Department of **Planning,** Lands and Heritage





We're working for Western Australia.

York Regional Land Supply Assessment

December 2019

lanning Commission









Disclaimer

This document has been published by the Western Australian Planning Commission. Any representation, statement, opinion or advice expressed or implied in this publication is made in good faith and on the basis that the government, its employees and agents are not liable for any damage or loss whatsoever which may occur as a result of action taken or not taken, as the case may be, in respect of any representation, statement, opinion or advice referred to herein. Professional advice should be obtained before applying the information contained in this document to particular circumstances.

© State of Western Australia

Published by the Western Australian Planning Commission 140 William Street Perth WA 6000

Locked Bag 2506 Perth WA 6001

Published December 2019 Data current as at December 2019

website: www.dplh.wa.gov.au email: info@dplh.wa.gov.au

tel: 08 6551 8002 fax: 08 6551 9001 National Relay Service: 13 36 77

Western Australian Planning Commission owns all photography in this document unless otherwise stated.

This document is available in alternative formats on application to Communication Services.

Contents

1	Regional Land Supply Assessments and the Urban Development Program					
2	Key points		3			
3	Population		5			
	3.1 Population growth		8			
	3.2 Population projections		9			
4	Economic demand drivers		11			
	4.1 Economic demand drivers		11			
5	Residential land and housir	g	12			
	5.1 Overview		12			
	5.2 Land zoned for residential pur	poses	15			
	5.3 Lot supply pipeline		15			
	5.4 Dwelling approvals		17			
	5.5 Development outlook		18			
	5.6 Vacant lots and infill		21			
	5.7 Adequacy of supply		23			
6	Rural living		24			
7	Industrial		26			
8	Commercial		29			
9	Service infrastructure		31			
	9.1 Water		31			
	9.2 Wastewater		33			
	9.3 Energy		35			
	9.4 Transport		37			
	Glossary		39			
	References		45			
	Appendix 1 - Integrated Lar	nd Information Database (ILID)	46			
	Appendix 2 - Integrated Re	gional Information System (IRIS)	47			

List of figures

Figure 1: Census 2016 Western Australia population profile	6
Figure 2: Estimated resident population growth by year	8
Figure 3: Forecast population growth - Shire of York	9
Figure 4: Shire of York demographic profile 2016 and 2031 forecast (Band C)	10
Figure 5: Age of dwelling stock - Shire of York	13
Figure 6: Stock of land zoned for residential purposes - Shire of York	15
Figure 7: Residential subdivision activity and lot supply pipeline	16
Figure 8: Dwelling approvals - Shire of York	17
Figure 9: Stock of land zoned for rural living purposes - Shire of York	24
Figure 10: Rural living subdivision activity and lot supply pipeline	25
Figure 11: Stock of land zoned for industrial purposes - Shire of York	26
Figure 12: Industrial subdivision activity and lot supply pipeline	28
Figure 13: Stock of land zoned for commercial purposes - Shire of York	29
Figure 14: Commercial subdivision activity and lot supply pipeline	30

List of tables

Table 1: Local and geographical extents	5
Table 2: Estimated dwelling yield from identified future development areas - Shire of York	18
Table 3: Development outlook - project summaries	20
Table 4: Stock of vacant lots - Shire of York	21
Table 5: Adequacy of supply - Shire of York	23

List of maps

Map 1: Shire of York	2
Map 2: Population density - 2016 Census (Mesh Block)	7
Map 3: Age of dwelling stock	14
Map 4: Development outlook (staging) A	19
Map 5: Vacant lots and Indicative dwelling potential (high)	22
Map 6: Water Infrastructure	32
Map 7: Wastewater infrastructure	34
Map 8: Power infrastructure	36
Map 9: Transport infrastructure	38

1 Regional Land Supply Assessments and the Urban Development Program

The *Regional Land Supply Assessments* series assesses land for future residential, industrial and commercial uses, providing context for the land use planning and infrastructure provision required to meet demand across selected regional centres in Western Australia. *Regional Land Supply Assessments* are prepared by the Department of Planning, Lands and Heritage (DPLH) on behalf of the Western Australian Planning Commission (WAPC) to fulfil the requirements for tracking and monitoring land supply, as outlined in Section 14 of the *Planning and Development Act 2005*. The role of the WAPC includes developing models to better understand land supply and development, promoting this understanding as part of the land use planning process and to better align the provision of infrastructure.

The *Regional Land Supply Assessments* series is one of a suite of products produced as part of the Urban Development Program (UDP). The UDP monitors land supply and promotes the timely delivery of residential, industrial and commercial land, targeted regional centres and areas of activity. The information presented in *Regional Land Supply Assessments* assists State infrastructure agencies, public utilities, local governments and the private sector in decision-making and forward planning.

The reports include key information on:

- demand drivers specific to each regional centre, including the major economic factors that influence employment and population growth, and therefore, the demand for land and housing;
- zoned land supply for residential, industrial and commercial uses;
- development constraints;
- recent and future land development activity; and
- existing and required physical infrastructure.

Regional Land Supply Assessments are the result of consultation with stakeholders, including State government agencies, local governments and servicing authorities. Recent editions of Regional Land Supply Assessments publications can be accessed online at the DPLH website.



Map 1: Shire of York

2 Key points

Population

- The local government area of the Shire of York (the Shire) covers 2,131 km² of Western Australia's Wheatbelt region. It is the Wheatbelt region's sixth most populous local government area, with an estimated resident population (ERP) of 3,591 at June 2018. This accounted for 4.9 per cent of the Wheatbelt's ERP at June 2018.
- The town of York is approximately 97 kilometres east of Perth and is the Shire's primary commercial and administrative centre. The locality/suburb of York recorded a population of 2,535 at the 2016 Census.
- Over the decade to June 2018, the Shire recorded an average annual population growth rate of 0.8 per cent. Comparatively, Western Australia and the Wheatbelt recorded average annual growth rates of 1.8 per cent and 0.3 per cent, respectively.

Distribution, occupancy and future trends

- 70 per cent of the Shire's residents lived in the locality of York at the 2016 Census.
- The Shire recorded a dwelling occupancy rate of 79.5 per cent at the 2016 Census. This is lower than the State average of 86.7 per cent. This may partly be due to a high number of holiday homes in the area.
- The Shire's draft Local Planning Strategy sets out a plan to concentrate future growth in and around the York townsite, with rural areas to be protected from urban encroachment. Development outlook analysis (section 5.5) indicates that the majority of growth in the long term will occur in Daliak.
- For the Shire, the latest WA Tomorrow population forecasts (published in 2018) projects an average annual growth rate of 0.32 per cent. This is based on the highest quintile of projected growth (Band E).

Findings

- There is a sufficient stock of land identified to meet population growth well into the long term. This supply has the capacity to support a total population of nearly 7,800.
- Approximately 590 hectares of land in the Shire is zoned for residential purposes, 29 per cent of which is considered undeveloped. The largest area of undeveloped land for residential purposes is in Daliak.
- Given the existing development potential of land zoned for residential purposes in the Shire, no new areas have been identified to be rezoned to 'residential' in the draft local planning strategy.
- The majority of subdivision activity within the Shire has occurred on land zoned for residential purposes. Over the decade to March 2019, 54 residential lots were created, compared to just 14 rural living lots.
- Approximately 2,440 hectares of land is zoned for rural living purposes, of which 40 per cent is developed.
- All of the Shire's stock of industrial land is located in the locality of York. Covering approximately nine hectares, 90 per cent of this land is developed.
- The draft local planning strategy identifies an eighthectare lot in Balladong for development to support freight and logistics while the location for a new industrial estate is being investigated.
- The draft local planning strategy identifies land close to the proposed York Heavy Haulage Bypass as a potential location for industrial development, however, further investigation is required.
- Commercial activity in the Shire is centred on the York townsite. Approximately 13 hectares (76 per cent) of land zoned for commercial purposes is considered to be developed and three hectares undeveloped.

- Only small areas in the York townsite are currently connected to reticulated sewerage. The lack of a reticulated sewerage system may limit the development potential of many areas within the Shire.
- The York area is covered by the Country East 22kV planning cluster of the Western Power network. Electricity supply upgrades would be required to facilitate further growth, in particular industrial development.

3 Population

The Shire of York (the Shire) covers an area of 2,131km² of Western Australia's Wheatbelt region. The town of York is located approximately 97 kilometres east from Perth. The Shire abuts the eastern border of the Perth Metropolitan Region.

