North Dandalup Townsite Structure Plan

Final Report

November 2011

APPROVED/ENDORSED

BY THE WESTERN AUSTRALIAN PLANNING

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1.0 Introduction

The North Dandalup Townsite is a long established rural townsite located on the South Western Highway and Perth / Bunbury Railway line, at the bottom of the Darling Escarpment and consisting of about 85 dwellings. It functions as a rural service centre providing educational, recreational and some community and commercial services.

The townsite has reticulated water and electricity supplies, but does not have reticulated gas or sewerage services.

In 2005 the Shire of Murray adopted a structure plan for the North Dandalup townsite, which proposed to:

- maintain the existing urban zoned area of the townsite;
- slightly expand the Special Rural area north-west of the townsite;
- include land abutting the North Dandalup River in the Public Recreation / Conservation reserve;
- create a large special Residential precinct south-west of the existing townsite; and
- establish a strip of commercial activity abutting South Western Highway.

The 2005 structure plan has not been endorsed by the Western Australian Planning Commission (WAPC).

More recently, the WAPC released the draft Southern Metropolitan and Peel Sub Regional Structure Plan, to guide future land use and development. It identifies about 205ha of land south-west of the North Dandalup townsite as an 'Urban investigation Area'.

The final North Dandalup Structure Plan will facilitate development of the Urban Investigation Area. It achieves this by depicting broad land use categories and their general distribution, to guide expansion of the North Dandalup townsite in the medium to long term. It identifies:

- two primary school sites;
- additional retail / commercial centres;
- areas of public open space; and
- land for urban use.

The purpose of this report is to describe the draft structure plan for the North Dandalup townsite and present information on which the structure plan is based. The intention is to provide the community with enough information and understanding about the planning requirements for North Dandalup so they can have active and meaningful input into the planning process, thereby improving the plan which will ultimately guide development of the North Dandalup townsite.

2.0 Regional Planning Context

2.1 Regional Strategic and Policy Context

2.1.1 Directions 2031 Draft Spatial Framework for Perth and Peel (June 2009)

The draft Spatial framework for Perth and Peel that was released for public comment in June 2009 has now been revised in light of submissions received and a refined Directions 2031 document has been produced.

The final Directions 2031 and Beyond: Metropolitan planning beyond the horizon (August 2010) Spatial Framework for Perth and Peel (refer Figure 18 from that report) is silent in regard to the expansion of the North Dandalup townsite but associated planning documents have identified land situated to the south west of the townsite as subject of an Urban investigation area.

2.1.2 Southern Metropolitan and Peel Sub Regional Structure Plan (Draft) (2009)

The draft Southern Metropolitan and Peel Sub-Regional Structure Plan (SMSRSP) (Figure 2) contains an Urban Growth Management Strategy which classifies an area south-west of the existing North Dandalup townsite as one of the 'Areas Under Immediate Detailed Investigation for Development and/or Protection'.

Figure 7 of the SMSRSP identifies the corresponding area for 'Urban Investigation'. It also proposes the realignment of Lakes Road south of the urban investigation area. This area is the townsite expansion area.

In August 2010 WAPC resolved not to finalise the draft South Metropolitan and Peel sub regional Structure plan (refer Figure 2) in the form advertised in 2009. Instead, a new sub regional structure plan project is underway which will result in the preparation of the South Metropolitan and Peel Structure Plan.

2.1.3 State Planning Policy 2.1: Peel Harvey Coastal Plain Catchment Policy

State Planning Policy 2.1: *Peel Harvey Coastal Plain Catchment Policy* (SPP 2.1) contains provisions to ensure that changes to land use within the catchment to the Peel-Harvey Estuarine system are controlled so as to avoid and minimise environmental damage.

SPP 2.1 states that land shall not be rezoned to allow for urban use unless it has access to a reticulated sewerage service. It also requires lots created for residential purposes be connected to such a service.

2.2 Local Strategic Context

2.2.1 Shire of Murray Local Rural Strategy

The North Dandalup townsite is within Planning Precinct No. 9 - North Dandalup under the Shire of Murray Local Rural Strategy (LRS) 1994. In regard to Precinct 9, the LRS aims:

"To facilitate the further development of North Dandalup as a townsite which provides:

• an entry statement to the Shire from the metropolitan region's south west corridor; and

 a focal point for rural-residential, farmlet and, potentially, horticultural development of land which is inherently capable of those uses without adverse effect on the Peel-Harvey Estuary.

Land uses abutting regional transport routes will need to be arranged to provide an attractive entry statement to the Shire of Murray. This may include the use of landscape buffers and minimal use of blank walls or fences.

