



EXPLANATORY REPORT

**AMENDMENT NO. 7 TO THE
NEERABUP INDUSTRIAL AREA
AGREED STRUCTURE PLAN NO. 17**

1.0 Background

The City of Wanneroo currently contains the majority of industrial land in the Perth Northwest Metropolitan sub-region (**sub-region**). As recognised in the City's Economic Development Strategy & Action Plan 2016-2021, industrial land is critically important for the sub-region to provide substantial and diverse local employment opportunities. This Strategy also identifies the NIA as having potential to provide 20,000 jobs, contributing toward the 60% employment self-sufficiency target for the sub-region.

At the time this Report was prepared, the City had advertised the draft Economic Development Strategy 2022-2032, which also highlights the importance of the NIA from an economic and employment perspective. It is expected that this Economic Development Strategy will be endorsed in mid-2022, and will replace the 2016-2021 Strategy.

The Department of Planning, Lands and Heritage (**DPLH**) has prepared the Northwest Sub-Regional Planning Framework (**NWSRPF**); which aims to establish a long-term, integrated planning framework for land use and infrastructure to guide future growth across the sub-region. Noting industrial land in Wangara and Landsdale is becoming more 'built out' and becoming less available, the NWSRPF projects approximately 1,770 hectares of additional industrial land is expected to be required in the sub-region through to 2050 – and that the NIA would meet much of that demand.

The Neerabup Industrial Area Agreed Structure Plan No. 17 (**ASP 17**) was approved by the Western Australian Planning Commission (**WAPC**) on 11 January 2005. ASP 17 is a structure plan that has been prepared under the City's District Planning Scheme No. 2 (**DPS 2**). Whilst ASP 17 is not inhibiting industrial subdivision and development from occurring in the NIA, the content of ASP 17 has become less reflective of the City's current long-term aspirations for the NIA; hence the need for its review.

A planning framework review provides the City with an opportunity to refresh planning controls for the NIA, which could maximise the prospect of more desirable planning and economic outcomes being delivered. A planning framework that seeks to provide improved development outcomes may attract more business interest to the NIA, which in turn will better ensure the City achieves its employment targets. The planning framework should also be flexible and responsive to the evolution of activities that are occurring in industrial areas and the continual technological advances in industry.

In refreshing the planning controls for the NIA, the City has prepared Amendment No. 7 to ASP 17. This amendment is a substantial amendment that completely overhauls the current structure plan content, most of which has been in place since 2005. The output proposed through Amendment No. 7 will be a new Part 1, Part 2 and new supporting Technical Appendices.

The amendment to ASP 17 has been prepared alongside Amendment No. 202 to DPS 2, which seeks to impose zoning and land use planning controls for the NIA into DPS 2. Amendment No. 202 to DPS 2 will be advertised and processed in parallel with this structure plan amendment.

The City has used the expertise of GHD Pty Ltd (**GHD**) and Bushfire Prone Planning to assist in the preparation of background technical work. This technical work has informed the preparation of a refreshed planning framework for the NIA; and in particular, the formulation of a new Part 1 and Part 2. This technical work is proposed to be incorporated as Technical Appendices to the revised structure plan.

Also as discussed in this Report, the City will be also requesting the WAPC extend the duration of its approval of ASP 17, to maximise the time for the refreshed structure plan to have effect.



2.0 Detail

As outlined in the Introduction above, the City has Amendment No. 7 to ASP 17, as a means to completely overhaul the structure plan. The formatting of the overhauled structure plan will align with that required under the WAPC Structure Plan Framework document (2015). The structure plan will also become consistent with the deemed provisions for local planning schemes contained in Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015 (Deemed Provisions)*.