This report refers to population and other indicator data relating to the Shire. Depending on the context and the source of data, different geographical extents are discussed. A list of the various geographical extents used to describe and compare the Shire and its surrounds is shown in Table 1.

Table 1: Local and geographical extents

Geography	Description	Population at the 2016 Census ¹	Area (km²)
Wheatbelt region	The Wheatbelt region is comprised of five sub-regions and 42 local government areas.	73,614²	155,256 ³
Avon sub-region	The Avon sub-region is comprised of the shires of Beverley, Cunderdin, Dowerin, Goomalling, Koorda, Northam, Quairading, Tammin, Toodyay, Wyalkatchem and York.	26,433 ⁴	20,7325
Local government area	The Shire of York is the sixth most populous local government area in the Wheatbelt region.	3,606	2,131
Locality/suburb	There are 21 localities/suburbs in the Shire of York	-	-
Urban Centres and Localities (UCLs)*	UCLs are a geographical unit that statistically describe Australian population centres with populations exceeding 200 persons. Centres with a core urban population of 1,000 persons or more are considered to be Urban Centres. Smaller centres with populations of 200 to 999 persons are considered to be Localities. It is important to note that the geographic extent of a UCL may change as the urban build out expands. There is one UCL in the Shire of York.	2,548	17
Statistical Area Level 1 (SA1)*	SA1s are built from whole Mesh Blocks. They have been designed as the smallest area of output for the Census of Population and Housing. There are three SA1s in the Shire of York.	-	-
Mesh Block*	Mesh Blocks are the smallest geographical area defined by the Australian Bureau of Statistics. Mesh Blocks are the building blocks for the larger regions of the Australian Statistical Geography Standard (ASGS). There are 142 Mesh Blocks in the Shire of York.	-	-

Note: '*' refers to Australian Bureau of Statistics (ABS) geographies

Source: Australian Bureau of Statistics (2016) Australian Statistical Geography Standard (ASGS). Catalogue No. 1270.0.55.001

¹ Persons count based on place of usual residence on Census night.

- ² Denotes the combined population for all local government areas within the Wheatbelt region at the 2016 Census.
- ³ Wheatbelt Development Commission (2018) The Wheatbelt. Available online at http://www.wheatbelt.wa.gov.au/our-region. Access date: May 2018

⁴ Denotes the combined population for the shires of Beverley, Cunderdin, Dowerin, Goomalling, Koorda, Northam, Quairading, Tammin, Toodyay, Wyalkatchem and York at the 2016 Census.

⁵ Denotes the combined area for the shires of Beverley, Cunderdin, Dowerin, Goomalling, Koorda, Northam, Quairading, Tammin, Toodyay, Wyalkatchem and York A top-heavy population profile, as seen in Figure 1, is indicative of an ageing population. At the 2016 Census, the median age for the Shire's population was 51 years, which is considerably older than the median age for Western Australia (36 years) and the nation (38 years). There is a significant under-representation of persons aged 20 to 29 years in the Shire (six per cent) compared to Western Australia (14 per cent). This is characteristic of many regional areas in Western Australia and can be attributed to young adults leaving the area to move to larger population centres for tertiary education or employment. The provision of housing diversity, aged care and health services is important in supporting this ageing population into the future.



Figure 1: Census 2016 Western Australia population profile

Source: Australian Bureau of Statistics (2017) Census of Population and Housing: General Community Profile, Australia, 2016. Catalogue No. 2001.0



Map 2: Population density - 2016 Census (Mesh Block)

Western Australian Planning Commission

3.1 Population growth

The population data discussed in this section refers to the Australian Bureau of Statistics (ABS) estimated resident population (ERP). The ERP is the official estimate of the Australian population based on place of usual residence. Estimates of the resident population are calculated as at 30 June of each year for selected Australian Statistical Geography Standard (ASGS) geographies, including sub-state areas such as Statistical Areas Level 2 (SA2s) and Local Government Areas (LGAs).

Over the decade to June 2018, the Shire recorded an average annual population growth rate of 0.8 per cent, representing an average annual increase of 29 residents. This is lower than the average annual population growth rates recorded for Western Australia (1.8 per cent) but higher than the rate for the Wheatbelt region (0.3 per cent) and the Avon sub-region (0.4 per cent). The Shire accounted for 12 per cent of the Wheatbelt's total population growth over the 2008 to 2018 period. Figure 2 depicts the ERP annual growth rate and shows that the Shire has recorded lower annual population growth rates than Western Australia. In the five years to 2013, the Shire recorded consistent population growth, however, a decrease in the population has since occurred. This decrease in population is consistent with the broader trends across the Wheatbelt region.



Figure 2: Estimated resident population growth by year

Source: Australian Bureau of Statistics (2019) Regional Population Growth, Australia, 2017-18. Catalogue No. 3218.0

3.2 Population projections

WA Tomorrow forecasts, released in 2018, are prepared using 10,000 forecast permutations that emulate the variability in population change shown in historical data. Each permutation shows possible growth or decline in population, based on five variables (birth rate, death rate, net interstate migration, net intrastate migration and net overseas migration) that occur to varying degrees in each simulation.

The range of *WA Tomorrow* forecasts are grouped into five 'bands', based on the projected rate of population change produced by each simulation. Each band includes one fifth of the permutations, with Band A representing the lowest quintile of projected population growth; Band C the median; and Band E the highest. The *WA Tomorrow* documents publish the median value of each quintile to give five forecasts for each SA2 and local government area in Western Australia. A more detailed description of the methods and outputs of the WA Tomorrow research are available online at https://www.dplh.wa.gov.au/information-and-services/ land-supply-and-demography/western-australia-tomorrowpopulation-forecasts.

Figure 3 shows the WA Tomorrow forecasts for the Shire of York for Bands A to E. The resulting projected population for the Shire under the Band E forecast is 3,775 persons in 2031. Achieving this population from a 2016 baseline will require an average annual growth rate of 0.32 per cent. Bands A to D forecast a net population loss for York between 2016 and 2031. It should be noted that any future changes in the variables of population growth as mentioned above, can alter the rate of population growth or decline from that currently forecast.



Figure 3: Forecast population growth - Shire of York

Source: Western Australian Planning Commission (2015) Western Australia Tomorrow Population Report No. 11

As previously discussed, the demographic profile of the Shire, as at the 2016 Census, is representative of an ageing population, with a high proportion of residents aged above 45. Figure 4 shows that this situation is likely to become more pronounced by 2031. Forty-one per cent of the population is forecast to be aged 65 or more in 2031 compared with 26 per cent at 2016.

For the Wheatbelt region, Band D of the latest WA Tomorrow population forecast (which represents the second highest quintile of projected population growth) projects a population of 76,660 at 2031. This would require an average annual growth rate of 0.2 per cent from 2016 to 2031, which is comparable to the rate of growth over the past decade (0.3 per cent). Bands A to C, which represent the lowest two and median quintiles of projected

growth, forecast net population loss for the Wheatbelt region between 2016 and 2031. In comparison, WA Tomorrow's Band E forecast projects a population of 91,945 at 2031. This would require an average annual population growth rate of 1.41 per cent from 2016 to 2031.

The Wheatbelt Regional Investment Blueprint (2015) aspires to a higher rate of population growth, envisaging a population of 180,000 by 2050. This would represent an average annual growth rate of 2.7 per cent from 2018 to 2050. Achieving this population outcome is contingent on the success of proposed local and regional economic development initiatives, including the delivery of key infrastructure, industry development and workforce attraction initiatives.



Figure 4: Shire of York demographic profile 2016 and 2031 forecast (Band C)

Note: The bars for 2016 and 2031 overlap

Source: Western Australian Planning Commission (2018) Western Australia Tomorrow Population Report No. 11 and Australian Bureau of Statistics (2017) Census of Population and Housing, General Community Profile, Australia, 2016. Catalogue No. 2001.0

4 Economy and employment

4.1 Economic demand drivers

Economic conditions and employment opportunities are fundamental drivers of population growth and demand for land and housing. The agricultural industry has been the backbone of the Shire's economy for a number of years, making significant contributions to the Shire's wealth, as well as employing a large proportion of the Shire's working population. Agriculture is likely to remain the dominant industry in the medium and long-term. The continued use of land for general agriculture is paramount to the economic future of the Shire; however, there is also potential for further diversification of agricultural land through incidental development to promote broader growth in tourism, arts and culture.