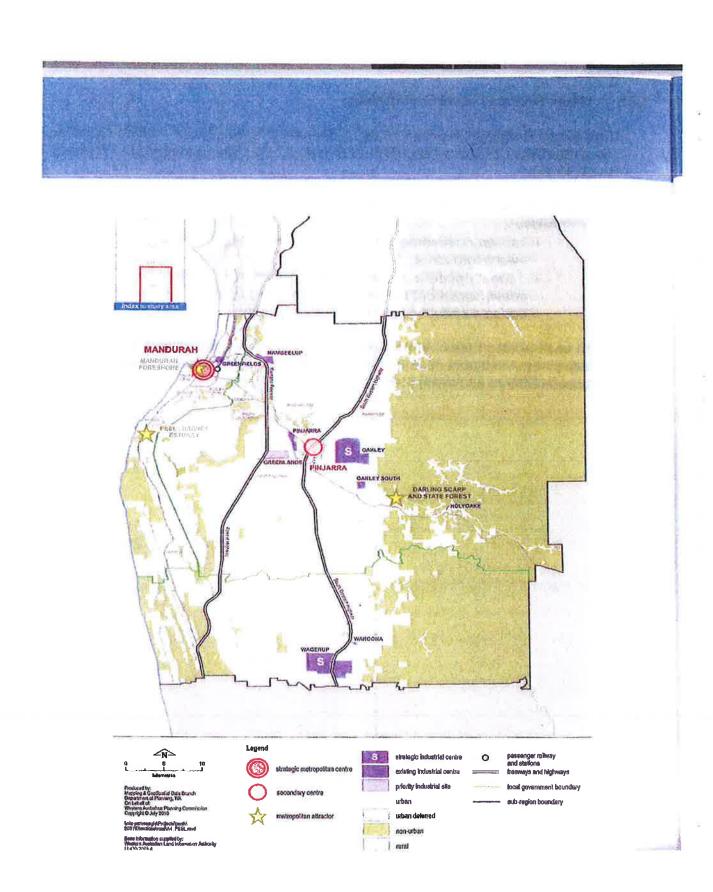


Figure 1 – Directions 2031 – Peel Sub Region (2010) Plan

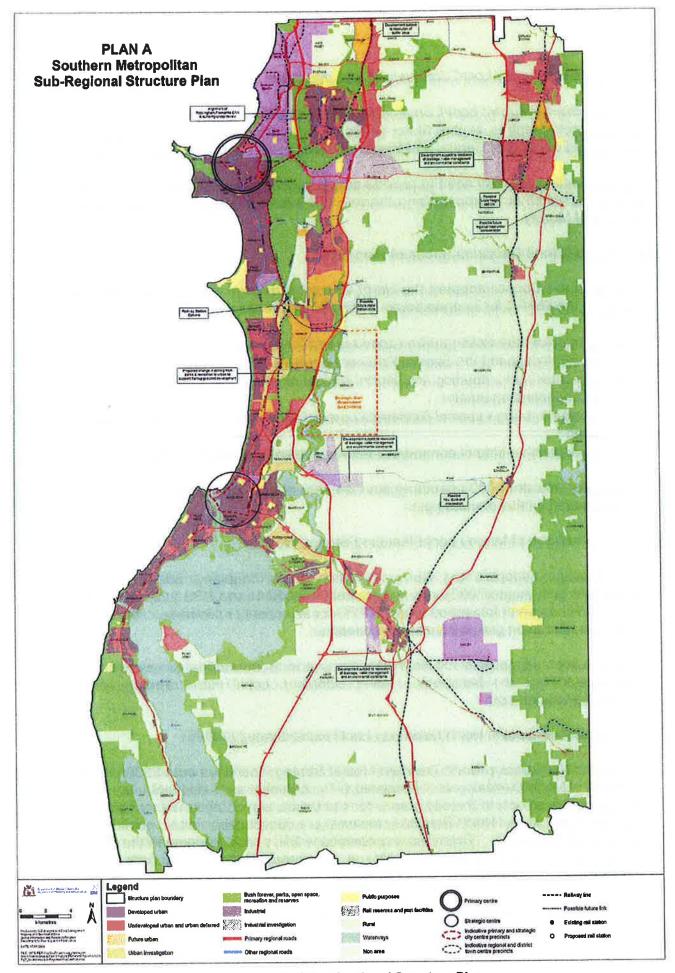


Figure 2: Southern Metropolitan and Peel Sub-Regional Structure Plan

2.2.2 Shire of Murray Local Commercial Strategy (1994)

The Shire of Murray Local Commercial Strategy (1994) establishes a hierarchy of commercial centres in the Shire of Murray. In this respect, North Dandalup is identified as a 'Local Centre' and Pinjarra is identified as a 'Strategic Country Centre'.

