



Department of  
Planning

# Central Regions Land Capacity Analysis

Shire of Exmouth

February 2016

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## Shire of Exmouth

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# Central Regions Land Capacity Analysis

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### 1. Introduction

The Central Regions Land Capacity Analysis provides a broad overview of the existing and future land capacity of settlements in the Mid West, Gascoyne and Goldfields-Esperance 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 Exmouth 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 Exmouth.

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. Exmouth (**Map 1**) is the only applicable settlement in the Shire of Exmouth local government area.

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 Exmouth include the:

- Shire of Exmouth Town Planning Scheme No. 3;
- Exmouth Structure Plan 2004 (Ningaloo Coast Regional Strategy);
- Exmouth Townsite Structure Plan 2011;
- Exmouth South Structure Plan 2013; and
- Exmouth Marina Village Outline Development Plan (revised 2011).

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

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

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	<b>Industrial</b>	Areas that are predominantly currently zoned in relevant local planning schemes for industrial land uses
	<b>Future industrial</b>	Areas that have been identified predominantly for future industrial land uses through relevant strategic planning processes
	<b>Rural</b>	Areas that are predominantly currently zoned in relevant local planning schemes for rural land uses
	<b>Future rural</b>	Areas that have been identified predominantly for future rural land uses through relevant strategic planning processes
	<b>Infrastructure and public purposes</b>	Areas that are predominantly currently reserved in relevant local planning schemes for infrastructure and/or public purposes
	<b>Future infrastructure and public purposes</b>	Areas that have been identified predominantly for future infrastructure and/or public purposes through relevant strategic planning processes
	<b>Recreation</b>	Areas that are predominantly currently reserved in relevant local planning schemes for recreation purposes
	<b>Future recreation</b>	Areas that have been identified predominantly for future recreation purposes through relevant strategic planning processes
	<b>Conservation</b>	Areas that are predominantly currently reserved in relevant local planning schemes for conservation purposes
	<b>Future conservation</b>	Areas that have been identified predominantly for future conservation purposes through relevant strategic planning processes
	<b>Investigation area</b>	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.

Applicable areas within the Exmouth map extent 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.'