At the end of the March 2019 quarter, the Shire had a labour force of 1,777 persons and an unemployment rate of four per cent⁶. Employment data for the Shire reflects the importance of primary industries to the local economy. At the 2016 Census, the agriculture, forestry and fishing employment industry category recorded the greatest share of employment within the Shire, employing 15 per cent of the resident working population. This was followed by health care and social assistance (12 per cent) and retail trade (10 per cent). The ageing population of the Shire presents economic opportunities in aged care and social services.

The Shire forms part of the Wheatbelt Natural Resource Management (NRM) region which extends from Lake Grace in the south to Beacon, east to Coolgardie and west to Wundowie. The NRM includes over 12 million hectares of the Avon River Basin. In 2017/18, agricultural products produced in the NRM region had a gross value of over \$2.47 billion⁷. In the Shire, cereal crops (particularly wheat) are the most prevalent and valuable to the economy, followed by wool production. Other local industries include wine and olive production.

The Shire's draft local planning strategy identifies tourism as an emerging generator of investment within the Shire. The Shire's heritage buildings, rural landscape and recreation activities available such as hot air ballooning and skydiving are the main

⁶ Department of Jobs and Small Business (2019) Small Area Labour Markets

⁷ Australia Bureau of Statistics (2017) Value of Agricultural Commodities Produced, Australia 2017-18. Catalogue No. 7503.0 attractions for tourists. The town of York is a popular destination for day trips. Increasing the town's overnight and multi-day visitation is critical to increasing the economic value of tourism in the local market.

Opportunities for growth of the tourism industry include the Shire's proximity to the Perth metropolitan region, access to major transport linkages and facilitating tourist experiences and niche tourist developments such as heritage homestead sites. York is one of the oldest inland towns in Western Australia and provides a gateway into the Wheatbelt region. Preserving the Shire's rural character and landscape will be important in promoting the appeal of York to visitors. This includes capitalising on the Shire's arts and culture scene, evident through the establishment of an art gallery in the town centre, the annual/ popular York Festival and York Society Art and Craft Award.

A grain handling facility located just south of the York townsite is owned by the Co-operative Bulk Handling (CBH) Group. Expansion by CBH and potential increases in freight and logistics in the region may create further demand for freight and logistics development and employment. Given the Shire's close proximity to Perth and strong transport connections to other subregional centres, there is opportunity for the Shire to have a more significant role in the storage, transportation and administration of agricultural products. The Shire's draft local planning strategy identifies future Industrial and Rural Enterprise areas which could facilitate development of this nature.

5 Residential land and housing

5.1 Overview

York's urban form has evolved around the town centre, which is adjacent to the Avon River. At the 2016 Census, approximately 70 per cent of the Shire's population resided in the Shire's main settlement, York. Other townsites in the Shire include Gwambygine, Mount Hardey, Greenhills and Kauring. The Shire's draft Local Planning Strategy sets out a plan to concentrate future growth in and around the York townsite, with rural areas to be protected from urban encroachment.

At the 2016 Census, a stock of 1,911 private dwellings was recorded in the Shire. Of these, 79.5 per cent were occupied, which was lower than the State average of 86.7 per cent. This is likely related to a higher proportion of dwellings in the Shire being used as holiday homes. While the locality of York recorded an occupancy rate of 81.5 per cent, a higher occupancy rate was recorded in the locality of Mount Hardey (91.1 per cent), which is located approximately 2.5 kilometres from the York townsite and consists only of 'rural residential' and 'general agriculture' zoned land.

Twenty per cent of the Shire's dwelling stock was constructed prior to 1950 (Figure 5). The Shire then experienced a lull in dwelling construction up until the 1980s. Many of the newer stocks of dwellings are in the outskirts of the locality of York (Map 3).

At the 2016 Census, the majority of dwellings in the Shire were detached houses (92.8 per cent, compared to 79.1 per cent for Western Australia) with three-bedroom dwellings being the most common. Most separate houses contain three or four bedrooms, however approximately 72 per cent of dwellings are only occupied by one or two residents. There may therefore be opportunities for the development of more diverse housing products within the Shire's larger residential settlements. The Shire's draft local planning strategy identifies this as an objective; however, residential redevelopment is constrained by the lack of a reticulated sewerage system. Only small areas of the townsite are connected to reticulated sewer. This is considered a development constraint and any residential densification can only occur within sewered areas. Split codings (for example R10/R40) are used across residential land in the York locality to enable revitalisation and housing diversity based on access to sewer infrastructure. For infill potential to be realised, an extension to



Figure 5: Age of dwelling stock - Shire of York

Period of dwelling construction

Source: Department of Planning, Lands and Heritage (2018) Integrated Regional Information System



Map 3: Age of Dwelling Stock

the current reticulated sewerage network would be required.

5.2 Land zoned for residential purposes

There are several land use zones under the Shire's Town Planning Scheme No. 2 that permit residential development (rural living is discussed in section 6). Residential land use zones included in this analysis are 'residential', 'rural townsite' and 'development'. The Shire's stocks of residential land are in the localities of York, Balladong, Cold Harbour, Daliak, Greenhills and Mount Hardey.

Using the Integrated Regional Information System (IRIS) land supply model, major residential land use zones are grouped together to provide a snapshot of existing residential land stocks. Appendix 2 provides a more in-depth description of the IRIS model and the methodology for its use.

IRIS modelling identified that, as at December 2018, approximately 590 hectares of land in the Shire was zoned for residential purposes. Approximately 370 hectares (63 per cent) of this stock was considered to be developed (contains property information). A further 180 hectares (30 per cent) and 50 hectares (eight per cent) was identified as undeveloped and unrated respectively (Figure 6).

Undeveloped land zoned for residential purposes is primarily located in Daliak, within the Daliak Structure Plan area. There are small areas of undeveloped land zoned for residential purposes across the locality of York. Lots identified as unrated have no vacant land or premises valuation information captured in Landgate's property valuation database. Pockets of unrated land zoned for residential purposes are located in Cold Harbour, Greenhills, Mount Hardey and York.





Source: Department of Planning, Lands and Heritage (2018) Integrated Regional Information System

5.3 Lot supply pipeline

Over the decade to March 2019, applications were lodged to create a total of 97 residential lots (average of two lots per quarter). During this period, 53 lots were granted conditional approval, with 54 lots progressed to final approval. The developers' stock of conditional approvals peaked in 2009 (432 lots), but has since progressively declined. Similarly, the number of lots granted final approval peaked in the December 2008 quarter (47 lots) and has fallen since that period.

In the five years to March 2019 just seven residential lots were created in the Shire with one lot created in 2017 and 2018.

The graph in Figure 7, titled 'Lots on non-cleared agreements' shows the stock of conditionally approved lots for which a service provision agreement has been signed by the developer and the Water Corporation. This indicator provides a measure of the number of lots which are likely to be developed in the short term. At the end of the March 2019 quarter, there were agreements to service two residential lots in the Shire.



Figure 7: Residential subdivision activity and lot supply pipeline

Source: Western Australian Planning Commission (2019) State Lot Activity and Water Corporation (2019).

5.4 Dwelling approvals

Dwelling approvals are a key demand indicator, representing either owner-occupier demand or investor confidence. As most dwelling approvals proceed to construction and eventually completion, they also provide a leading indicator of dwelling supply.

Over the decade to March 2019, dwelling approval activity has been relatively limited with no more than 10 dwellings approved in a quarter. The year to June 2009 recorded the highest number of dwelling approvals in the Shire, with 28 houses approved for construction during this period. Approvals issued for 'other' dwellings (see glossary for definition) have only occurred in the June 2010, March 2014 and March 2019 quarters. There has recently been a decline in total dwelling approvals in the Shire, with 14 dwelling approvals in 2017 and 12 dwelling approvals in 2018, compared to the 10-year average of 19 dwelling approvals per annum.



Figure 8: Dwelling approvals – Shire of York

Source: Australian Bureau of Statistics (2019) Building Approvals, Australia. Catalogue No. 8731.0

5.5 Development outlook

Table 2 and Map 4 show possible development projects in the Shire. Projects are included where intent has been demonstrated (by State or local government or the development industry) to develop the site at some point in the future. Projects are identified through a variety of means including:

- local planning scheme zonings and amendments;
- developer intentions;
- consultation with local stakeholders;
- subdivision applications/approvals;
- local government development applications/approvals;
- structure planning; and
- strategic planning.

