



Our ref: TPS/3354
Enquiries: Paul Sewell
Email: Paul.Sewell@dplh.wa.gov.au

Chief Executive Officer
Shire of Narembeen
1 Longhurst Street
NAREMBEEN WA 6369

Transmission via electronic mail to: admin@narembeen.wa.gov.au; rmccall@narembeen.wa.gov.au

Dear Sir/Madam

REVIEW OF SHIRE OF NAREMBEEN LOCAL PLANNING SCHEME NO. 2

The Western Australian Planning Commission (Commission) has considered the report of review scheme under regulation 67 of the Planning and Development (Local Planning Schemes) Regulations 2015, and advises that it agrees with the recommendations of the report.

Pursuant to regulation 67(2) the Shire of Narembeen is required to publish the report and the Commission's decision on its website and have a copy of both available at your office for inspection.

Once the information has been published on your website, please advise the Commission of the date of publication, and provide a link to the published information to localplanningschemes@dplh.wa.gov.au

Please direct any queries about this matter to the abovementioned officer.

Yours sincerely

A handwritten signature in black ink that reads 'Sam Boucher'.

Ms Sam Boucher
Secretary
Western Australian Planning Commission

9/10/2025

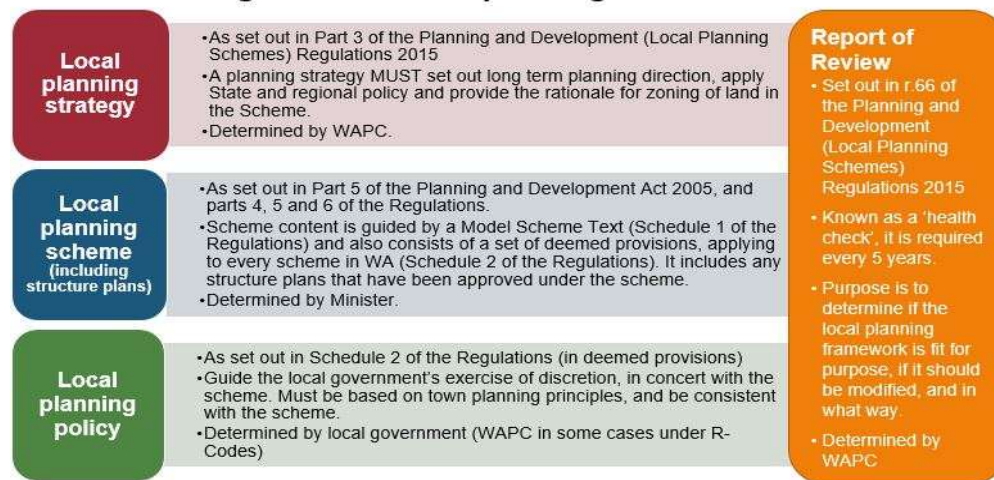
Shire of Narembeen – Report of Review

PART 1 - BACKGROUND

About the WA planning system

The key decision-makers in the Western Australian Planning system are the Minister for Planning, Western Australian Planning Commission (Commission) and local governments. Their roles and responsibilities are set out in legislation and regulation, principally the *Planning and Development Act 2005* and the *Planning and Development (Local Planning Schemes) Regulations 2015* (Regulations). As shown in **Figure 1**, the local planning framework consists of three key components – a local planning strategy, local planning scheme and local planning policies.

Figure 1 - the local planning framework



What is a Report of Review?

A Report of Review (RoR) is a health-check for the local planning framework, which is required to be prepared every 5 years to assess how the framework is operating, and if adjustments need to be made. A RoR is required to consider whether a local government's local planning strategy and local planning scheme, and any structure plans approved under the scheme are:

1. Satisfactory in their existing form; or
2. Should be amended; or
3. Should be revoked and/or have a new one prepared.

It is also recommended that local planning policies be considered as part of this review, but this is at the local government's discretion.

This RoR will examine the Shire of Narembeen's local planning framework and make recommendations to the Commission.

About the Shire of Narembeen

The Shire of Narembeen (Shire) is a local government area in the State's Wheatbelt planning region, about 64 km south of Merredin and about 286 km east of Perth. The Shire covers an area of approximately 2,833 km² (**Attachment 1 - Location Plan**). According to the Australian Bureau of Statistics (ABS), the Shire's Estimated Resident Population (ERP) was 833 persons in 2023. The key population centre is the Narembeen townsite. The Shire's key economic activity is broadscale agriculture, in particular cropping.

PART 2 - EXISTING LOCAL PLANNING FRAMEWORK

The Shire's local planning framework consists of:

Local Planning Scheme No.2 (Scheme 2) – Scheme 2, which applies to the whole of the Shire, was gazetted in 1999. Since gazettal, Scheme 2 has been amended five times, including a Scheme consolidation to incorporate changes introduced to the planning system that occurred following the introduction of the Regulations in 2015. **Attachment 2** provides an overview of these amendments.

Structure Plans - Scheme 2 provides that the Shire or the Commission may require a structure plan to be prepared prior to considering a subdivision or development proposal in the Residential Development zone. The Avoca Farm Structure Plan is the only structure plan in the Shire, supporting urban expansion to Narembeen townsite for residential and rural living lots, and is valid until 2035.

Local planning policies - the Shire has one active local planning policy relating to outbuildings.

The Shire does not currently have a local planning strategy.

PART 3 - PLANNING CONTEXT

This section identifies some drivers of change that are currently or anticipated to have implications for future land use planning over the next 10-15 years.