The structure plan will need to provide adequate weekly shopping facilities within the townsite, while not compromising the role of Pinjarra as the dominant centre in the Shire of Murray.

2.2.3 Draft North Dandalup Structure Plan (2005)

In 2005 the Council adopted the *North Dandalup Structure Plan* and forwarded the plan to the WAPC for its endorsement. The 2005 structure plan proposed to:

- maintain the existing urban zoned area of the townsite;
- slightly expand the Special Rural area north-west of the townsite;
- include land abutting the North Dandalup River in the Public Recreation / Conservation reserve;
- create a large special Residential precinct south-west of the existing townsite;
 and
- establish a strip of commercial activity abutting South Western Highway.

However, the draft 2005 structure plan was not endorsed by the WAPC and will be superseded by this structure plan.

2.2.4 Draft Shire of Murray Local Planning Strategy (2005)

The Council adopted the Shire of Murray Local Planning Strategy (LPS) for advertising in August 2005 and subsequently modified the LPS in 2006 and 2007. The LPS has been forwarded to the WAPC for its consent to advertise. However, the LPS has not been granted consent to advertise.

In any event, proposals for North Dandalup and its surrounds are expected to be superseded by the Nambeelup North Dandalup Local Rural Strategy and this townsite structure plan.

2.2.5 Draft Nambeelup North Dandalup Local Rural Strategy (2010)

The draft Nambeelup North Dandalup Rural Strategy identifies about 2350ha of land between North Dandalup and Nambeelup for potential rural residential use. While these areas are not in the study area for the structure plan, they will rely on services provided within the North Dandalup townsite (i.e. educational, retail, community and commercial facilities). These future populations will, in part, determine the number of primary schools, the amount of retail and commercial floorspace and community facilities to be provided within the proposed urban area.

WAPC is likely to consider the NNDLRS for final approval in early 2012.

2.3 Statutory Context

2.3.1 Peel Region Scheme

The existing townsite is zoned Urban in the *Peel Region Scheme* and the surrounding land is zoned Rural (Figure 3).

South Western Highway and the Perth-Bunbury Railway are within the Primary Regional Roads and Railways reservations, respectively, of the PRS. The reservations also have effect under the *Shire of Murray Town Planning Scheme No.* 4.

2.3.2 Shire of Murray Town Planning Scheme No. 4

The Shire of Murray Town Planning Scheme No. 4 (TPS No. 4) zones the townsite Residential (Figure 4), applies a residential density coding of R10 and prevents further subdivision at this density unless a reticulated sewerage service is provided to the townsite. To the north-west between the existing townsite and the North Dandalup River, most of the land is zoned Special Rural while the river is reserved for Public Recreation / Conservation.

2.4 North Dandalup Townsite

The North Dandalup Townsite is a long established rural townsite located on the South Western Highway and Perth / Bunbury Railway line (Figure 5), at the bottom of the Darling Escarpment and consisting of about 85 dwellings. It functions as a rural service centre providing educational, recreational and some community and commercial services.

The townsite has reticulated water and electricity supplies, but does not have reticulated gas or sewerage services.

It also has a number of well established community support organisations, including:

- Child Health Services;
- Dandalup and District Community Association;
- Dandalup/Murray Local Conservation Committee;
- North Dandalup Volunteer Fire Brigade; and
- North Dandalup Primary School Parents and Citizens Association.