The majority of growth identified in the long term in the Shire will occur in Daliak. This is due to several lots located in Daliak zoned 'development' (site YK05) which are subject to the Daliak Structure Plan. The structure plan proposes an estimated yield of 1,634 lots and 2,157 dwellings consisting of a retirement village and residential and mixed-use land-uses. The estimated dwelling yield from the Daliak Structure Plan accounts for approximately 95 per cent of the entire stock of proposed dwellings in the Shire. The draft local planning strategy identifies two further sites for retirement living purposes (YK12 and YK14).

The draft local planning strategy aims to provide a range of housing options from medium-density residential within the town centre, and low density within the York townsite. Given the existing development potential in the Shire, no new areas have been identified to be re-zoned to 'residential' or rural living purposes.

Suburb	Short-term (0-5 years)	Medium-term (6-10 years)	Long-term (10+ years)	Total
Balladong	0	0	41	41
Burges	0	35	0	35
Daliak	0	0	2,157	2,157
York	8	7	5	20
Total	8	42	2,203	2,253

Table 2: Estimated dwelling yield from identified future development areas - Shire of York

Source: Department of Planning, Lands and Heritage (2018)



Map 4: Development outlook (staging) A

Western Australian Planning Commission

			ω			z	oning/planni	ng		Area/yield ²	!	Subdi appro	vision ovals ³	Anticipate (comm	ed dwelling encing late	g release ⁴ e 2018)		Constraints ⁵	
ldentifier	Location	Suburb	Map number in thi document	Existing tenure ¹	Purpose	Current zoning	Amendment required	Other planning under way	Area (ha)	Yield (lots)	Yield (units)	Approvals pending	Current approvals	Short-term (0-5 years)	Medium-term (6- 10 years)	Long-term (10+ years)	Concern but resolution anticipated	Critical but resolution anticipated	
YK01	Lot 631 Railway Street	York		The Old York Mill Pty Ltd	Residential	Mixed Business	No		0.3	7	7	0	C	0	7	0	MC		
YK03	Lot 9501 North Road	Burges		Royal Australian Gold Club Pty Ltd	Rural Residential	Rural Residential	No	Mt Bakewell Stud Structure Plan	80.2	35	35	0	C	0	35	0	MC, Bfr, Pw, W, S		
YK05	Lot 11 Ulster Road, various lots Morris Edwards Drive, Trews Road, Great Southern Highway	Daliak		Numerous land owners	Residential, Retirement Village, Mixed Use	Development	No	Daliak Structure Plan	115.0	1,634	1,634	0	O	0	0	2,157	MC, L, Bfr, Pw, W, S		
YK06	Various lots bound by Henrietta Street, Forrest Street, Fisher Street and Maxwell Street	York		Numerous land owners	Mixed Business	Industrial	Yes		11.7	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK12	Lots 2, and 800 Redmile Road and Reserve 39205 Belladong Street	York		Global Care Group GCG Inc, State of WA, Crowe, AI, and De Vis, VM	Retirement Village	Residential	No		1.7	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
ҮК13	Various lots bound by Henrietta Street, Christie Retreat, railway reserve and waterway	York		Numerous land owners	Centre	Mixed Business, Town Centre, Residential	Yes		35.0	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK14	Lot 11 Redmile Road & Lot 12 Great Southern Highway	Balladong		Kittochside Nominees Pty Ltd & Davidson, S & WA	Retirement Village	General Agriculture	Yes	Local Planning Strategy	37.6	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK17	Lot 5 Crawford Court	York		Bramwell Investments Pty	Residential	Residential	No		3.4	8	8	8	0	8	0	0	S		
YK18	Lot 9000 Knotts Road	Balladong		AK Savage	Rural Residential	Rural Residential	No	Draft Local Planning Strategy	99.9	41	41	0	C	0	0	41	MC, L, W, S, E, Bfr		
YK19	Lot 802 Cowan	York		SR Reginald	Residential	Residential	No		1.6	5	5	0	0	0	0	5			
YK20	Lot 50 Great Southern Highway	Balladong		DJ & JM Donovan	Industrial	Development	No	Draft Local Planning Strategy	8.0	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK21	Lot 200 Knotts Road	Balladong		Co-operative Bulk Handling Ltd	Light Industry	General Agriculture, Industrial	Yes	Draft Local Planning Strategy	18.6	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK22	Lots 57 & 58 Quairading-York Road	Cold Harbour		Gilmac Holdings Pty Ltd, W Coakley	General Industry	General Agriculture	Yes	Draft Local Planning Strategy	123.9	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK23	Lots 28, 26, 25, 50, 10, 11 and 12 Knotts Rd	Balladong, York		Numerous land owners	Light Industry	General Agriculture	Yes	Draft Local Planning Strategy	25.0	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
YK24	Various lots bound by Knotts Rd, Main Camp Rd, Bland St and Fisher St	York, Balladong		Numerous land owners	Light Industry	General Agriculture, Rural Residential	Yes	Draft Local Planning Strategy	82.2	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	

Organisation or individual/s.

1

In some cases the yield for the project is indicative only. Final lot/dwelling yields will be determined by further detailed planning.

2 3 4 5 Refers to the number of lots/units with current subdivision or strata approval, and the number of lots/units for which a subdivision/strata application has been lodged but which is yet to be determined (pending). Does not include local government development approvals. Estimate only. In most cases the precise timing of lot release is uncertain. This could be for reasons such as market conditions, demand/supply of services or a requirement to resolve issues and constraints. Constraints and issues codes: bushfire risk (Bfr) drainage (D), environmental (E), heritage (H), land assembly (L), market conditions (MC), planning (P), power (Pw), sewer (S), water (W), topography and geology (TG), mining lease (M), zoning (Z) and transport (T).

ritical and ssolution not efinite	Comments
	There is a lapsed conditional subdivision approval to subdivide into seven lots ranging in area from 350sqm to 494 sqm.
	The site is subject to the Mt Bakewell Stud Structure Plan. There is a lapsed conditional subdivision approval to subdivide into 35 Rural Residential lots.
	The site is subject to the Daliak Structure Plan. There is a theoretical yield of 1,634 lots and 2,157 dwellings. The structure plan area forms part of the future urban growth area of the York Townsite.
N/A	The site has been identified as a consultation area for the town centre as part of preparing the Shire's new Local Planning Strategy and Local Planning Scheme 3. The proposal is to transition the current industrial area to service/commercial.
N/A	The site has been identified as an expansion area for the existing retirement village the the west of the site as part of the consultation for the new Local Planning Strategy and Local Planning Scheme 3.
N/A	The site has been identified as for rezoning to a single regional centre zone as part of the consultation for the new Local Planning Strategy and Local Planning Scheme 3.
N/A	The site has been identified in the existing Local Planning Strategy as a Heritage and Retirement Living Precinct.
	A subdivision application has been lodged to subdivide into 8 lots for residential purposes.
	There is a lapsed subdivision approval to subdivide into 41 lots with an average lot size of 3.8 hectares, for rural residential purposes. This is a large site in close proximity to the town centre.
N/A	The site is zoned R5/10. A subdivision application to subdivide into five lots was refused in 2006. The site has been identified as having potential to support freight and logistics uses in the interim while the location for a
N/A	new industrial estate is being investigated. The site has been identified to be light industry in the draft Local Planning Strategy.
N/A	The site has been identified as the preferred site for future general industry in the draft Local Planning Strategy.
N/A	The site has been identified as a possible location for Rural Enterprise in the draft Local Planning Strategy.
N/A	The site has been identified to be light industry in the draft Local Planning Strategy.

5.6 Vacant lots

Data from Landgate's property valuation database show that there is a substantial stock of vacant lots on land zoned for residential and rural living purposes in the Shire of York. As at December 2018, 384 vacant lots were identified on land zoned for residential and rural living purposes, accounting for 18 per cent of the total stock of existing residential and rural living lots. This is higher than the percentage of vacant lots recorded for metropolitan Perth (5.1 per cent)

Table 4 shows the stock of vacant lots on land zoned for residential and rural living purposes in the Shire. The distribution of vacant lots in the Shire's main settlements is shown on Map 5.