The overhauled structure plan document is included across **Schedule 1** and **Schedule 2** of this document, and has been produced with the following structure:

- Part 1 is the implementation component of the structure plan, outlining the purpose and intent of the structure plan. Part 1 will also include the structure plan map, and set out strategically how subdivision and development can occur in a proper and integrated manner within the NIA, by:
 - Identifying the major road network, road reserve widening and infrastructure requirements;
 - Setting out the information that will be needed to support a subdivision proposal or development application;
 - Planning around environmental constraints – such as the identification of areas within the NIA which require ‘future structure planning’;
 - Setting final surface contour levels that need to be established following resource extraction, to enable subdivision and development in the NIA;
 - The setting of a public open space requirement; and
 - Identifying the need for a DCP to ensure that road, infrastructure and other works identified through ASP 17 can be delivered in a fair and equitable manner.

Amendment No. 7 will remove zoning and land use planning controls currently within ASP 17. Amendment No. 202 to DPS 2 will then impose these controls through the scheme, as discussed further in Part 4 of this Report.

- Part 2 contains the background and explanation of the structure plan – and detail regarding the land contained within and immediately surrounding the structure plan area. Part 2 also provides detail including design methodology and compliance with the planning framework at the State and local levels. Part 2 also contains other supporting plans and maps, including a Concept Masterplan.
- The technical appendices consisting of eight technical study reports prepared by GHD and Bushfire Prone Planning. These documents informed the preparation of both Part 1 and Part 2 of the refreshed ASP 17, and are:
 - Economics and Employment Strategy;
 - Bushfire Management Plan;
 - Servicing Report;
 - Local Water Management Strategy;
 - Traffic and Transport Study;
 - Car Parking Strategy;
 - Environmental Report; and
 - Subdivision and Built Form Report.

Amendment No. 7 also proposes to adjust the structure plan boundaries to:

- Exclude portion Lot 600 Wattle Avenue and Lot 800 Pederick Road, Neerabup, as this land is reserved under the Metropolitan Region Scheme (MRS). Pursuant to Clause 15 of the deemed provisions, only land in a local planning scheme areas can be subject to a local structure plan;
- Exclude portions of land parcels located within the Flynn Drive MRS Other Regional Road reservation; and
- Include the south-western portion of Lot 801 Flynn Drive, which is currently subject to an amendment to the MRS to zone this land Industrial (1379/57). Amendment No. 202 to DPS 2 proposes to impose local planning scheme zonings over this land as well.

Approval of ASP 17 is currently set to expire on 19 October 2025. The planning framework allows the City to apply to the WAPC to extend the structure plan approval period, in accordance with Clause 28(2) of the Deemed Provisions. The Structure Plan Framework then directs the City to use the WAPC's 'Application to extend the approval of a Structure Plan' form (Form 5D) when applying for an approval extension. The City will lodge the Form 5D to the WAPC, at the time it forwards its recommendation to the amendment proposal to the WAPC for its assessment. The Form 5D will request the structure plan approval duration be extended by a further ten years from the date Amendment No. 7 is approved by the WAPC. Text in the structure plan amendments provided in Schedule 1 contemplates an extended expiry date.

3.0 Consultation

City staff have engaged and consulted with DPLH, DevelopmentWA and major landowners throughout the planning framework review to date. Through that process, the City has received vital feedback that has informed the methodology and identified issues that need to be addressed in the revised planning framework, including through Amendment No. 7. The feedback from DPLH staff in particular has provided the City with an agreed pathway concerning how the ASP 17 and DPS 2 amendments are to be prepared and processed.

The statutory requirements for the City and WAPC to process Amendment No. 7 is set out in Part 4 of the Deemed Provisions. Relevant to consultation, Clause 18 of the Deemed Provisions outlines how a structure plan (including an amendment) is to be advertised. From a practical point of view, the City considers it appropriate for advertising to occur, as required under the Deemed Provisions, simultaneously with Amendment No. 202 to DPS 2 which also affects the NIA.

The Structure Plan framework also requires Part 2 of structure plans to provide a section on 'pre-lodgement consultation'. The new Part 2 of the structure plan (proposed to be introduced through this amendment as contained in **Schedule 1**) has updated detail regarding the City's recent engagement with DPLH, DevelopmentWA and major landowners prior to the preparation of this structure plan amendment.