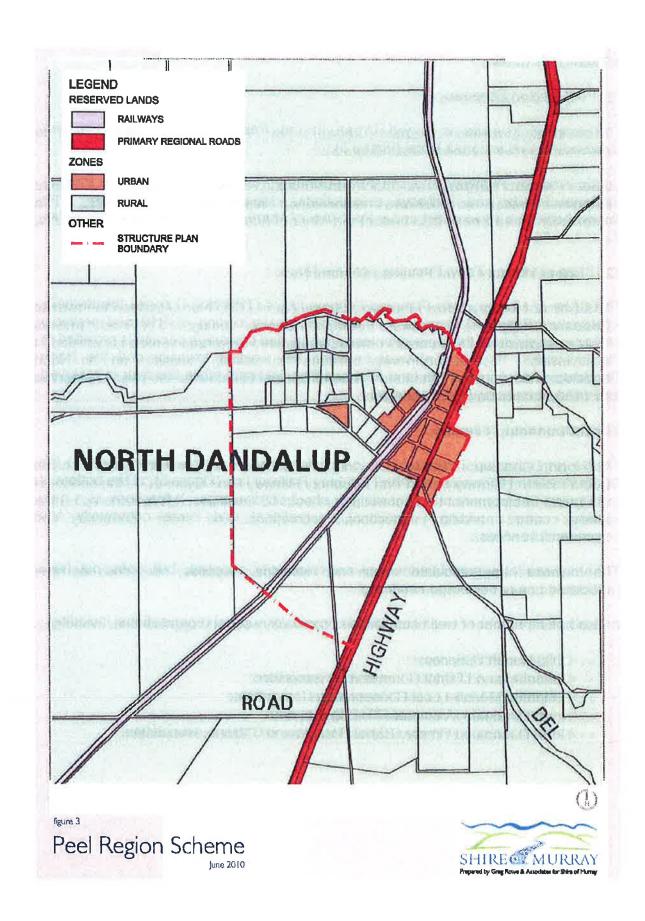


Figure 3: Peel Region Scheme

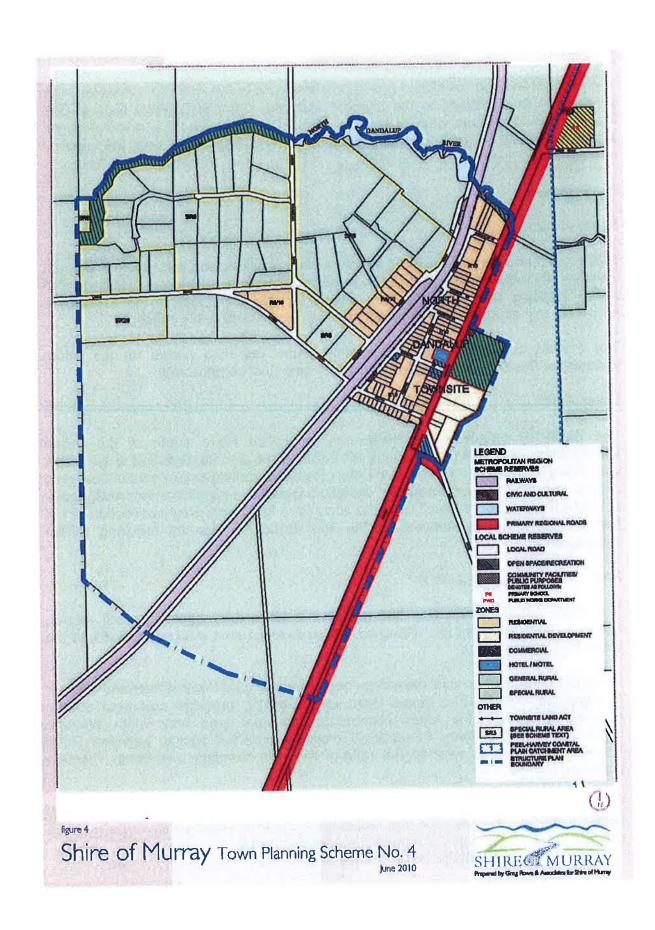


Figure 4: Shire of Murray Town Planning Scheme No. 4

3.1.4 Gas

There is currently no reticulated gas supply available to the townsite. However, this service can be extended to the townsite from the Dampier-Bunbury Natural Gas Pipeline five kilometres west of the townsite. The provision of a reticulated gas supply will need to be funded by developers and negotiated with the pipeline operators.

3.1.5 Transport

South Western Highway

During the formulation of the 2005 structure plan, consideration was given to a South Western Highway Bypass east of the townsite. The Shire of Murray dismissed this option following public consultation. As no eastern expansion of the townsite is proposed, this structure plan does not propose reconsidering this option.

The Primary Regional Roads reservation under the PRS allows for the future widening of South Western Highway to a four lane dual carriageway.

Lakes Road

The SMSRSP proposes the realignment of Lakes Road south of the Urban Investigation area. Current planning for Lakes Road and its deviation is for a four lane dual carriageway. The original Lakes Road will remain in place as a local road after construction of the Lakes Road deviation, however a possible minor realignment of Lakes Road south of South Street to allow for a future four way intersection of Del Park Road has been notated on the final Structure Plan as requiring further investigation.

Perth-Bunbury Railway Line

The Perth / Bunbury Railway line provides a twice daily passenger rail service between Perth and Bunbury. However, it also reduces east-west permeability in the urban investigation area.

There are currently two level crossings, one at Lakes Road/South Street and another at Dandalup Street. The Lakes Road level crossing provides east-west access between Mandurah, the future Nambeelup industrial area and South Western Highway. The Dandalup Street level crossing provides access between Rural Residential properties west of the railway line, the townsite and South Western Highway.

While the Public Transport Authority (PTA) advises it would not support additional level crossings in the townsite, the realignment of Lakes Road south of the townsite would require the provision of an additional level crossing.