The Department of Planning, Lands and Heritage's Integrated Land Information Database (ILID) compares density outcomes with those set out by the R-Codes under local planning schemes. Appendix 1 provides a more in-depth description of the ILID model and methodology for its use. Using the ILID model, the latent development capacity of residential land stocks can be measured based on existing lot sizes and R-Code zonings. The spatial distribution of lots with additional dwelling potential is also shown on Map 5. Map 5 shows there is significant potential for residential consolidation through subdivision in the Shire.

It must be noted that data depicted on Map 5 is indicative only and should not be used to guide development potential on a siteby-site basis. The model does not take into account factors such as heritage, environmental and/or infrastructure constraints or other provisions of the local planning scheme.

Dual density coding applies to certain areas within the York Townsite (for example R10/40). Town Planning Scheme No. 2 outlines provisions for development to the maximum higher coding may be permitted in certain circumstances; one of these being the requirement for adequate connection to reticulate sewerage. In these areas, the indicative dwelling potential shown in Map 5 is based on the higher density codes.

Table 4: Stock of vacant lots - Shire of York

	Number of vacant lots					
Suburb	Residential	Rural living				
Cold Harbour	0	6				
Greenhills	37	0				
Gwambygine	0	2				
York	310	29				
Total	347	37				

Source: Landgate (2018) and Department of Planning, Lands and Heritage (2018). Note: Data includes lots on land zoned for residential and rural living purposes. Data shown in Table 4 has been filtered to exclude lots already included as part of development outlook projects.



Map 5: Vacant lots and Indicative dwelling potential (high)

5.7 Adequacy of supply

Analysis on the adequacy of residential and rural living land supply in the Shire is predicated upon an average household size of 2.2 persons per dwelling, and that existing rates of dwelling occupancy (at the 2016 Census) will be maintained.

Between 2011 and 2016, the Shire's population growth has reflected the highest (Band E) previous WA Tomorrow population forecast released in 2015. The 'Band E' forecast for the new WA Tomorrow forecasts released in 2018 shows an average annual population increase of 11 residents from 2016 to 2031. Population growth of this nature will require the construction of an additional six dwellings per annum (based on an average household size of 2.2 persons per dwelling and an occupancy rate of 79.5 per cent) in order to accommodate growth. Under this growth scenario, there are sufficient stocks of residential and rural living land identified to meet population growth well into the long term (Table 5). This supply has the potential to support a two-fold increase in the Shire's population with capacity to accommodate approximately 7,500 residents.

In addition to the identified lot yield shown in Table 2 and Table 5, the development outlook analysis also identifies a number of investigation areas. Lot and dwelling yields have not been identified for investigation areas as further assessment is required to determine the suitability of the sites for residential land-use. Once substantial planning has been undertaken for investigation areas, and if such areas have been determined as suitable for residential land-use, the temporal land supply may be extended.

Timeframe	Estimated dwelling requirement	ldentified dwelling yield
2021-2026	0	8
2026-2031	0	42
2031-2036	32	1,102
2036-2041	32	1,102
Total	64	2,253
Stock of vacant lots	38	34

Table 5: Adequacy of supply – Shire of York

Source: Department of Planning, Lands and Heritage (2018).

Note: Theoretical dwelling requirement of zero identified for the period 2021 to 2031 as WA Tomorrow Band E forecasts a population decline during this period.

6 Rural living

Within the Shire, land zoned for rural living purposes covers approximately 2,440 hectares. The Shire's stocks of rural living land are located across the localities of York, Burges, Balladong, Cold Harbour, Gwambygine and Mount Hardey.

Using the IRIS land supply model, areas of land zoned for rural living purposes are assessed to provide a snapshot of rural living stocks as at December 2018. Land zoned 'rural residential' and 'rural smallholdings' is included in this analysis.

IRIS analysis identified 435 lots on land zoned for rural living purposes in the Shire. Approximately 980 hectares (40 per cent) of this stock was considered to be developed. A further 80 hectares (three per cent) and 1,380 hectares (57 per cent) were considered to be undeveloped and unrated respectively (Figure 9). The majority of stocks of unrated land are located in the localities of Mount Hardey, Gwambygine and Balladong.

Figure 10 depicts data for rural living subdivision activity over the decade to December 2018. During this period, applications were lodged to create a total of 79 rural living lots, with 81 lots granted conditional approval. The December 2013 quarter experienced the highest number of lots conditionally approved (35 lots), which is significantly higher than the 10-year average of two lots per quarter. Approximately 19 lots granted conditional approval in the 10 years to December 2018 have progressed to final approval. The Shire's draft Local Planning Strategy and new Local Planning Scheme No. 3 identify no new areas for future rural residential purposes. Given the existing development potential in the Shire, the Shire considers the existing zoned supply sufficient to meet future housing needs. However, an investigation into additional rural residential in Mount Hardey may be considered if it can be demonstrated that there is a need for future rural residential land. This area is currently zoned 'General Agriculture'.





Source: Department of Planning, Lands and Heritage (2018) Integrated Regional Information System



Figure 10: Rural living subdivision activity and lot supply pipeline

Source: Western Australian Planning Commission (2018) State Lot Activity

7 Industrial

Land zoned for industrial purposes in the Shire covers approximately 10 hectares, all of which is located in the existing industrial area in the locality of York.

Using the IRIS land supply model, areas of land zoned for industrial purposes are assessed to provide a snapshot of the stock of industrial land within the Shire as at December 2018 (Figure 11). Land zoned 'Industrial' is included in this analysis. IRIS analysis identified nine hectares (45 lots) of land zoned for industrial purposes in the Shire, of which eight hectares (90 per cent) were considered to be developed and one hectare was considered to be unrated (10 per cent).

Most of the industrial activities in the Shire comprise of light industrial uses. The existing industrial area in York is located in close proximity to the York town centre.

IRIS analysis identifies there is no vacant industrial land available within the Shire. The draft local planning strategy also recognises a need for a new industrial area as the current sites are fully developed. Limited land available for industrial developments, particularly transport depots and general industry, has led to pressure for non-rural uses on rural land around the York townsite. An expansion by the CBH Group, located just south of the townsite, and a general increase in freight and logistics activity in the region would result in demand for land for freight and logistics and truck assembly beyond what is currently available. Consequently, the draft local planning strategy has identified an eight-hectare lot in Balladong for development to support freight and logistics in the interim while the location for a new industrial estate is being investigated.

A location in proximity to the proposed York Bypass is the preferred site for the new industrial area. Once the new industrial estate has been confirmed, the existing industrial area is proposed to transition to service/commercial to encourage relocation to the new industrial area and enable redevelopment of the existing industrial area. In addition, it is anticipated some areas indicated in the draft strategy will be rezoned to Rural Enterprise Zone to facilitate dwellings and rural business and/or light industrial areas.

Figure 11: Stock of land zoned for industrial purposes -Shire of York



Source: Department of Planning, Lands and Heritage (2018) Integrated Regional Information Database

There are currently no industrial applications or current approvals, which reflects the lack of industrial land available for development across the Shire. Figure 12 shows industrial subdivision activity in the Shire over the decade to December 2018. During this period, only two lots were granted conditional subdivision approval and two lots progressed to final approval.



Figure 12: Industrial subdivision activity and lot supply pipeline

Source: Western Australian Planning Commission (2018) State Lot Activity

8 Commercial

Within the Shire, land zoned for commercial purposes covers approximately 17 hectares. All of the Shire's stocks of commercial land are located in the York town centre, primarily along Avon Terrace.

Using the IRIS land supply model, areas of land zoned for commercial purposes are assessed to provide a snapshot of the stock of commercial land within the Shire as at December 2018. Land zoned 'Town Centre' and 'Mixed Business' is included in this analysis.

IRIS analysis identified 113 lots (18 hectares) on land zoned for commercial purposes in the Shire of York. Approximately 13 hectares (76 per cent) of this stock was considered to be developed. A further three hectares (18 per cent) and one hectare (six per cent) were considered to be undeveloped and unrated respectively (Figure 13).

Figure 13: Stock of land zoned for commercial purposes -Shire of York

Figure 14 shows the commercial subdivision activity in the Shire over the decade to December 2018. During this period, a total of 26 lots were granted conditional approval with eight lots progressed to final approval. Conditional subdivision approvals peaked in the March 2009 quarter (six lots), with the number of conditional approvals remaining relatively limited since then. Since 2009 there has been minimal activity in the Shire with just one single-lot subdivision application lodged for commercial purposes. The 10-year average of lots with conditional approvals is less than one lot per quarter.

