

Department of **Planning** 

# Regional North Land Capacity Analysis

Shire of Carnarvon

February 2016

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#### 1. Introduction

The Regional North Land Capacity Analysis provides a broad overview of the existing and future land capacity of settlements in the Gascoyne, Indian Ocean Territories, Pilbara and Kimberley regions with respect to forecast population growth. In particular, it examines land identified for residential, commercial and industrial development.

The purpose of this document is to present the land-use mapping and associated analysis as it relates to the applicable settlements in the Shire of Carnarvon local government area.

Notably, the analysis suggests there is sufficient land capable of substantial further development (based on the current extents of zoned residential land and land identified for future residential purposes) to cater for the population growth anticipated in the *Western Australia Tomorrow* 2026 population forecasts for the Shire of Carnarvon.

The information presented in this document may provide a basis for a range of regional and local strategic planning including:

- to assist regional planning and provide direction for strategic infrastructure coordination;
- to inform the preparation and/or review of local planning strategies, schemes and structure plans; and
- for more detailed land supply analysis, including further investigation into the infrastructure requirements to service potential development of the future land supply.

Given the dynamic nature of planning and development, it is intended that this paper will be amended periodically to reflect future updates to local planning instruments as relevant.

Notwithstanding this, the information contained in this document has been prepared for guidance purposes only.

#### 2. Settlement land-use mapping

The Department of Planning (DoP) has prepared mapping that captures the spatial extents of current and future land use in applicable settlements. Within the Shire of Carnarvon, this includes:

- Carnarvon (Map 1); and
- Coral Bay (Map 2).

Further context on how this mapping has been developed is provided below.

#### 2.1 Current and future land use

For the purpose of this study, the mapping categorises current and future land uses into broad land-use types. It effectively rationalises and consolidates existing zones and reserves in local planning schemes with intended future land uses identified in a number of strategic documents, including local planning strategies and structure plans.

The areas identified on the maps are based on the general consideration of:

- current zonings and reservations within applicable local planning schemes; and
- other strategic planning documents including local planning strategies, structure plans, layout plans and/or growth plans where relevant.

With respect to this, the extent of current land uses generally reflect that of applicable existing zones and reserves in current local planning schemes; and future land uses generally reflect where land has been identified in other documents for a different (typically more intensive) land use than that identified in the current scheme.

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Planning instruments that have informed the preparation of the settlement land-use mapping within the Shire of Carnarvon include the:

- Shire of Carnarvon Town Planning Scheme No. 10;
- Shire of Carnarvon Town Planning Scheme No. 11;
- Carnarvon Structure Plan 2004 (Ningaloo Coast Regional Strategy);
- Babbage and Whitlock Islands Structure Plan 2014;

- Carnarvon Airport Precinct Structure Plan 2014;
- East Carnarvon and Kingsford Structure Plan 2015; and
- Coral Bay Structure Plan 2015.

As a general guide, a broad description of what each land-use category considers is provided below:

Residential	Areas that are predominantly currently zoned in relevant local planning schemes for residential land uses
Future residential	Areas that have been identified predominantly for future residential land uses through relevant strategic planning processes
Rural residential	Areas that are predominantly currently zoned in relevant local planning schemes for rural residential land uses
Future rural residential	Areas that have been identified predominantly for future rural residential land uses through relevant strategic planning processes
Rural smallholdings	Areas that are predominantly currently zoned in relevant local planning schemes for rural smallholdings land uses
Future rural smallholdings	Areas that have been identified predominantly for future rural smallholdings land uses through relevant strategic planning processes
Commercial	Areas that are predominantly currently zoned in relevant local planning schemes for commercial land uses
Future commercial	Areas that have been identified predominantly for future commercial land uses through relevant strategic planning processes
Industrial	Areas that are predominantly currently zoned in relevant local planning schemes for industrial land uses
Future industrial	Areas that have been identified predominantly for future industrial land uses through relevant strategic planning processes