Noise Impacts

State Planning Policy 5.4: Road and Rail Transport Noise and Freight Considerations In Land Use Planning (SPP 5.4) recognises that excessive noise can affect the health and amenity of an individual or community. It aims to promote a system in which sustainable land use and transport are mutually compatible and seeks to minimise the adverse impact of transport noise, without placing unreasonable restrictions on noise-sensitive residential development, or adding unduly to the cost of transport infrastructure.

Noise and vibration from rail and road traffic on the Perth / Bunbury Railway, South Western Highway, Lakes Road and any future Lakes Road deviation will impact on the urban use of abutting land. To reduce the effect of noise, a variety of noise attenuation measures will need to be used including:

- the location of non noise sensitive premises (e.g. commercial, car parks or similar);
- noise mitigation installations including noise walls, earthen bunds; and/or
- further development controls i.e. double glazing or other dwelling design techniques.

The effect of noise from these regional transport corridors will need to be assessed and mitigated during subsequent more detailed design processes. In this respect, any noise attenuation measures will need to maintain the amenity of the townsite as perceived from regional transport routes.

3.2 Environment

3.2.1 Strategic Minerals and Basic Raw Materials

State Planning Policy No. 2.4: Basic Raw Materials (SPP 2.4) and the Peel Region Scheme: Strategic Mineral and Basic Raw Materials Resource Policy both aim to identify and protect priority resources from development for incompatible land uses which could limit future exploitation. Neither policy identifies strategic mineral resources in the study area.

In regard to mineralisation (as opposed to basic raw materials), the Department of Mines and Petroleum has released updated mapping of mineral deposits throughout the Peel region which identifies titanium / zircon mineralisation in the study area. That mapping also identifies a generic 500m buffer around mineral deposits (Figure 6).

As identified in section 3.1, above, expansion of the townsite will require the creation of at least 2,000 additional lots. The south-west expansion of the existing townsite (as indicated in the Outer Metropolitan Perth and Peel sub regional strategy) will require the use of land either identified as containing titanium / zircon mineralisation or within the 500m buffer around the mineralisation.

3.2.2 Water

Floodway

The Department of Water's *Murray Drainage and Water Management Plan* (flood mapping only) indicates the study area is unaffected by the flood-way of a one in 100 year flood event. However, some small areas are within the flood-fringe.

Groundwater and Surface water management

The Murray DWMP was finalised in June 2011 and outlines the Department of Water's direction on how water in the sub regional study plan area should be managed in response to development proposed in the South Metropolitan and Peel Structure plan area. The Department of Water's Murray Groundwater Allocation Plan 2010 provides information and direction on managing ground water allocation through licensing and Table 2 in that document summarises the constraints for each development area under consideration.

A District Water Management Strategy (DWMS) is required to be prepared to demonstrate to WAPC's satisfaction that the development area is capable of supporting a change in land use and identifying land areas for water management. A DWMS has been prepared by VDM Consultants dated May 2011 on behalf of the proponents of the Townsite Urban expansion area. Both the Shire of Murray and WAPC required this DWMS to be approved prior to final endorsement of the Structure plan.

In accordance with key principles of the Murray DWMP, the key objectives of the DWMS are:

- Manage catchments to maintain or improve water resources
- Manage flooding and inundation risks to human life and property
- Ensure the efficient use and re-use of water resources.

The DWMS demonstrates that development of the future urban area and infill of the North Dandalup townsite in accordance with the Structure Plan can be consistent with total water cycle management and sustainability principles to the satisfaction of the Shire of Murray and State Government agencies. The developer intends to undertake further groundwater modelling at the Local Water Management Strategy stage to determine groundwater behaviour and assess the potential impact of development proposals including a combination of non structural and structural controls consistent with Better Urban Water Management principles.

