that is not the subject of the amendment;
 - an amendment that does not result in any significant environmental, social, economic or governance impacts on land in the scheme area; or
 - any other amendment that is not a complex or basic amendment.

The Scheme Amendment is considered to meet the requirements of the Standard category in this case.

Peel Region Scheme

The subject land covered by the PPF currently has a variety of zones and reservations under the PRS. The DSP is in some areas inconsistent with and proposes modifications to the PRS. This reflects the strategic role of the DSP to amongst other things, inform future changes to Schemes. Importantly, both the PSP and Amendment 322 are consistent with the PRS. This will allow their implementation without modification to the PRS.

Local Planning Scheme No. 4

The land subject to the proposed amendment is currently covered by a variety of zones. The proposed amendment will bring a consistency and contemporary approach to zoning of the town centre, reflective of Pinjarra status as a secondary centre.

Sustainability & Risk Considerations

Economic – (Impact on the Economy of the Shire and Region)

The PPF seeks to consolidate development and land use within Pinjarra, which will encourage increased intensity within the town centre. The PPF will support greater diversity in business and employment opportunities and encourage a critical mass of activity and movement of pedestrians between key destinations which will enhance economic development opportunities for local businesses.

Social – (Quality of life to community and/or affected landowners)

The PPF will support a revitalised town, which will result in a range of positive social outcomes for the existing and future community. There will be increased opportunities to live, work, shop, undertake day to day leisure and recreational activity with improved travel options. The town will also become more interesting and vibrant through improved built form outcomes and a focus on walkability and character.

Environment – (Impact on environment’s sustainability)

The PPF has mapped and responded to the environmental attributes within the plan area, with a focus on retaining, protecting and enhancing. Implementation of the PPF will facilitate a critical mass of activity and a level of amenity, facilities and services that encourage walkability and enable users to more easily perform a variety of multiple purpose trips with reduced reliance on private vehicle use.

Implementation of the green space network, enhancement of streetscapes and the application of Water Sensitive Urban Design principles throughout Pinjarra will further enhance and protect key environmental features of the town.

Policy Implications

The existing Pinjarra Activity Centre Local Planning Policy was initially adopted by Council in 2018 and amended in 2022 to provide interim guidance for subdivision and development in the town centre until the PPF was introduced. The PPF is broadly consistent with this policy. Once the PPF is finalised the Policy can be revoked.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Low	The PPF is broadly consistent with the State’s planning framework Council’s adopted 2017 Plan which was prepared in the context of extensive community feedback. Each component of the PPF will be subject to further consultation with the community and State agencies prior to being finalised.

Consultation

The 2017 Plan was directly informed by an extensive range of community engagement and consultation over an 18-month period. Engagement methods included community workshops, information sessions, community surveys and formal advertising processes. The further extensive feedback undertaken for the Shire’s current Strategic Community Plan indicated broad consistency with the earlier engagement.

The PPF was subject to three Councillor briefing session in May and June this year where the framework was presented for discussions and feedback.

Upon a local government resolving to prepare an amendment to a local planning scheme, section 81 of the Act requires it to refer the amendment to the Environmental Protection Authority (EPA) for consideration as to whether an environmental assessment is necessary under the *Environmental Protection Act 1986*.

Following advice from the EPA that a standard Scheme Amendment does not require formal environmental assessment, Regulation 47 of the Regulations requires the local government to arrange advertising for a period of at least 42 days, by the following means:

- notice in a newspaper circulating in the scheme area;
- notice in the offices of the local government;
- notice to each public authority that the local government considers is likely to be affected by the amendment;
- notice on the local government's website; and
- as otherwise directed by the WAPC and in any other way considered appropriate by the local government.

Under the Regulations a PSP must also be advertised for 42 days. There are no statutory advertising requirements for a DSP.

To ensure widespread opportunity for community awareness, understanding and feedback opportunities on the draft PPF it is proposed to advertise all three planning proposals concurrently and in addition to the statutory advertising means it is proposed to publicise and hold two community drop-in sessions approximately mid-way through the 42-day advertising period.

Resource Implications

Financial

The direct costs associated with the advertising of the PPF can be accommodated within the current 2024-25 budget.

Workforce

The preparation of the PPF can be accommodated within the scope of the existing workforce level.

Options

1. Resolving to prepare and advertise the PPF in the form recommended or some other form.
2. Not resolving to prepare and advertise the PPF.

Conclusion

The proposed PPF is broadly consistent with the 2017 Plan and the State planning framework. It will provide an appropriate planning framework to guide the future rezonings, structure planning, subdivision and development of Pinjarra. As such, it is recommended that Council supports the public advertising of the PPF.

President D Bolt rejoined the meeting and resumed the Chair the time being 5.44pm.