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Rural	Areas that are predominantly currently zoned in relevant local planning schemes for rural land uses
Future rural	Areas that have been identified predominantly for future rural land uses through relevant strategic planning processes
Infrastructure and public purposes	Areas that are predominantly currently reserved in relevant local planning schemes for infrastructure and/or public purposes
Future infrastructure and public purposes	Areas that have been identified predominantly for future infrastructure and/or public purposes through relevant strategic planning processes
Recreation	Areas that are predominantly currently reserved in relevant local planning schemes for recreation purposes
Future recreation	Areas that have been identified predominantly for future recreation purposes through relevant strategic planning processes
Conservation	Areas that are predominantly currently reserved in relevant local planning schemes for conservation purposes
Future conservation	Areas that have been identified predominantly for future conservation purposes through relevant strategic planning processes
Horticulture	Areas that are predominantly currently zoned in relevant local planning schemes for horticultural land uses
Future horticulture	Areas identified for possible future horticulture through the Gascoyne Foodbowl Project. These are draft extents only and should be treated as indicative and subject to further investigation
Aboriginal community	Areas that are predominantly currently identified as a recommended settlement zone in relevant layout plans, and/or are zoned in relevant local planning schemes for the purposes of Aboriginal settlement
Special land use	Areas that are currently zoned in relevant local planning schemes for specific purposes that do not align with other broad land-use categories as described, or where their inclusion may unduly distort the results of the associated analysis
Investigation area	Areas that have been identified through relevant strategic planning processes where alternative future land uses may be considered subject to further investigation. This may include areas from plans in preparation or in draft form

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#### 2.2 Development status

To gain a general understanding of the potential capacity of currently zoned and potential future-zoned land within each settlement, a broad assessment has been undertaken of the development status of applicable land identified for **residential**, **commercial**, **industrial**, **rural residential** and **rural smallholdings** purposes. Generally, the assessment involved a visual interpretation of aerial photography and cadastral information.

This assessment has been undertaken for those settlements where the applicable land uses occur within the map extents.

Applicable areas within the map extents have been assessed and considered as being 'developed' or 'capable of substantial further development' as described below.

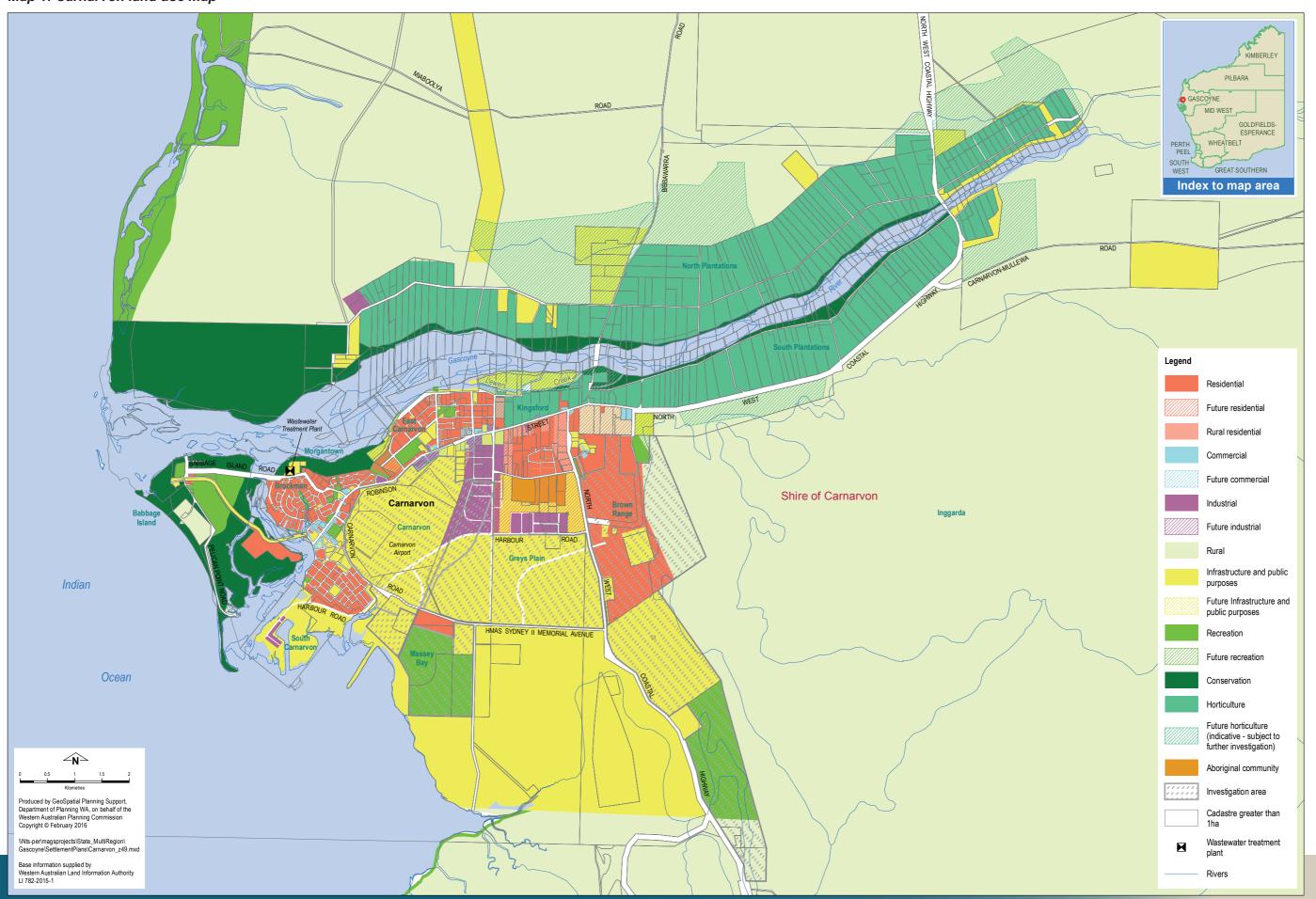
> **Developed:** 'developed' land is broadly considered as land where development exists or where the necessary infrastructure and services to accommodate development exist. Subdivision is generally consistent with its zoning, however existing urban areas that could potentially accommodate increases in density through urban infill are considered to be 'developed.'