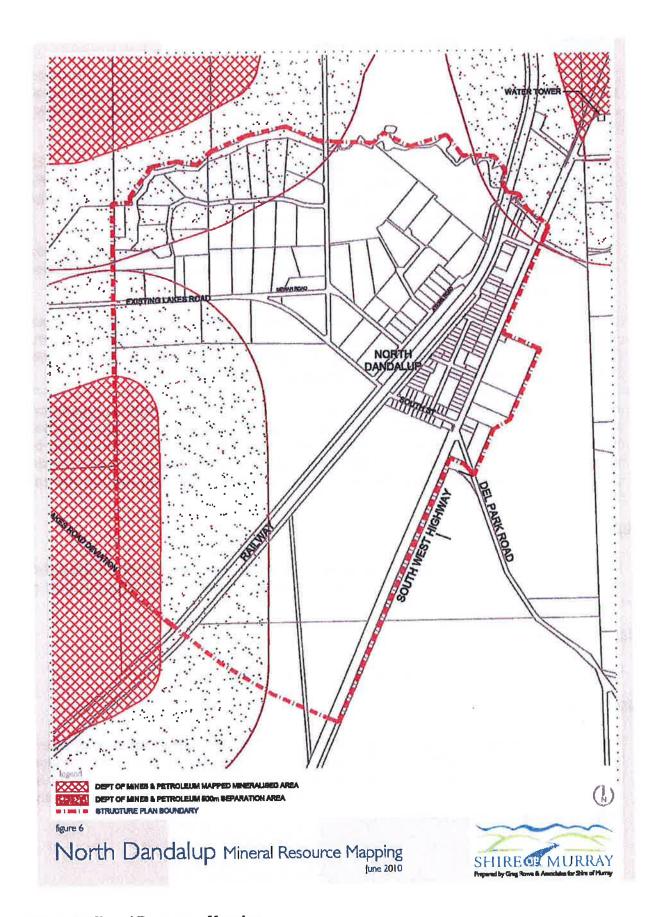


Figure 6: Mineral Resources Mapping

Wetlands

The Department of Environment and Conservation's current mapping (dataset, Geomorphic Wetlands of the Swan Coastal Plain) identifies most of the study area as a Multiple Use Wetland. It also identifies 15 small Conservation Category Wetlands (CCWs) affecting the study area.

Environmental Protection Authority (EPA) Guidance Statement No. 33: Environmental Guidance for Planning and Development (GS33) states the EPA considers CCWs and their buffers to be natural areas of high significance which should be given a high level of protection. GS33 also states:

"No development or clearing is considered appropriate. These are the most valuable wetlands and any activity that may lead to further loss or degradation is inappropriate."

Of the 15 CCWs affecting the study area, 12 affect existing urban or special rural areas that this structure plan does not propose to develop more intensively. Of the three remaining, one is in the South Western Highway road reserve and two small CCWs affect the urban expansion area south-west of the townsite.

In addition, an examination of both these CCWs (and associated vegetation) conducted on behalf of landowners within the urban investigation area, concluded they are both degraded due to clearing and agricultural use and should be reclassified. The presence of these wetlands does not preclude expansion of the townsite and, where necessary, these can be retained within any future urban development.

3.2.3 Flora

The study area is predominantly parkland cleared, does not contain regionally significant vegetation and has no known declared rare flora, priority flora or threatened ecological communities.

3.2.4 Fauna

The are no known rare and endangered fauna in the study area.

3.2.5 Ecological Linkages

The South West Regional Ecological Linkages Technical Report which provides a basis for identifying, preserving and restoring ecological links in the south-west region of Western Australia identifies the path of the North Dandalup River as an ecological link. The structure plan does not propose changes to the existing land uses abutting the North Dandalup River.

3.2.6 Acid Sulphate Soils

The majority of the study area is identified as having No Known Risk of there being acid sulphate soils (ASS) within 3 metres of the natural ground level. Land on the western boundary of the study area and adjacent to the North Dandalup River is identified as having a Low to Moderate Risk of ASS being present.

If present, ASS can be managed as part of any future urban development and do not constrain use of the land for urban purposes.

3.2.7 Contaminated Sites

The Department of Environment and Conservation's contaminated sites database identifies a contaminated site within the study area. The site is classed as 'Contaminated - Remediation Required' and is located at No. 4267 (Lot 3) South Western Highway. It also includes part of the South West Highway road reserve.

There is currently a service station located on the site and the structure plan does not propose to change the existing land use.

3.2.8 Bushfire Risk

A broad assessment of bushfire hazard based on topography and vegetation distribution does not indicate a significant bushfire risk within the study area.

4.0 North Dandalup Structure Plan

4.1 Vision

To enhance and expand on North Dandalup's sense of community and place and the services it provides, while balancing it's expansion with preservation of the area's rural amenity as well as the amenity and environmental values of the Darling Scarp and North Dandalup River.

4.2 Objectives

The structure plan should:

- identify sufficient land for the townsite to expand;
- ensure that land proposed to be used for urban purposes can be provided with standard services;
- identify facilities that are needed to support expansion of the townsite;
- facilitate the development of the North Dandalup townsite as a unique gateway to the Shire of Murray;
- · accommodate existing and future regional transport routes; and
- provide the public with the opportunity to contribute to the decisions which affect their interests.