4.0 Planning Comment on the Proposal

4.1 Planning Framework Review Aims

Refreshed planning controls, including those proposed through Amendment No. 7 to ASP 17, would improve planning outcomes for the NIA. As an example, it is anticipated that an improved planning framework could provide the following:

- The planning of places that provide for a level of service for employees, business owners and visitors to the NIA. Services the City considers are needed – to be located in ‘Service Hubs’ – include restaurants/take away food outlets, offices, medical and convenience-type stores. Amendment No. 7 will indicate the location as well as the subdivision and development controls for the Service Hubs. Through Amendment No. 202 to DPS 2 (refer Section 4.2 below), the Scheme will set out the zoning and land use permissibility for these sites.
- A more innovative array of industrial-type land uses being permissible, compatible in an industrial setting. The City’s current planning framework (particularly DPS 2) is more attuned to supporting the approval of conventional industrial uses in the City’s industrial areas; and is less attuned to supporting the approval of unique, emerging or innovative industrial activities. Amendments to DPS 2 will seek to address this further (refer Section 4.2 below).
- An amended structure plan for the NIA that more closely aligns with the deemed provisions, which was gazetted well after the initial approval of the structure plan.
- Structure planning for the NIA that provides the appropriate guidance to support the delivery of a road traffic movement network that allows efficient movement of vehicles (heavy and light) to and through the industrial area.
- More careful consideration on the delivery of subdivision design and built form; which may improve visual amenity, and assist to attract the establishment of businesses into the NIA.

4.2 Relationship between Proposed Structure Plan Amendment and DPS 2 Amendments

The land in the NIA is largely zoned ‘Industrial Development’ under DPS 2 currently; with exception of a 174 hectare area located centrally within the NIA, which is zoned ‘General Industrial’. An existing DPS 2 map extract covering the NIA is provided for in **Figure 1** of this Report.

In undertaking the planning framework review, and on advice of officers from the DPLH, the City understood from the outset that amendments to DPS 2 were required to achieve the desired outcomes – in addition to Amendment No. 7 to ASP 17.

The City has also proposed zoning and land use planning controls be inserted into DPS 2 through proposed Amendment No. 202 to DPS 2. To correlate with Amendment No. 202 to DPS 2, Amendment No. 7 to ASP 17 will involve the removal of zoning designation and land use controls. Amendment No. 202 to DPS 2 will be processed separately to this structure plan amendment.

Amendment No. 202 to DPS 2 proposes a General Industrial and Service Industrial zoning over the land in the NIA capable of industrial development. The amendment will also classify Local Scheme Reserves for conservation and public use (drainage). Amendment No. 202 to DPS 2 will also make permissible a desired set of ‘Additional Uses’ in the proposed zones – which are not permitted in DPS 2 currently, or proposed to be permissible through Amendment No. 172 to DPS 2 (see below). Land

that is identified as 'subject to further structure planning' in Part 1 of ASP 17 will remain zoned Industrial Development under Amendment No. 202 to DPS 2. The zoning of the land in the structure plan area, as proposed through Amendment No. 202 to DPS 2, is shown in **Figure 2**.

The zoning configuration proposed in Amendment No. 202 to DPS 2 takes in account the location of sensitive uses in the proximity of the NIA. Zoning for service or light industry will be provided along the southern periphery of the NIA, with zoning for general industry located across the remainder of the industrial land in the NIA. The service or light industrial zoning will act as a buffer or transitional zone between residential and rural-residential development to the south of Flynn Drive – from land zoned for general industry to the north.