#### Capable of substantial further

**development:** Land 'capable of substantial further development' consists of undeveloped or underdeveloped land on greenfield sites, where subdivision reflective of its zoning is yet to exist. In some instances however, land may have conditional subdivision approval or be part of a broader structure planning process that still needs to be finalised. It is important to note that the development of areas that are currently considered to be capable of substantial further development may be subject to a number of constraints; including scheme amendments, structure planning, infrastructure provision, environmental and heritage issues. Table 1 summarises the development status ofeach applicable land-use category for all relevantsettlements, representing a set of total figures forthe entire local government area. It consolidatesall data from Tables 2 and 3, which summarise thedevelopment status of each applicable land-usecategory as it relates to the individual settlements.

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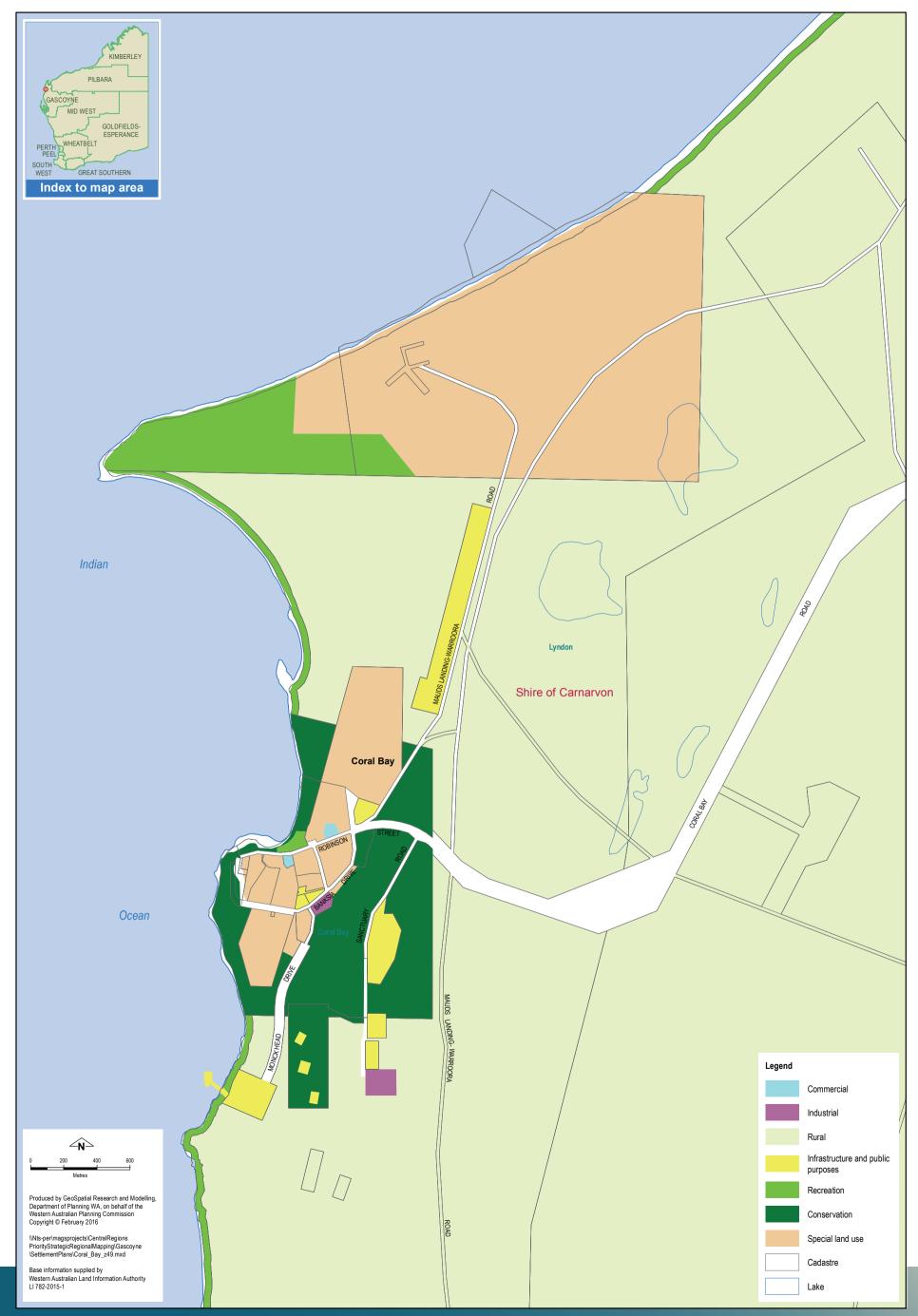
#### Map 1: Carnarvon land use map