4.3 Overview

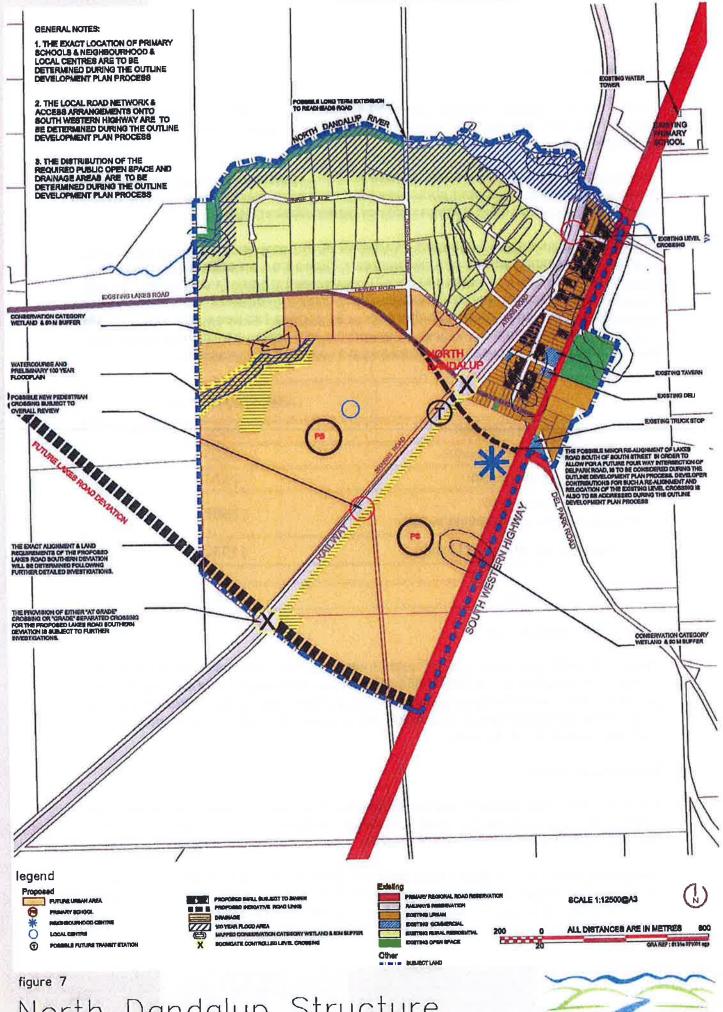
This structure plan identifies broad land use categories and their general distribution throughout the study area, to guide expansion of the North Dandalup townsite in the medium to long term (Figure 7). More detailed design of the area should be undertaken during the preparation of local structure plans.

4.4 Residential Land

The Outer *Metropolitan Perth and Peel Sub-Regional Strategy* identifies about 205ha of land south-west of the townsite as an urban investigation area with potential for 2,400 residential lots. The strategy proposes expanding the North Dandalup townsite into this area, but does not include the detailed design of new residential areas as detailed design will, more appropriately, be addressed during the preparation of a local structure plan.

However, it is likely that a relatively low base density coding will apply to the expanded townsite, with areas of medium density around activity centres, schools and public open space. The detailed design of residential areas should be based on principles and techniques identified in Liveable Neighbourhoods and will be undertaken during the preparation of a local structure plan.

Residential infill in the existing townsite should not occur until the townsite has access to a reticulated sewerage service.



North Dandalup Structure

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4.5 Education

WAPC policy *Liveable Neighbourhoods* requires government primary and high school sites be provided for every 1,500 lots and every 6,500 to 7,000 lots, respectively.

The North Dandalup townsite is served by a government primary school site. However, this site is located about one kilometre north-east of the centre of the North Dandalup townsite, on the eastern side of South Western Highway.

The table below shows estimated lot yields in the proposed urban expansion area and in surrounding rural / rural living areas. Based on an estimated lot yield in the order of 3825, there is demand for 2.5 government primary school sites. In this respect, the Department of Education and Training advises that it supports the provision of two larger primary school sites, as opposed to three smaller sites. There is an insufficient number of lots to support a high school in North Dandalup and, therefore, it is not necessary the structure plan identify a high school site.

elling(s) (Approx.)
95
50
85
2565
1125
_

Total 3825

Figure 8: Estimated Lot Yield

These lot yield estimates are, in part, based on the advertised draft NNDLRS. However, in adopting the NNDLRS the Council has increased the areas identified for potential rural residential development. Among other matters, the final configuration of the rural residential areas may affect the number of government primary school sites required in the study area.

4.6 Retail / Commercial

The North Dandalup townsite has sufficient retail floorspace to serve the needs of the existing townsite and nearby rural residential residents. The Shire's commercial strategy identifies two retail establishments.