The Shire is proposing a single 'Regional Centre' zone to encompass all commercial land in the York town centre as part of the draft local planning strategy and draft Local Planning Scheme No. 3. The single zone is aimed at promoting land-use flexibility across the town centre.

The draft local planning strategy recognises that tourism provides a significant opportunity for attracting external investment in the local economy. The draft strategy proposes special use zones to facilitate tourist development such as accommodation, galleries, tourist shops, hospitality options, studios, day spas and function and reception centres.



Source: Department of Planning, Lands and Heritage (2018) Integrated Regional Information System



Figure 14: Commercial subdivision activity and lot supply pipeline

Source: Western Australian Planning Commission (2018) State Lot Activity

9 Service infrastructure

The following section outlines the broad infrastructure capacity for the Shire and identifies upgrades that may be required to facilitate future residential, industrial and commercial growth in the Shire.

9.1 Water

The Water Corporation is the licensed provider of water for the York townsite. Water is currently supplied from the Goldfields and Agriculture Water Supply Scheme (GAWS) via the York-Beverly branch extension (so-called 'BG' extension). The primary source of water for the GAWS is from the Mundaring Weir. This scheme is considered climate-resilient as it is supported, when needed, by water from the Metropolitan Integrated Water Supply Scheme and other sources including seawater desalination.

The town's water storage tanks are the two megalitre (ML) York West Tank located to the west of the town near Ulster Road and the 2.25ML York East Tank located on the slope of Mount Brown near Brook Street. A small 330 kilolitre tank is located on Mount Brown at the end of Attfield Road and serves a limited area of elevated land above the main townsite area (Map 6).

Some areas outside of the Shire's water zone (includes areas in York and Greenhills) are offered a non-standard farmlands' level of water service. These services require a Service by Agreement between the Water Corporation and each customer, and typically have no capacity to support development growth.

Areas to the south of the townsite around the localities of Mount Hardey and Balladong fall outside the extent of the Shire's water zone. Some preliminary investigations into water servicing options for these areas were conducted in 2008. In the event that potable, reticulated water is required for these areas, it may be possible for the developers to undertake water mains extension off the townsite scheme. The cost of designing and installing these reticulation mains will need to be borne by the developers.



Map 6: Water infrastructure

Western Australian Planning Commission

9.2 Wastewater

Small areas in the York townsite are currently connected to reticulated sewerage as a result of the State Government Infill Sewerage Program. Remaining areas in the local government area use septic systems and leach drains to cater for all effluent produced on site.

The York Wastewater Treatment Plant (WWTP) provides wastewater treatment services for the Shire. There are two wastewater pump stations within the York townsite to service sewered areas east and west of the Avon River (Map 7).

The majority of wastewater is reused to irrigate the sandalwood woodlot that surrounds the WWTP. The Water Corporation is currently upgrading the capacity of the WWTP to up to 200 kilolitres per day, which will provide capacity into the future.

Clay soils, a high groundwater table and rock being present results in a large number of leach drains continually failing and allowing effluent to the surface of the ground and to enter adjacent streets. The Shire has an Onsite Effluent Disposal Policy for Aerobic Treatment Units to replace septic tanks and leach drains where new construction is proposed on R10 coded blocks of land and residential lots less than 2,000 square metres in area.

Expansion of the existing reticulated sewerage system may assist in facilitating increased residential density in the York townsite. The Government Sewerage Policy recommends new lots and development to be connected to reticulated sewerage unless exempt under particular circumstances under the policy. Where this is the case, the policy provides for the consideration of on-site sewage disposal on the condition that it does not compromise public health or the environment and where minimum site requirements can be met. There may also be a need to investigate alternative fit-for-purpose wastewater disposal systems to accommodate existing and future growth of the Shire. The lack of reticulated sewerage system limits the capacity for increased residential density in regional towns. This affects non-sewered settlements, including parts of the York townsite, which are identified by the Government Sewerage Policy as a sewage-sensitive area due to constraints such as clay soils, a high groundwater table and proximity to the Avon River.

Land developers within the townsite may undertake extensions of the existing gravity sewerage reticulation network to service new subdivisions and density increases. These sewerage extensions will need to be undertaken and funded by the proponents.

Parts of the York townsite are prone to flooding from the Avon River due to the Shire's elevation and topography. Other drainage-related issues include rising groundwater and increasing salinity from extensive clearing of native vegetation. Drainage and stormwater management in the Shire has lacked a coordinated approach and largely occurred on an ad-hoc basis. Improving the Shire's drainage infrastructure may be an opportunity to maximise the collection and storage of runoff.





9.3 Energy

Western Power manages energy supply to the York area. The Shire is serviced by the South West Interconnected System, which covers the south-west corner of Western Australia, from Albany in the south, to Kalbarri in the north and Kalgoorlie in the east. Electricity in the Shire is serviced by overhead distribution lines which extend from the Northam substation.

The York area is covered by the Country East 22kV planning cluster of the Western Power network. It is anticipated that load growth in the local government area will cause feeders in the planning cluster to approach thermal capacity limits over the next few years⁹. Western Power is monitoring the cluster and undertaking further studies to determine prudent options to meet forecast load growth. In addition to thermal limitations, voltage constraints may be developed in the York area over the next few years. Western Power recently installed a third voltage regulator on the York feeder Beverly Leg to mitigate low voltage issues (Map 8). They are also proposing to install a second voltage regulator on the York feeder York Leg in the 2018/19 summer to increase voltage capacity.

The Shire's draft local planning strategy identifies electricity as a potential impediment to future development in York. Electricity supply upgrades would be required to facilitate further growth, particularly for industrial development.

⁹ Western Power (2017) Annual Planning Report 2017



Map 8: Power infrastructure

9.4 Transport

Main Roads Western Australia (MRWA) is responsible for the main routes to and from the York townsite including Great Southern Highway, Northam-York Road and Quairading-York Road. Great Southern Highway passes through the townsite and provides connections to Beverly and Brookton to the south and metropolitan Perth to the west. It is used as a tourist and heavy haulage route. The transit time from the Perth Central Business District to the York townsite is approximately one hour and thirty minutes by road. Northam-York Road provides access to Northam and Quairading-York Road connects York to Quairading. Within the York townsite, Balladong and South/Glebe Streets provide the only vehicle crossings over the Avon River, with an additional pedestrian footbridge provided at Pool Street.

MRWA is continuing to progress a project to widen 64 kilometres of Quairading-York Road. The project was initiated to improve road safety and help address the road's high crash rate. Safety improvements for the road began in 2012 and are being undertaken in stages. The project is expected to be completed in 2021. MRWA are also in collaboration with the Wheatbelt Development Commission and the Shire of York to undertake a planning study to identify a future heavy haulage route for York that reduces heavy haulage movements through the townsite. There is currently no funding to construct the York Heavy Haulage Bypass Route; however, the planning study will ensure a road reservation can be set aside so that stakeholders can be provided with certainty for the future.

A narrow-gauge railway line, part of the grain freight network, passes through the York townsite (Map 9). The Co-operative Bulk Handling Group (CBH) owns and manages the grain storage network and infrastructure and Brookfield Rail leases and operates the rail network from the State government. A CBH railhead and grain handling facility is located just south of the York townsite.

The York townsite is serviced by two TransWA bus routes (GS2 and GE3). The GS2 service is a Perth to Albany route, which stops in York and other towns such as Northam and Narrogin. This service operates daily. The GE3 service is a Perth to Esperance route, which stops in other towns such as Quairading, Hyden and Ravensthorpe along with York. This service operates on only three days of the week.