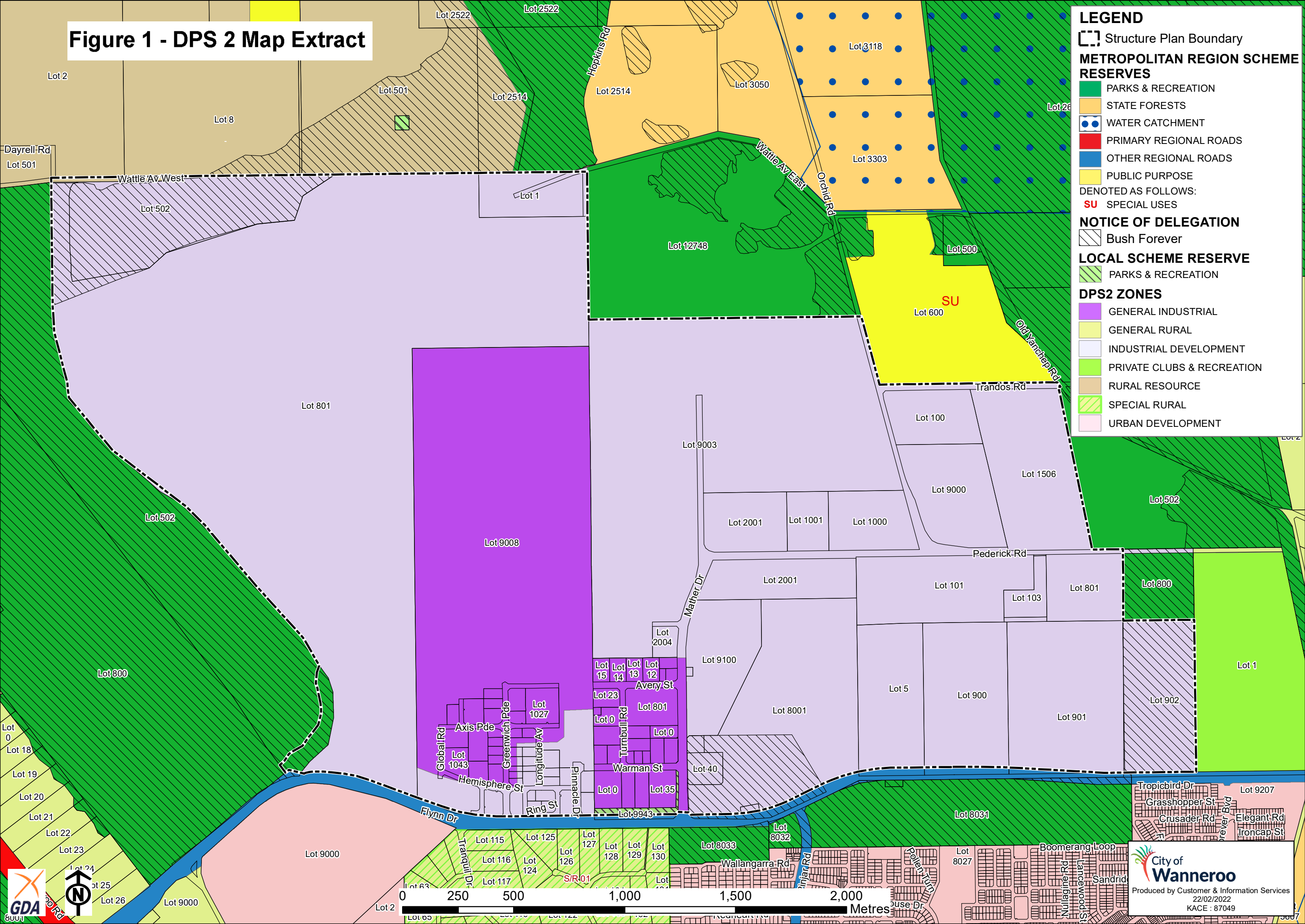
At the time this Report was prepared, the City was also (separately) processing Amendment No. 172 to DPS 2. Amendment No. 172 to DPS 2 is a local planning scheme amendment to more closely align DPS 2 with the Model Provisions for local planning schemes contained in Schedule 1 of the *Planning and Development (Local Planning Schemes) Regulations 2015 (Model Provisions)*. Relevant to planning for the NIA, Amendment No. 172 to DPS 2 proposes the following:

- The reclassification of the General Industrial zone to 'General Industry' zone, and a realignment of objectives to coincide with the Model Provisions;
- The reclassification of the Service Industrial zone to 'Light Industry' zone, and a realignment of objectives to coincide with the Model Provisions; and
- Significant changes to definitions of land uses likely to locate in the Neerabup Industrial Area; which includes the deletion, amendment or inclusion of land use definitions so that they align better with the Model Provisions.