Some landowners in the Urban Investigation Area identified in the Outer Metropolitan and Peel Sub-Regional Strategy assessed the potential demand for retail facilities and concluded it would be appropriate for a small district centre to be located in North Dandalup. However, the WAPC's draft Directions 2031 and its draft State

Planning Policy: Activity Centres for Perth and Peel do not identify a district centre in North Dandalup. Accordingly, the structure plan provides for two local centres.

The location and amount of retail and commercial floorspace within these local centres will be determined through subsequent planning processes.

4.7 Employment

The WAPC's *Directions 2031* establishes an activity centres hierarchy and identifies Mandurah as a 'Strategic Metropolitan Centre' and Pinjarra as a 'Secondary Regional Centre'. It is likely these centres will provide some employment opportunities for residents of North Dandalup.

Employment opportunities will also exist in North Dandalup itself or in the nearby proposed Nambeelup and West Pinjarra industrial areas.

In the North Dandalup townsite population driven employment will be generated by retail and commercial outlets, local offices, primary schools, childcare centres and home based businesses.

4.8 Transport

The Primary Regional Roads reservation under the PRS allows for the future widening of South Western Highway to a four lane dual carriageway.

Current planning for Lakes Road and its deviation is for a four lane dual carriageway. The original Lakes Road will remain in place as a local road after construction of the Lakes Road deviation. A possible minor re-alignment of Lakes Road south of South Street has been notated on the Structure Plan to be considered during the Outline Development plan process. Developer contributions for such a re-alignment and relocation of the existing level crossing are also to be addressed during the OPD process.

The Structure Plan identifies an additional crossing of the Perth Bunbury Railway associated with the proposed long-term deviation of Lakes Road. The timeframe for construction of the deviation is unknown at this point, however the possible need for long term grade separation of the deviation over the rail line has been raised State Government agencies. The need for an 'at grade' or 'grade separated' rail crossing will be subject of further detailed investigation through the Outline Development Plan process.

A pedestrian crossing will likely be needed in the urban expansion area.

4.9 Community Services

Provision of Community facilities and recreation services for North Dandalup townsite will be addressed within the Shire of Murray's Community Facilities and Services plan 2021 which is due for release in March 2012.

This Plan makes provision for the eventual relocation of the North Dandalup oval over to the western side of the South West Highway to ensure safer access for the existing and future population and requirement for a small community meeting place and youth services facility to be developed within the new urban area adjacent to education or activity centre uses.

The existing Volunteer Bush Fire brigade centre would be retained in its current location next to the Community Hall.

4.10 Public Open Space

The structure plan provides key areas of public open space co-located with proposed primary school sites and to protect wetlands. Further detailed investigations will be undertaken during the preparation of local structure plans to identify other areas of local open space, in accordance with Liveable Neighbourhoods.

5.0 Implementation

5.1 Structure Plan Approval Process

The Council adopted the draft North Dandalup Structure Plan for advertising purposes and following the close of advertising phase, Council considered all submissions received and recommended certain changes to the plan as well as seeking assistance from Department of Planning to address a number of transport related issues raised in the submissions by Government agencies and private submissions. The structure plan (along with recommended changes) was then forwarded to the WAPC for its assessment and endorsement.

5.2 Statutory Processes

Once endorsed by the WAPC, the final structure plan will provide a guide for the future use of land in North Dandalup and a basis for considering amendments to the Peel Region Scheme, as well as Outline Development Plans (ODP's) which are adopted under the Shire of Murray Town Planning Scheme No. 4.

Future PRS amendments will be required for any land identified for future urban development as well as the reservation of new regional transport infrastructure such as the widening and deviation of Lakes Road. In this respect, any future amendments to the PRS would need to be supported by the normal range of planning, environmental and infrastructure servicing studies. Any proposed PRS amendments will also be considered within the staging framework to be provided by the WAPC in August this year.

Similarly, future ODP's would still need to be supported by a level of information appropriate for that level of detailed planning.

Both of these planning processes include statutory requirements for public advertising, which provides the opportunity for public comment at these relevant stages of the planning process. Subdivision and development of land identified for urban development, or similar, can only occur once the above statutory processes have been completed.

5.3 Infrastructure Provision

As detailed in the structure plan report, the proposed expansion of the North Dandalup townsite is able to be provided with key domestic services. However, this will require a combination of non-refundable capital cost, head-works and developer contributions by subdividing landowners.

In this respect, the provision of water, electricity and communications to the townsite expansion area involves upgrades or minor extensions of existing networks within the existing townsite. Sewer extensions to the townsite from the Pinjarra Wastewater Treatment Plant will be undertaken at the developer's cost to the specifications of the Water Corporation. Gas services are able to be extended from the Dampier Bunbury Natural Gas Pipeline six kilometres to the west with a capital contribution from subdividing landowners.

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