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#### Map 2: Coral Bay land use map



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	Total	Developed (ha)	Capable of substantial further development (ha)
Residential	707	230	477
Future residential	204	0	204
Residential and future residential	909	230	679
Rural residential	56	52	4
Future rural residential	0	0	0
Rural residential and future rural residential	56	52	4
Rural smallholdings	0	0	0
Future rural smallholdings	0	0	0
Rural smallholdings and future rural smallholdings	0	0	0
Commercial	26	21	5
Future commercial	33	12	21
Commercial and future commercial	59	33	26
Industrial	183	77	106
Future industrial	2	0	2
Industrial and future industrial	185	77	108

#### Table 1: Shire of Carnarvon - development status of land in relevant settlements

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#### Table 2: Carnarvon - development status of land

	Total	Developed (ha)	Capable of substantial further development (ha)
Residential	707	230	477
Future residential	204	0	204
Residential and future residential	909	230	679
Rural residential	56	52	4
Future rural residential	0	0	0
Rural residential and future rural residential	56	52	4
Rural smallholdings	0	0	0
Future rural smallholdings	0	0	0
Rural smallholdings and future rural smallholdings	0	0	0
Commercial	25	20	5
Future commercial	33	12	21
Commercial and future commercial	58	32	26
Industrial	179	77	102
Future industrial	2	0	2
Industrial and future industrial	181	77	104

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#### Table 3: Coral Bay - development status of land

	Total	Developed (ha)	Capable of substantial further development (ha)
Residential	0	0	0
Future residential	0	0	0
Residential and future residential	0	0	0
Rural residential	0	0	0
Future rural residential	0	0	0
Rural residential and future rural residential	0	0	0
Rural smallholdings	0	0	0
Future rural smallholdings	0	0	0
Rural smallholdings and future rural smallholdings	0	0	0
Commercial	1	1	0
Future commercial	0	0	0
Commercial and future commercial	1	1	0
Industrial	4	0	4
Future industrial	0	0	0
Industrial and future industrial	4	0	4

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#### 3. Capacity analysis

The assessment of the development status of current and future land uses enables a broad-level capacity analysis of the residential development potential of land within the Shire of Carnarvon. The Department of Planning has prepared such an analysis that:

- estimates the potential additional population yield of current and future residential, rural residential and rural smallholdings lands for each relevant settlement; and
- considers possible implications with regard to the local government area's residential land situation in the context of the Western Australia Tomorrow 2026 population forecasts.

With respect to this, the tables in section 3.1 summarise the estimated additional capacity of each applicable land-use category for relevant settlements within the Shire of Carnarvon. Further analysis is presented in section 3.2 that relates this information to the *Western Australia Tomorrow* 2026 population forecasts.