In terms of land in the NIA, Amendment No. 172 to DPS 2 will impose the ultimate zoning names, and modify land use classes and permissibilities from what is in DPS 2 currently. Amendment No. 172 to DPS 2 does not, however, significantly modify the boundaries or land area of each zone, as what Amendment No. 202 to DPS 2 proposes. In other words, it is when both Amendment No. 172 and Amendment No. 202 to DPS 2 are approved that the desired zoning and land use outcomes for the NIA will be delivered.

Having zoning and land use planning controls in DPS 2 will provide greater clarity and certainty for development of the area. This is opposed to retaining controls in ASP 17, noting that a structure plan is a 'due regard' document for the purposes of decision making. In practice, this will mean that future decision-making on the permissibility of development within the NIA will no longer rely on structure plan provisions which are subject to variation and discretion by decision makers such as JDAP and SAT – but rather on the provisions of DPS 2 instead.

Figure 1 - DPS 2 Map Extract



LEGEND

Structure Plan Boundary

METROPOLITAN REGION SCHEME RESERVES

- PARKS & RECREATION
- STATE FORESTS
- WATER CATCHMENT
- PRIMARY REGIONAL ROADS
- OTHER REGIONAL ROADS
- PUBLIC PURPOSE

NOTICE OF DELEGATION

Bush Forever

LOCAL SCHEME RESERVE

- PARKS & RECREATION

DPS2 ZONES

- GENERAL INDUSTRIAL
- GENERAL RURAL
- INDUSTRIAL DEVELOPMENT
- PRIVATE CLUBS & RECREATION
- RURAL RESOURCE
- SPECIAL RURAL
- URBAN DEVELOPMENT