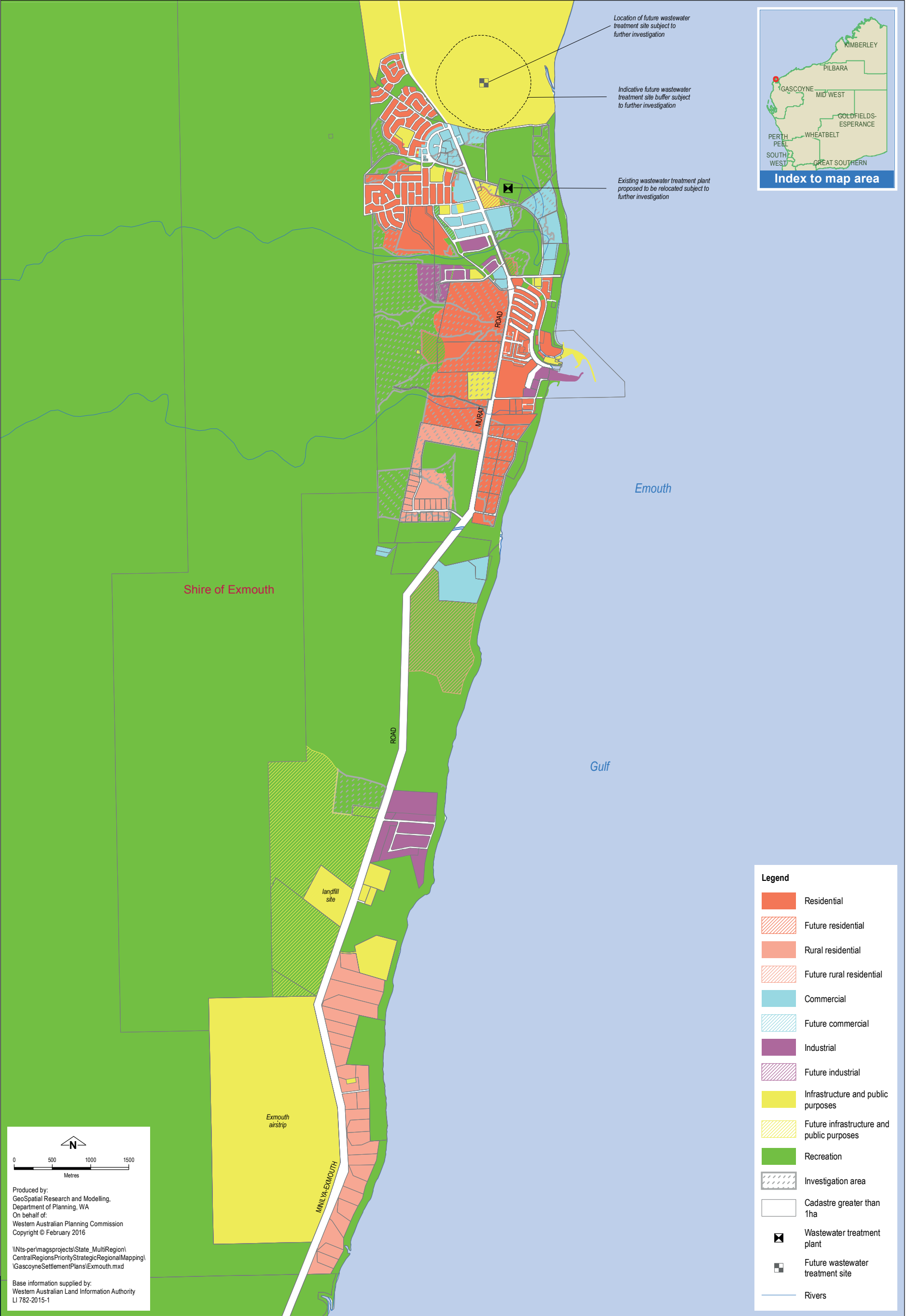
**Capable of substantial further development:** Land 'capable of substantial further development' consists of undeveloped or underdeveloped land on greenfield sites, where subdivision reflective of its zoning is yet to exist. In some instances however, land may have conditional subdivision approval or 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 of each applicable land-use category in terms of area.

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Map 1: Exmouth land use map





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**Table 1: Exmouth - development status of land**

	Total	Developed (ha)	Capable of substantial further development (ha)
Residential	380	118	262
Future residential	19	0	19
<b>Residential and future residential</b>	<b>399</b>	<b>118</b>	<b>281</b>
Rural residential	215	177	38
Future rural residential	96	0	96
<b>Rural residential and future rural residential</b>	<b>311</b>	<b>177</b>	<b>134</b>
Rural smallholdings	0	0	0
Future rural smallholdings	0	0	0
<b>Rural smallholdings and future rural smallholdings</b>	<b>0</b>	<b>0</b>	<b>0</b>
Commercial	124	58	66
Future commercial	4	0	4
<b>Commercial and future commercial</b>	<b>128</b>	<b>58</b>	<b>70</b>
Industrial	97	79	18
Future industrial	1	0	1
<b>Industrial and future industrial</b>	<b>98</b>	<b>79</b>	<b>19</b>



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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 Exmouth. 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; 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, **Table 2** in section 3.1 summarises the estimated additional capacity of each applicable land-use category in Exmouth. 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.

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 and this is presented in **Table 2**.