In interpreting the outputs of the analysis, it is important to note that additional capacity is assumed to be accommodated exclusively in areas that are currently considered as being capable of substantial further development. This means that the estimates generally do not account for possible land capacity increases due to infill and/ or redevelopment of existing developed areas, and from this perspective are considered broad in nature and is likely to underestimate the potential overall capacity.

Please note that 'relevant settlements' are considered to be those extents that are mapped and contain the applicable land uses subject to analysis.

A capacity analysis for commercial and industrial lands necessarily requires assumptions to be made on employment density. There are currently limitations in the available data required in order to make reasonable assumptions in this regard. In particular, relatively small statistical sample sizes – something that is prevalent in regional areas – compromise the reliability of using the available data for such an application. It is considered that further investigation is required to ascertain representative rates of employment density for commercial and industrial lands in regional areas, and accordingly a capacity analysis of commercial and industrial lands is not included in this paper at this stage.

#### 3.1 Potential capacity of residential, rural residential and rural smallholdings lands

For **residential**, **rural residential** and **rural smallholdings** land uses, potential capacity has been calculated according to scenarios that assume different average development densities that are applicable to each of those land uses. Potential additional lot and population yields have been estimated for each respective current and future land use category as they relate to each relevant settlement in the Shire of Carnarvon.

**Table 4** presents the total potential additional lotand population yields for all relevant settlementsacross the local government area.

**Tables 5 and 6** present the potential additional lot and population yields for individual settlements relevant to this analysis.

(Note: Table 4 consolidates all data from Tables 5 and 6, and essentially represents a set of total figures for the entire local government area.)

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Table 4: Shire of Carnarvon - estimated capacity of residential, rural residential and rural smallholdings lands deemed capable of substantial further development in relevant settlements

Estimated capacity of reside lands deemed capal	Estimated potential			
Relevant land-use category/ ies	Area (ha)	Average density / average lot size	Potential lot yield¹	population yield from additional lots <sup>2</sup>
		R10	3,101	7,442
Residential	475	R20	6,201	14,882
		R30	9,302	22,325
		R10	1,326	3,182
Future residential	204	R20	2,652	6,365
		R30	3,978	9,547
Desidential and		R10	4,427	10,624
Residential and future residential	679	R20	8,853	21,247
		R30	13,280	31,872
	4	1 ha	3	7
Rural residential		2 ha	2	5
		4 ha	1	2
	0	1 ha	0	0
Future rural residential		2 ha	0	0
		4 ha	0	0
		1 ha	3	7
Rural residential and future rural residential	4	2 ha	2	5
		4 ha	1	2
		8 ha	0	0
Rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Future rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Rural smallholdings and future rural smallholdings	0	20 ha	0	0
intererurar smannolulligs		40 ha	0	0

<sup>1</sup> For residential land, the 35 per cent of land necessary to support land requirements for public open space and streets (Liveable Neighbourhoods, 2007) has been factored into these figures. For rural residential and rural smallholdings lands, a 25 per cent allowance from gross land areas has been applied to account for the relevant land requirements to support development for these particular land uses.

<sup>2</sup> The population yield per dwelling is calculated at 2.4 people per dwelling unit (average people per household for the Gascoyne SA3 – Australian Bureau of Statistics, 2011 Census).

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# Table 5: Carnarvon - estimated capacity of residential, rural residential and rural smallholdings lands deemed capable of substantial further development

Estimated capacity of reside lands deemed capat				Estimated potential
Relevant land-use category/ ies	Area (ha)	Average density / average lot size	Potential lot yield¹	population yield from additional lots <sup>2</sup>
		R10	3,101	7,442
Residential	475	R20	6,201	14,882
		R30	9,302	22,325
		R10	1,326	3,182
Future residential	204	R20	2,652	6,365
		R30	3,978	9,547
Residential and		R10	4,427	10,624
future residential	679	R20	8,853	21,247
		R30	13,280	31,872
	4	1 ha	3	7
Rural residential		2 ha	2	5
		4 ha	1	2
	0	1 ha	0	0
Future rural residential		2 ha	0	0
		4 ha	0	0
Dunel maridantial and		1 ha	3	7
Rural residential and future rural residential	4	2 ha	2	5
		4 ha	1	2
		8 ha	0	0
Rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Future rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Rural smallholdings and future rural smallholdings	0	20 ha	0	0
interer urar smannorungs		40 ha	0	0

<sup>1</sup> For residential land, the 35 per cent of land necessary to support land requirements for public open space and streets (Liveable Neighbourhoods, 2007) has been factored into these figures. For rural residential and rural smallholdings lands, a 25 per cent allowance from gross land areas has been applied to account for the relevant land requirements to support development for these particular land uses.