DENOTED AS FOLLOWS:
SU SPECIAL USES

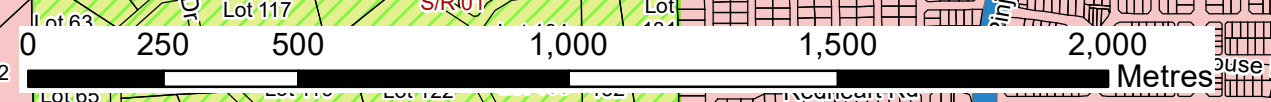
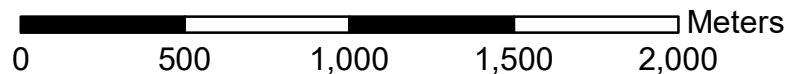
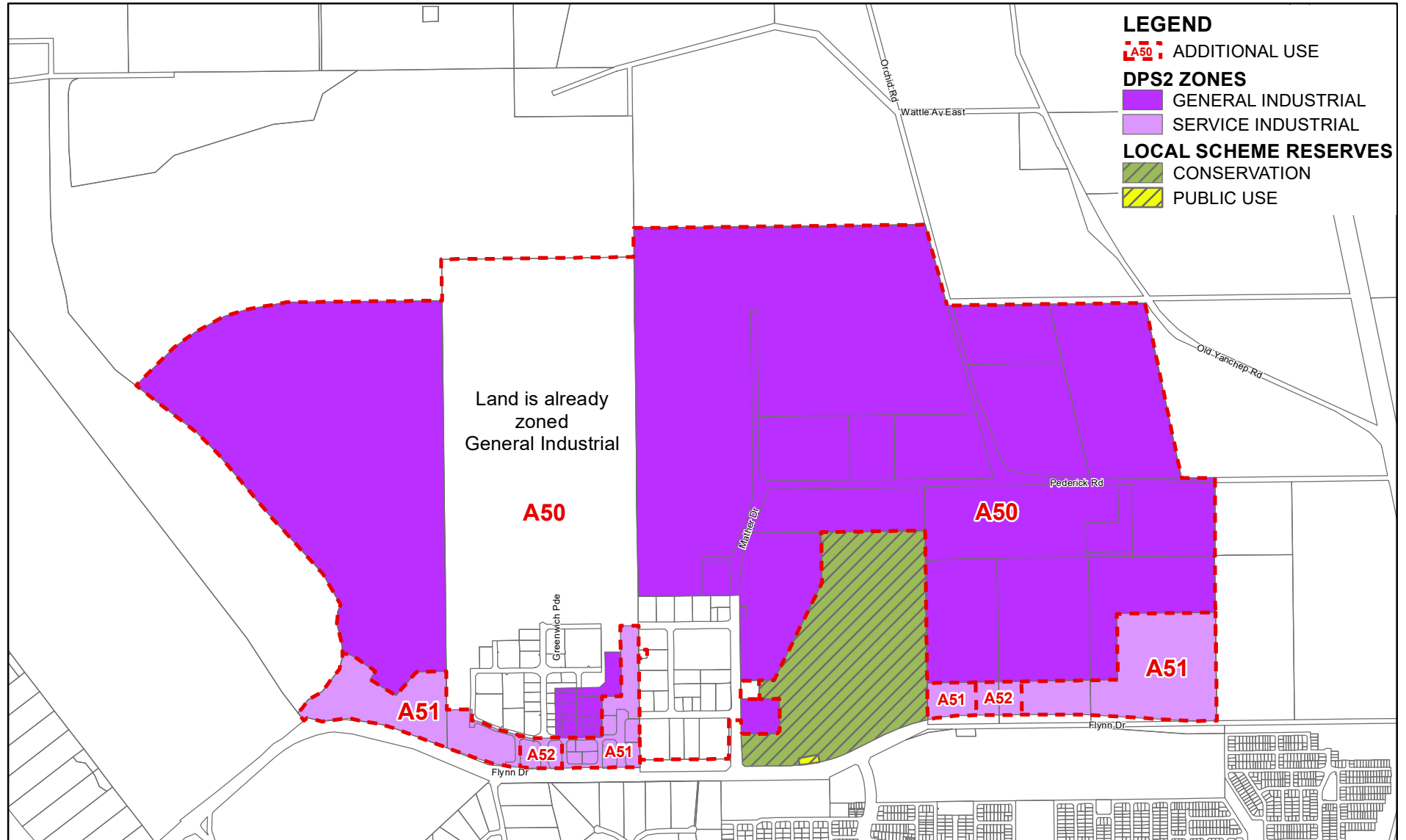


FIGURE 2

CITY OF WANNEROO DISTRICT PLANNING SCHEME No. 2 SCHEME AMENDMENT NO. 202



4.3 Technical Study Content and Effect on Preparation of Structure Plan Amendment

As outlined above, the City has obtained a series of technical study documents. These technical studies informed the preparation of a revised Part 1 and Part 2 to ASP 17, and are proposed to be included as technical appendices to the revised structure plan.

Below is a summary of the considerations made in revising ASP 17 through Amendment No. 7, with particular reference to the technical study documents. To avoid repetition, more detailed discussion on the relevant planning considerations is provided in the documents prepared and enclosed in **Schedule 1** and **Schedule 2**.

4.3.1 Economic and Employment Considerations

Prior to preparing the amendment, the City obtained an Economic and Employment Strategy for the NIA from GHD. The purpose of this Report was to test whether the City's economic targets of 20,000 jobs for the NIA (as outlined in its own Economic Strategies) were achievable – or if the planning framework for the NIA needed to change significantly in order to deliver on the targets.

What GHD's Strategy concluded was that industrial development in the NIA is capable of meeting and exceeding job targets for the NIA in the long term, whilst maintaining the industrial zoning of the land. Based on a 'moderate growth trajectory' in GHD's Strategy, job numbers in the NIA are projected to gradually increase to 9,000 jobs by 2050. After 2050, job numbers are projected to increase sharply toward the 20,000 job number target by 2060, with an ultimate 28,500 job number total projected to be reached by 2064.

4.3.2 Environmental Considerations

GHD prepared an Environmental Assessment for the structure plan area, which provides a collation of numerous environmental studies previously undertaken by the City and others.