Map 9: Transport infrastructure

Glossary

Building approvals

Building	A building is a rigid, fixed and permanent structure which has a roof. Its intended purpose is primarily to house people, plant, machinery, vehicles, goods or livestock. An integral feature of a building's design is the provision for regular access by persons to satisfy its intended use.
Dwelling	A dwelling is a self-contained suite of rooms, including cooking and bathing facilities, intended for long- term residential use. A dwelling may comprise part of a building or the whole of a building. Regardless of whether they are self-contained or not, rooms within buildings offering institutional care (e.g. hospitals) or temporary accommodation (e.g. motels, hostels and holiday apartments) are not defined as dwellings. Such rooms are included in the appropriate category of non-residential building approvals. Dwellings can be created in one of four ways: through new work to create a residential building; through alteration/ addition work to an existing residential building; through either new or alteration/addition work on non- residential building; or through conversion of a non-residential building to a residential building.
Dwellings excluding houses	Dwellings in other residential buildings and dwellings created in non- residential buildings.
Flats, units or apartments	Dwellings not having their own private grounds and usually sharing a common entrance, foyer or stairwell.
House	A detached building primarily used for long-term residential purposes consisting of one dwelling unit. Includes detached residences associated with a non-residential building, and kit and transportable homes.
Non-residential building	Buildings primarily intended for purposes other than long-term residence.
Other residential building	Buildings other than houses which are primarily used for long-term residential purposes. Other residential buildings includes: semi-detached, row or terrace houses or townhouses; and flats, units or apartments.
Residential building	Buildings primarily used for long-term residential purposes. Residential buildings are categorised as houses or other residential buildings.
Semi-detached, row or terrace houses, townhouses	Dwellings having their own private grounds with no other dwellings above or below.
Total residential building	Total residential building is comprised of houses and other residential building. It does not include dwellings in non-residential buildings.

Geography

Australian Statistical Geography Standard (ASGS)	The ASGS brings all the regions for which the ABS publishes statistics within the one framework and has been in use for the collection and dissemination of geographically classified statistics since 1 July 2011. It is the current framework for understanding and interpreting the geographical context of statistics published by the ABS.
Mesh Blocks (MB)	Mesh Blocks are the smallest geographical area defined by the ABS and form the building blocks for the larger regions of the ASGS. All other statistical areas or regions are built up from, or approximated by whole Mesh Blocks. They broadly identify land use such as residential, primary production and parks, etc. There are 358,122 Mesh Blocks covering the whole of Australia without gaps or overlaps.
Statistical Area Level 1 (SA1)	SA1s are geographical areas built from whole Mesh Blocks. SA1s have generally been designed as the smallest unit for the release of census data. SA1s have a population of between 200 and 800 people with an average population size of approximately 400 people. There are 57,523 spatial SA1 regions covering the whole of Australia without gaps or overlaps.
Statistical Area Level 2 (SA2)	SA2s are medium-sized general-purpose areas built from whole SA1s. Their purpose is to represent a community that interacts together socially and economically. SA2s generally have a population range of 3,000 to 25,000 persons. SA2s have an average population of about 10,000 persons. There are 2,310 SA2 regions covering the whole of Australia without gaps or overlaps.
Statistical Area Level 3 (SA3)	SA3s are geographical areas built from whole SA2s. They have been designed for the output of regional data. SA3s create a standard framework for the analysis of ABS data at the regional level through clustering groups of SA2s that have similar regional characteristics. They generally have a population of between 30,000 and 130,000 people. There are 358 spatial SA3 regions covering the whole of Australia without gaps or overlaps.
Statistical Area Level 4 (SA4)	SA4s are geographical areas built from whole SA3s. SA4 regions are the largest sub-state regions in the main structure of the ASGS and have been designed for the output of a variety of regional data. These areas represent labour markets or groups of labour markets within each State and Territory. There are 107 SA4 regions covering the whole of Australia without gaps or overlaps.
Urban Centre and Locality (UCL)	UCLs represent areas of concentrated urban development with populations of 200 people or more. They are defined using SA1 areas that meet objective 'Urban Character' criteria, including Census population and dwelling density measures.
Significant Urban Area (SUA)	SUAs represent significant towns and cities of 10,000 people or more. They are based on the UCLs but are defined by the larger SA2 areas, which mean they often include some adjacent rural residential settlement.
Region	The Wheatbelt region is one of the nine regions of Western Australia, as defined by the <i>Regional Development Commissions Act 1993</i> . The Wheatbelt region is comprised of 42 local government areas, including the Shire of York.

Planning sub-region	The Wheatbelt region is divided into seven planning sub-regions: Avon Arc, Coastal Wheatbelt, Great Eastern Wheatbelt, North Eastern Wheatbelt, Outer Arc, South Eastern Wheatbelt and South Western Wheatbelt. The Shire of York, together with the shires of Brookton, Chittering, Toodyay, Northam and Beverley make up the Avon Arc sub-region.
Wheatbelt Development Commission sub- region	The Wheatbelt Development Commission divides the Wheatbelt region into five sub-regions: Avon, Central Coast, Central East, Central Midlands and Wheatbelt South. Each sub-region (as defined by the Wheatbelt Development Commission) is serviced by a sub-regional centre (Northam, Jurien Bay, Merredin, Moora and Narrogin) and has unique economic and population drivers. The Shire of York is part of the Avon sub-region.
Population	
Estimated resident population (ERP)	The official measure of the population of Australia based on the concept of usual residence. It refers to all people, regardless of nationality, citizenship or legal status, who usually live in Australia, with the exception of foreign diplomatic personnel and their families. It includes usual residents who are overseas for less than 12 months over a 16-month period. It excludes overseas visitors who are in Australia for less than 12 months over a 16-month period.
	Sub-state estimates of the resident population are prepared on an annual basis by adding natural change (births minus deaths), net internal migration and net overseas migration occurring during the period to the population at the beginning of each period. This is known as the component method.
Population growth rate	Population change over a period as a proportion (percentage) of the population at the beginning of the period.
Subdivision	
Developer lodged applications	Refers to those applications received by the WAPC for the purpose of subdivision.
Applications under assessment	The number of applications under assessment for conditional approval by the WAPC and includes those which have been deferred.
Conditional approval	Conditional approval is granted by the WAPC for subdivision to begin, subject to certain conditions being met. The approval is preceded by an assessment of the proposed subdivision plan in consultation with servicing agencies. On receipt of conditional approval, the proponent may commence subdivision development in accordance with the conditions of approval. A conditional approval remains valid for three years where five lots or less are approved, and four years where six or more lots are approved.
Current valid conditional approvals	Refers to those conditional approvals that are still valid but have not yet been issued with final approval. In general, these are approvals for which construction/servicing has not yet commenced or is currently underway (see active conditional approvals).

Active conditional approvals	Refers to conditionally approved lots where a servicing agreement (agreement to construct) has been signed between the Water Corporation and the developer. These are termed 'lots on non-cleared agreements'.
Inactive conditional approvals	Where conditional approval has been granted and the approval is still valid, but where a servicing agreement (agreement to construct) has not been signed between the Water Corporation and the developer.
Lapsed conditional approvals	Where conditional approval has expired, and the conditions of the approval have not been met.
Final approval	Final approval is the WAPC's endorsement of the proponent's submitted deposited plan or strata/survey strata plan describing the now complete subdivision, constructed in accordance with the conditions set down in the conditional approval. Deposited plans/strata plans that have final approval are registered with Landgate, where certificates of titles for the newly created lots can be issued. The characteristics difference in lot numbers seen between conditional and final approvals arises from proponents choosing not to proceed with the subdivision in the specified three/four-year period in accordance with the conditional approval; either at all, only in part, or via another conditional approval incorporating a new plan for the subject land.
Planning	
Planning and Development Act 2005	The <i>Planning and Development Act 2005</i> is the primary piece of legislation governing development and subdivision in Western Australia. Its stated purposes are to provide for an efficient and effective land use planning system in Western Australia, and to promote the sustainable use and development of land in Western Australia.
Planning and Development (Local Planning Schemes) Regulations 2015	The <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> prescribe the procedures by which local planning strategies, local planning schemes and amendments to local planning schemes must be prepared and adopted by local government, the WAPC and the Minister for Planning; and establish a Model Scheme Text for local planning schemes; and introduced a set of deemed provisions that form part of all local planning schemes in Western Australia.
State Planning Strategy	The State Planning Strategy is an integral part of the Western Australian planning system and is intended to inform planning and development policies and decisions throughout the State.
State Planning Policies (SPPs)	Provides the highest level of planning policy control and guidance in Western Australia. SPPs establish the key principles for land use planning and development that should apply in Western Australia.
State Planning Policy 7.3 – Residential Design Codes (the R-Codes) – Volume 1	The R-Codes outlines the Residential Design Codes that apply to all residential development in Western Australia. The R-Codes include standards for lot sizes, required dwelling setbacks from lot boundaries, requirements for private open space and the proportion of built form permitted on each lot (plot ratio), amongst other things. Volume 2 of the R-Codes contain provisions for multi-unit development.