<sup>2</sup> The population yield per dwelling is calculated at 2.4 people per dwelling unit (average people per household for the Gascoyne SA3 – Australian Bureau of Statistics, 2011 Census).

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# Table 6: Coral Bay - estimated capacity of residential, rural residential and rural smallholdings lands deemed capable of substantial further development

Estimated capacity of reside lands deemed capab				Estimated potential
Relevant land-use category/ ies	Area (ha)	Average density / average lot size	Potential lot yield¹	population yield from additional lots <sup>2</sup>
		R10	0	0
Residential	0	R20	0	0
		R30	0	0
		R10	0	0
Future residential	0	R20	0	0
		R30	0	0
Residential and		R10	0	0
future residential	0	R20	0	0
		R30	0	0
	0	1 ha	0	0
Rural residential		2 ha	0	0
		4 ha	0	0
	0	1 ha	0	0
Future rural residential		2 ha	0	0
		4 ha	0	0
Dunch register tick and		1 ha	0	0
Rural residential and future rural residential	0	2 ha	0	0
		4 ha	0	0
		8 ha	0	0
Rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Future rural smallholdings	0	20 ha	0	0
		40 ha	0	0
		8 ha	0	0
Rural smallholdings and future rural smallholdings	0	20 ha	0	0
		40 ha	0	0

<sup>1</sup> For residential land, the 35 per cent of land necessary to support land requirements for public open space and streets (Liveable Neighbourhoods, 2007) has been factored into these figures. For rural residential and rural smallholdings lands, a 25 per cent allowance from gross land areas has been applied to account for the relevant land requirements to support development for these particular land uses.

<sup>2</sup> The population yield per dwelling is calculated at 2.4 people per dwelling unit (average people per household for the Gascoyne SA3 – Australian Bureau of Statistics, 2011 Census).

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Based on the potential population yield calculations in **Table 4**, estimated total population figures for the Shire of Carnarvon are provided for low, medium and high density development scenarios, which are presented in **Table 7**. Within each scenario, two subsets are considered:

- 'A' considers the potential additional population yield of all residential, rural residential and rural smallholdings land capable of further development at the average density or lot sizes attributable to that particular scenario; and
- 'B' considers the potential additional population yield of all residential, future residential, rural residential, future rural residential, rural smallholdings and future rural smallholdings land capable of further development at the average density or lot sizes attributable to that particular scenario.

These figures assume that all additional population in the local government area is accommodated on residential, rural residential and rural smallholdings lands deemed capable of substantial further development within the settlements considered.

#### Table 7: Shire of Carnarvon - estimated potential population capacity

Scenario <sup>1</sup> (average density of residential land / average lot size of rural residential land / average lot size of rural smallholdings land)		Current population <sup>2</sup>	Estimated potential population yield from additional lots <sup>3</sup>	Estimated total population⁴	
1. Low density scenario	1 <b>A</b>	6,139	7,444	13,583	
(R10 / 4 ha / 40 ha)	1B	6,139	10,626	16,765	
2. Medium density scenario	2A	6,139	14,887	21,026	
(R20 / 2 ha / 20 ha)	2B	6,139	21,252	27,391	
3. High density scenario	3A	6,139	22,332	28,471	
(R30 / 1 ha / 8 ha)	3B	6,139	31,879	38,018	

<sup>1</sup> Scenarios consider the estimated potential population capacity of the Shire of Carnarvon through estimating the potential additional population capacity of land within all relevant settlements with a residential land use that has been deemed capable of substantial further development.

 <sup>2</sup> Shire of Carnarvon 2014 Preliminary Estimated Residential Population (Australian Bureau of Statistics, 3218.0 – Regional Population Growth 2013-14).

<sup>3</sup> As per the relevant assumptions as described for **Table 4**.

<sup>4</sup> The 'estimated total population' is the sum of the 'current population' and the 'estimated potential population yield from additional lots' column.

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# 3.2 Comparison of potential capacity estimates with the *Western Australia Tomorrow* 2026 population forecasts

Western Australia Tomorrow (Western Australian Planning Commission, 2015) contains population forecasts produced by the State Demographer and are considered to be the State's official population forecasts.