Noting the content of the Environmental Assessment, and applying the City's local area knowledge of the NIA, the structure plan amendment proposes to designate the north-western and south-eastern corners of the structure plan area as 'subject to further planning'. This is in part due to the environmental constraints that potentially exist on these areas of land.

The City has also taken the recommendations contained in the Environmental Assessment to:

- Impose a Local Scheme Reserve for the purpose of Conservation over a 50 hectare area of land adjoining the Mather Drive and Flynn Drive intersections. This will be imposed through Amendment No. 202 to DPS 2; and
- Require a Native Fauna Management Plan to be prepared to support subdivision proposals that would result in a loss of fauna habitat.

4.3.3 Traffic and Transport Considerations

Since ASP 17 was initially prepared in 2005, the traffic and transport network delivered or planned for since that time has changed significantly. For example, in 2005:

- Mitchell Freeway terminated at Hodges Drive. The extension to the Mitchell Freeway since 2005 has significantly affected road transport access to the NIA from the west, via feeder roads such as Burns Beach Road/Joondalup Drive and Neerabup Road;

- There was no plan for an eastern controlled access highway (Whiteman-Yanchep Highway), which would provide a significant transport link to the NIA from the south-east. Similarly, no opportunity was considered for Flynn Drive to be extended eastward to provide road connection to the Whiteman-Yanchep Highway or directly with Neaves Road;
- It was more assured in 2005 that Wattle Avenue East and West (at the northern end of the NIA) would connect at some point in the future. However now it has been established that a road connection needs to be investigated and confirmed due to environmental constraints; and
- A rail link through the northern part of the NIA was not proposed. A rail alignment has been indicated in the State Government's more recent strategic documents – and as such, is reflected in the amended structure plan documentation. The rail alignment has the potential to affect subdivision and road access to the northern part of the NIA as a result.

The content of the amended structure plan (Part 1 and Part 2) takes into account the findings in GHD's Traffic and Transport Study; such as with traffic projections, intersection controls, major road design requirements as well as pedestrian and cyclist infrastructure requirements. The amended Part 1 and Part 2 also takes into account feedback and advice from Main Roads Western Australia.

4.3.4 Car Parking Considerations

The City has observed the problems with car parking in its Wangara Industrial Area, particularly with uncontrolled overflow of parking off industrial lots and onto verges and streets. The City therefore obtained a Car Parking Strategy to understand what could be done to reduce the prospect of similar car parking issues occurring in the NIA.

What the Car Parking Strategy recommended is for a higher parking ratio to be implemented for most industrial uses across the NIA. On review of that recommendation, a broad change to car parking requirements in industrial areas should be considered as a separate planning project.

In terms of what ASP 17 can do to respond to car parking issues; provisions are proposed to be included in the revised structure plan documentation to encourage subdividers and developers to provide on-street parking where possible, and in the appropriate circumstances.

4.3.5 Subdivision and Built Form Considerations

The Subdivision and Built Form Report prepared by GHD provides recommendations on achieving a high-quality subdivision layout and built form outcomes for the NIA in order to deliver:

- A streetscape that is inviting and attractive; with street trees, verge treatments and infrastructure suitable in minimising negative visual impacts that are inevitably caused by industrial development and onsite car parking areas;
- Subdivision layout and lot size appropriate for an industrial area like Neerabup – which invites the establishment of smart urban technology industry as well as other industrial uses; and
- Provisions to assist the City (and subdividers) in providing a built form that is attractive, and suitable for an industrial area that is seeking to attract conventional and innovative industries.

The City was mindful that a 'standard structure plan', which ASP 17 is in the context of the deemed provisions means "*a plan for the coordination of future subdivision and zoning of an area of land*". This is further supported by what is prescribed in the 'Structure Plan Framework' (WAPC, 2015), which states that structure plans are not intended to determine built form. The Structure Plan Framework encourages the formulation of built guidelines for specific sites within the structure plan area – or the preparation of local planning policies or local development plans.