Local planning strategies	Local planning strategies establish the planning framework for each local government, and provide the strategic basis for local planning schemes. Local planning strategies set out the local government's objectives for future land use planning and development, and include a broad framework by which to pursue those objectives. Local planning strategies need to address the social, environmental, resource management and economic factors that affect, and are affected by, land use and development.
Local planning schemes	Local planning schemes are the principal statutory tool for achieving a local government's aims and objectives with respect to the development of its local area, subject to compliance with the State Government's statutory and strategic planning framework. Local planning schemes deal mainly with land use, development control and infrastructure coordination, and are formulated based on the strategic framework established in the supporting local planning strategy.
Local planning scheme amendments	A local government may resolve to amend its planning scheme, and may do this at its own initiative, at the request of all or any of the relevant landowners, or if directed to do so by the Minister for Planning. An amendment would generally be initiated to bring the local planning scheme into line with changes in planning procedures; to reflect changes to a State or regional planning policy; or to allow for a different use of land.
Regional planning and infrastructure frameworks	Regional planning and infrastructure frameworks are regional strategic planning documents that provide an overview of regional planning issues and a basis for ongoing planning and development. They provide an overview of the major regional economic, social, cultural and environmental issues; identify the priority actions required to enable comprehensive sub-regional planning and to guide local planning processes; and identify the regional infrastructure priorities to facilitate economic and population growth in a region.
Sub-regional structure plans	Sub-regional structure plans are strategic spatial plans providing a broad framework for planning at a sub-regional level. They cover planning issues including location of urban growth and consolidation, population trends, employment areas, major commercial centres, transport links, infrastructure and servicing requirements, environmental protection and regional open space. Sub-regional structure plans are prepared by the WAPC, in liaison with local government.
District structure plans	A district structure plan shows in more detail the general pattern of development in a particular part of a sub-region, and provides guidance on future land use, employment, density targets and the coordination and provision of major infrastructure at a district level. This may include the location of high schools, district water management requirements, movement networks, refinement of regional land use boundaries, coordination or regional and district infrastructure provision, location and distribution of regional or district open space, land use buffers, environmental assets and activity centres. District structure plans identify matters that will require further refinement through the more detailed investigations involved in preparation of local structure plans.

Local structure plans	A local structure plan is a statutory spatial plan, prepared by local government, a landowner, or a landowner representative, and approved under the provisions of a local planning scheme. Local structure plans provide more specific detail on the proposed pattern of land use for a certain area, such as a residential neighbourhood or industrial area.
	They provide a framework for the assessment of detailed scheme amendments, subdivision and development proposals. These plans include details of location and density of housing, road layout, pedestrian and cycle network, public open space, school sites, servicing infrastructure, community purpose sites and activity centre locations.
Temporal land supply	Temporal land supply is an estimate of the number of years it will take to completely consume land that is currently zoned for urban development. Temporal land supply can vary based on different development scenarios, particularly where different rates of density and infill are applied.

References

Australian Bureau of Statistics (2018) Website: www.abs.gov.au Department of Jobs and Small Business (2018) Website: https://www.jobs.gov.au/small-area-labour-markets-publication Department of Water and Environmental Regulation (2016) Water for Growth: Urban Main Roads Western Australia (2018) Website: www.mainroads.wa.gov.au Public Transport Authority (2018) Website: https://www.transwa.wa.gov.au/ RPS Group (2013) Avon Sub-Regional Economic Strategy Shire of York (2018) Website: http://www.york.wa.gov.au/ Shire of York (2018) Draft Local Planning Strategy Shire of York (2007) Local Planning Strategy Water Corporation (2012) Water Forever Western Australian Planning Commission (2018) State Lot Activity Western Australian Planning Commission (2015) Western Australia Tomorrow, Population Report No. 10, Medium-term Forecasts for Western Australia 2014-2026 and Sub-regions 2016-2026 Western Australian Planning Commission (2015) Wheatbelt Regional Planning and Infrastructure Framework Western Power (2017) Annual Planning Report 2017 Western Power (2018) Network Capacity Mapping Tool Wheatbelt Development Commission (2015) Wheatbelt Regional Blueprint Wheatbelt Development Commission (2018) Website: www.wheatbelt.wa.gov.au

Appendix 1

Integrated Land Information Database (ILID)

ILID 2016 - Background:

The Integrated Land Information Database (ILID) is a net land use assessment and capability model that is generated at a cadastral level for the whole of Western Australia. The database can be used to identify the current range of land uses within a number of predefined boundaries. It can also model future capability based on what is known about the current (or proposed) planning policies and statutory instruments.

The model is produced within a Geographic Information System by overlaying a variety of layers to compute the coincidence of two or more parameters. For example, if a dataset containing the locations of school sites is overlayed with another dataset that shows the areas that are within two kilometres of the coast, it is possible to generate a single dataset with schools that are within two kilometres of the coast. This process can be repeated with a variety of datasets in endless combinations to help with multi-criteria decision analysis through the process of elimination.

The ILID works by linking the spatial extent of many different input layers with all the unique cadastral identifiers that exists at a particular point in time. The result of this overlay process creates many versions of the cadastre attributed with discrete pieces of information i.e. cadastre version of the local planning scheme zones, region schemes, R-Codes and so on. The integrated component of the database means that once all of the individual inputs have been identified, they can all be joined together using a tabular join through the common PIN number field across all datasets.

For this document, the ILID has been used to identify the lot potential and additional dwelling potential of all residential lots (with an R-Code identified in the *Shire of York Local Planning Scheme No.2*) in the Shire of York. Vacant lots were not included in this analysis.

ILID analysis in this document includes three key inputs: lot size, R-Code value and dwelling count/location. Constraints to subdivision such as heritage, infrastructure supply and environment are not variables included in this analysis, and as such, a significant proportion of the development potential may not be realised.

Definitions:

Lot potential is used to determine how many potential lots the R-Code intends to yield as a maximum. For example, a lot that has an R-Code of R20 has a planned density of a single 450 square metre lot; or a 900-square metre lot has the potential to create two 450 square metre lots. In any case the lot potential can only be calculated if there is an existing R-Code present.

Net dwellings, also known as additional dwelling potential, identifies the extra amount of dwellings a single lot can add on (disregarding the location of the current dwelling footprint and has a hundred per cent take-up rate). This is determined by the size of the lot and the current lot potential based on the R-Code planning and any existing dwellings.

Appendix 2

Integrated Regional Information System (IRIS)

The sections of this report discussing the development status of land zoned for residential, rural living, industrial and commercial purposes draw heavily on the tiered land supply assessment model; the central output of the Integrated Regional Information System (IRIS). The model is a geographic information system (GIS)-based tool used to assess key measures of land-use dynamics across Western Australia.

The IRIS model groups zones under all local planning schemes into primary, secondary and tertiary categories. This grouping of local planning scheme zones forms the zone 'catchment' for each category.

Tier one of the IRIS model groups local planning scheme zones into primary categories for analysis. The table below shows the groupings of the *Shire of York Local Planning Scheme No.2*.

Primary category (IRIS analysis)	Local planning scheme category
Residential	ResidentialRural TownsiteDevelopment
Rural living	 Rural Residential Rural Smallholdings
Industrial	Industry
Commercial	Town CentreMixed Business

Tier two of the IRIS model addresses the development status of each lot within the specified primary land-use category. Each cadastre (lot) within each primary land-use category is attributed one of three values (developed, undeveloped or unrated), based on information from Landgate's property valuation database.

Developed refers to lots that are zoned for development for the purposes of the specified primary land-use category for which premises information is captured in Landgate's property valuation database.

Undeveloped refers to lots that are zoned for development for the purposes of the specified primary land-use category that are recorded as vacant in Landgate's property valuation database.

Unrated refers to lots that are zoned for development for the purpose of the specified primary land-use category for which no vacant land or premises valuation information has been captured in Landgate's property valuation database. This may include State or local government owned lots or premises exempt from rates, Crown allotments, common property within lots on survey, newly created lots on survey, land otherwise exempt from rates and some public roads which are zoned for the primary land-use under the local planning scheme.

Tier three of the IRIS model refers to the nature of development by assessing the premises type against the land-use as indicated by the local planning scheme. Tier three of the IRIS model has not been included in analysis for this report as sites with identified development potential are described in Table 3 and Map 4 of this document.