Table 8 presents the Western Australia Tomorrow2026 population forecasts for the Shire ofCarnarvon. For further information on theseforecasts, please refer to <a href="http://www.planning.wa.gov.au/publications/6194.asp">http://www.planning.wa.gov.au/publications/6194.asp</a>.

The figures in the 'additional population' column are the difference between the 2026 forecast population and the Australian Bureau of Statistics 2014 Preliminary Estimated Residential Population for the Shire of Carnarvon (6,139).

Significantly, these forecasts provide a point of comparison for interpreting the potential capacities of residential land as determined through this analysis.

# Table 8: Shire of Carnarvon - WesternAustralia Tomorrow 2026 populationforecasts (WAPC, 2015)

WA Tomorrow forecast bands	2026 forecast population	Additional population
Band A	5,820	-319
Band B	6,210	71
Band C	6,550	411
Band D	6,850	711
Band E	7,330	1,191

# 3.2.1 Estimated additional residential land requirements to accommodate population forecasts

**Table 9** presents estimates for the amountof residential land that would be required toaccommodate the additional population for each ofthe population forecasts. Estimates are presentedaccording to three different average densities ofresidential development, being R10, R20 and R30.

These estimates are compared to the total of all current residential and future residential land identified in relevant Shire of Carnarvon settlements as being capable of substantial further development. The figures under the 'surplus' column indicate the magnitude of the potential surplus of residential land from the extents currently identified once the additional forecast population has been allowed for. A negative figure in this column indicates a shortfall in the identified areas of residential lands with respect to that required to accommodate the additional population from the relevant forecast.

The estimates in Table 9 assume:

- all population growth occurs on residential and future residential land that has been identified as being capable of substantial future development in this analysis. To keep the calculations relatively straightforward, they do not consider additional population being accommodated on rural residential or rural smallholdings lands, nor do they take into account potential increases in population occurring due to infill development. They therefore likely overestimate residential land requirements;
- a 35 per cent allowance from gross land areas for various requirements to support development (e.g. public open space, streets, other infrastructure); and
- the number of people per dwelling remains constant.

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Based on the current extents of zoned residential land and land identified for future residential purposes, this analysis suggests that there is a sufficient amount of land capable of substantial further development to cater for the population growth anticipated in the *Western Australia Tomorrow* 2026 population forecasts for the Shire of Carnarvon. Please note that this component of the analysis only considers the local government as a whole as opposed to each individual settlement. This is primarily due to the alignment of available data inputs at this geographic scale.

# Table 9: Shire of Carnarvon - estimated additional residential land requirements to accommodate population forecasts

	Residential <sup>1</sup>								
	Current and		R10 average density R20 ave		R20 avera	R20 average density		R30 average density	
WA Tomorrow forecast bands	Additional population	future land capable of substantial further de- velopment (ha) <sup>2</sup>	Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha)⁴	Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha)⁴	Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha)⁴	
Band A	-319	681	0	681	0	681	0	681	
Band B	71	681	5	676	2	679	2	679	
Band C	411	681	26	655	13	668	9	672	
Band D	711	681	46	635	23	658	15	666	
Band E	1,191	681	76	605	38	643	25	656	

- <sup>1</sup> These estimates assume that all population growth occurs on residential and future residential land that has been identified as being capable of substantial future development in this analysis. To keep the calculations relatively straightforward, they do not consider additional population being accommodated on rural residential or rural smallholdings lands, nor do they take into account potential increases in population occurring due to infill development. The estimates are therefore likely to overestimate residential land requirements.
- <sup>2</sup> Total area of current and future residential lands capable of substantial further development for entire local government area as per relevant figures from **Table 1**.
- <sup>3</sup> A 35 per cent allowance from gross land areas to support land requirements for public open space and streets (Liveable Neighbourhoods, 2007) and a population yield per dwelling of 2.4 people per dwelling unit (average people per household for the Gascoyne SA3 – ABS 2011 Census) have been factored into the estimated areas of residential land required to accommodate forecast additional populations.
- <sup>4</sup> A positive figure in this column indicates that the additional population under the relevant population forecast should be able to be accommodated within the areas of residential and future residential land currently identified, without additional residential land being required. A negative figure represents the shortfall in the identified areas of residential lands with respect to that required to accommodate the additional population.