The amended structure plan is supportive of the following instruments being prepared to guide the delivery of desired built form in the future:

- The formulation of built form guidelines that the City could prepare in the future and place in a local planning policy; and
- Local Development Plans being prepared at particular locations through the NIA in order for specific development outcomes to be achieved.

The amendment to the structure plan will remove specific built form controls that are currently in ASP 17, given that the Structure Plan Framework discourages the inclusion of such provisions in structure plans.

The Subdivision and Built Form Report also acknowledges and encourages use of DevelopmentWA's Design Guidelines for its Meridian Park Industrial Estate, notwithstanding that the guidelines sit outside the City's local planning framework. Guidelines outside the planning framework can still assist in achieving desired built form outcomes.

4.3.6 Utility and Servicing Considerations

GHD's Servicing Study provides a summary of existing servicing in the NIA, as well as known proposed services that are required to support further subdivision and development.

Adjustments have been made to the structure planning for the NIA, now that the City has an updated understanding of existing and proposed services. This has impacted particularly on road reserve width and widening requirements, and may influence staging and timing of subdivision in certain parts of the NIA.

4.3.7 Water Management Considerations

A Local Water Management Strategy (LWMS) has been prepared to provide the City with updated detail on stormwater drainage in the NIA. The LWMS also informs the location of basins required in the NIA through subdivision, and influences public open space provision. The LWMS will also form the basis of Urban Water Management Plans, geotechnical reporting, karst studies and preliminary site investigations that may be needed to support future subdivision proposals.

4.3.8 Bushfire Planning Considerations

The City has obtained a Bushfire Management Plan (BMP) from Bushfire Prone Planning to support the amendments to the structure plan.

The BMP identifies bushfire risks in the NIA, and the bushfire attack level as a result of full subdivision of the land in the NIA (excluding some areas subject to further planning). In noting the provisions of the BMP and State Planning Policy 3.7: Planning in Bushfire Prone Areas, the following has been made as structure plan provisions through this amendment:

- For landowners/subdividers to register a notification onto the Certificate of Title of newly created lots through subdivision, which have a known bushfire risk; and
- For further Bushfire Management Plans to be prepared for subdivisions in areas which are bushfire prone.

4.4 Development Contribution Considerations

The structure plan resulting from the amendment will inform the City's preparations of a Development Contribution Plan (DCP) for the NIA. The current provisions in ASP 17 pertaining to Cell Works has been modified, leaving a prescription that development contribution works will be established through a separate process and informed by the structure plan. The City's preparations of a DCP will commence after Amendment No. 7 to ASP 17 is initiated by Council.

5.0 Conclusion

Amendment No. 7 to ASP 17 will completely overhauls the content of Part 1, Part 2 and the technical appendices. The amended structure plan, coupled with Amendment No. 202 to DPS 2, will facilitate subdivision, development and land use activities within the Neerabup Industrial Area which will be more closely aligned to the City and State Government aspirations.

What is proposed in this amendment is informed by background technical studies and is generally consistent with the outcomes of stakeholder engagement.

The City will process this amendment to ASP 17, and will then forward it to the WAPC for consideration and approval. The City requests favourable consideration by the WAPC, as it assesses the amendment pursuant to Part 4 of the Deemed Provisions.

The City also considers it impractical for the substantial amendments to be effective for a short period of time, prior to the structure plan's expiry date of 19 October 2025. Therefore, the City will be requesting the WAPC extend the approval duration of this structure plan, for a period of ten years following the approval of this amendment.

This Structure Plan Amendment is prepared under the provisions of the City of Wanneroo
District Planning Scheme No. 2

IT IS CERTIFIED THAT THIS STRUCTURE PLAN AMENDMENT NO. 7 TO THE NEERABUP
INDUSTRIAL AREA AGREED STRUCTURE PLAN NO. 17

WAS APPROVED BY

RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION ON

.....

Signed for and on behalf of the Western Australian Planning Commission

.....

an officer of the Commission duly authorised by the Commission pursuant to section 16 of the
Planning and Development Act 2005 for that purpose, in the presence of:

..... Witness

..... Date

..... Date of Expiry