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**Table 2: Exmouth - estimated capacity of residential, rural residential and rural smallholdings lands deemed capable of substantial further development**

Estimated capacity of residential, rural residential and rural smallholdings lands deemed capable of substantial further development				Estimated potential population yield from additional lots <sup>2</sup>
Relevant land-use category/ies	Area (ha)	Average density / average lot size	Potential lot yield <sup>1</sup>	
Residential	262	R10	1,703	4,087
		R20	3,406	8,174
		R30	5,109	12,262
Future residential	19	R10	124	298
		R20	247	593
		R30	371	890
<b>Residential and future residential</b>	<b>281</b>	<b>R10</b>	<b>1,827</b>	<b>4,385</b>
		<b>R20</b>	<b>3,653</b>	<b>8,767</b>
		<b>R30</b>	<b>5,480</b>	<b>13,152</b>
Rural residential	38	1 ha	29	70
		2 ha	14	34
		4 ha	7	17
Future rural residential	96	1 ha	72	173
		2 ha	36	86
		4 ha	18	43
<b>Rural residential and future rural residential</b>	<b>134</b>	<b>1 ha</b>	<b>101</b>	<b>243</b>
		<b>2 ha</b>	<b>50</b>	<b>120</b>
		<b>4 ha</b>	<b>25</b>	<b>60</b>
Rural smallholdings	0	8 ha	0	0
		20 ha	0	0
		40 ha	0	0
Future rural smallholdings	0	8 ha	0	0
		20 ha	0	0
		40 ha	0	0
<b>Rural smallholdings and future rural smallholdings</b>	<b>0</b>	<b>8 ha</b>	<b>0</b>	<b>0</b>
		<b>20 ha</b>	<b>0</b>	<b>0</b>
		<b>40 ha</b>	<b>0</b>	<b>0</b>

<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 2**, estimated total population figures for the Shire of Exmouth are provided for low, medium and high density development scenarios, which are presented in **Table 3**. 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 in Exmouth.

**Table 3: Shire of Exmouth - 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 population <sup>4</sup>
<b>1. Low density scenario</b> (R10 / 4 ha / 40 ha)	<b>1A</b>	2,611	4,104	<b>6,715</b>
	<b>1B</b>	2,611	4,445	<b>7,056</b>
<b>2. Medium density scenario</b> (R20 / 2 ha / 20 ha)	<b>2A</b>	2,611	8,208	<b>10,819</b>
	<b>2B</b>	2,611	8,887	<b>11,498</b>
<b>3. High density scenario</b> (R30 / 1 ha / 8 ha)	<b>3A</b>	2,611	12,332	<b>14,943</b>
	<b>3B</b>	2,611	13,395	<b>16,006</b>

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

<sup>2</sup> Shire of Exmouth 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 2**.

<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 4** presents the *Western Australia Tomorrow* 2026 population forecasts for the Shire of Exmouth. For further information on these forecasts, please refer to <http://www.planning.wa.gov.au/publications/6194.asp>.

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 Exmouth (2,611).

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

**Table 4: Shire of Exmouth - Western Australia Tomorrow 2026 population forecasts (WAPC, 2015)**

WA Tomorrow forecast bands	2026 forecast population	Additional population
Band A	2,450	-161
Band B	2,690	79
Band C	2,880	269
Band D	3,050	439
Band E	3,330	719

### 3.2.1 Estimated additional residential land requirements to accommodate population forecasts

**Table 5** presents estimates for the amount of residential land that would be required to accommodate the additional population for each of the population forecasts. Estimates are presented according to three different average densities of residential development, being R10, R20 and R30.

These estimates are compared to the total of all current residential and future residential land in Exmouth identified 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 5** 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 Exmouth.

Please note that this component of the analysis considers the local government as a whole as opposed to individual settlements. This is primarily due to the alignment of available data inputs at this geographic scale.

**Table 5: Shire of Exmouth - estimated additional residential land requirements to accommodate population forecasts**

WA Tomorrow forecast bands	Additional population	Current and future land capable of substantial further development (ha) <sup>2</sup>	Residential <sup>1</sup>					
			R10 average density		R20 average density		R30 average density	
			Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha) <sup>4</sup>	Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha) <sup>4</sup>	Est. land required to accom. additional population (ha) <sup>3</sup>	Surplus (ha) <sup>4</sup>
Band A	-161	281	0	281	0	281	0	281
Band B	79	281	5	276	3	278	2	279
Band C	269	281	17	264	9	272	6	275
Band D	439	281	28	253	14	267	9	272
Band E	719	281	46	235	23	258	15	266

<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 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.