3.1 Population

3.1.1 Historical trends and forecasts

Between 2001 and 2021, the Shire's Estimated Resident Population (ERP) declined by approximately 140 persons from 963 (2001) to 820 (2021). This decline can be attributed to a broad range of factors such as aging population, fewer agricultural landholdings/businesses, variable economic activity and external employment opportunities.

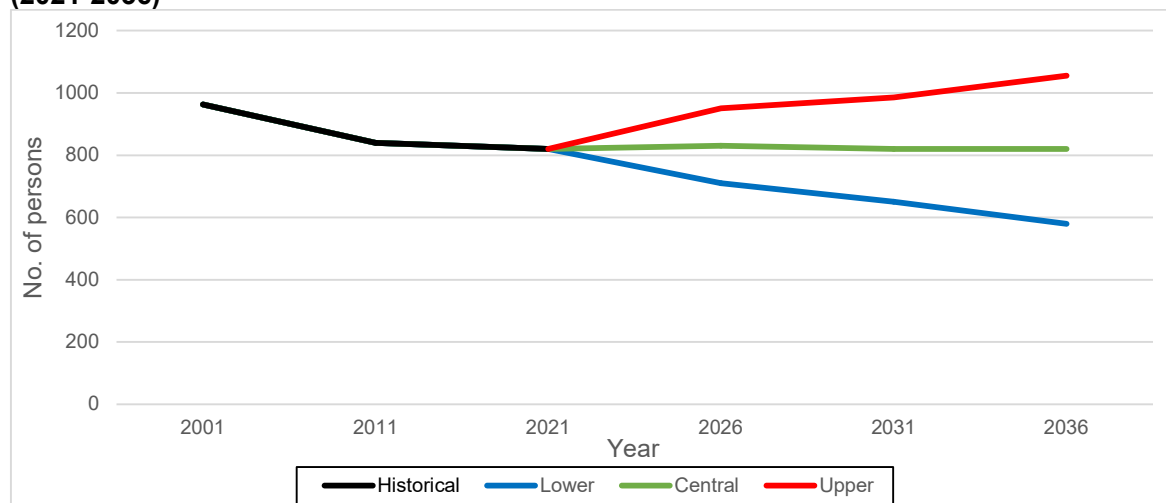
Population forecasts in the *Western Australia Tomorrow series No.12* (WA Tomorrow) (WAPC, 2025), indicate that the expected number of people living in the Shire between 2021 and 2036 is expected to be either static (Band Central – same population) or increase (Band Upper - 235 additional persons) (refer to **Table 1** and **Figure 2**).

Table 1 - Historical ERP (2001-2021) and population forecasts (2021-2036)

Historical Estimated Resident Population			WAPC Population Forecasts			
2001	2011	2021	Band	2026	2031	2036
963 (ERP)	839 (ERP)	820 (ERP)	Lower	710	650	580
901 (Census)	812 (Census)	787 (Census)	Central	830	820	820
			Upper	950	985	1,055
Notes: <ul style="list-style-type: none">Data for historic population was sourced from ABS Estimated Resident Population data (ABS, 2024) and the ABS's Quickstats database (2021 Australia, Census All persons QuickStats Australian Bureau of Statistics) (ABS, 2021).Population forecasts are based on the WAPC's WA Tomorrow Series 12 publication (WAPC, 2018). These forecasts are a series of possible population scenarios that are presented in 'bands'. Lower Band is the most conservative forecast while Upper Band is the most optimistic. These forecasts are based on historical fertility, mortality and migration trends.						

Source: ABS (2021), ABS (2024); WAPC (2025)

Figure 2 – Historical population change (ERP) (2001-2011) and WA Tomorrow forecasts (2021-2036)



Source: ABS (2023); WAPC (2018); DPLH (2024)

This forecast population change is expected to generate demand for between 0 additional dwellings (~ 0 p.a.) (Band Central) and 102 additional dwellings (~ 7 p.a.) (Band Upper) (refer to **Table 2**). An analysis of past trends and future requirements in respect to supply of land to service this demand is provided in **Part 4 - Land Supply**.

Table 2 - Estimated population and dwelling requirements

Current (2021)	Population/dwellings	
Population	Narembreen (LGA) = 820 persons (ABS ERP)	
	Narembreen (townsite) = 423 persons (2021 Census)	
Private dwellings	Narembreen (LGA) = 395 dwellings (2021 Census)	
	Narembreen (townsite) = 254 dwellings (2021 Census)	
Forecasts (2021-2036)	Central Band	Upper Band
Additional population	0 (~ 0 additional persons p.a.)	+235 (~ 16 additional persons p.a.)
Additional dwellings	0 (~ 0 additional dwellings p.a.)	+102 (~ 7 additional dwellings p.a.)
Notes: <ul style="list-style-type: none"> Base population and dwellings reflect historic ABS ERP (ABS, 2024) and Census data (ABS, 2021). The 2021 Census identified the Shire's household size as 2.5 persons per dwelling. The dwelling change calculations are based on the forecast population change for the Central and Upper bands for 2036-2021 divided by the average household size. Almost all the existing housing stock within the Shire is detached housing - none of the dwelling calculations in this contemplate medium (or higher) density housing typologies. 		

Source: ABS (2021), ABS (2024), WAPC (2025)

3.1.2 Population distribution

In 2021, the main population centre was the Narembreen townsite (423 persons or 51.5% of the Shire's population. Other gazetted townsites such as Emu Hill, Wogarl and Wadderin are uninhabited, but South Kumminin has one dwelling. The remainder of the population live in the rural hinterland within the localities of: Wadderin (100); Mount Walker (76); South Kumminin (85); Cramphorne (43 persons); West Holleaton (36); and Woolocutty (34).

3.1.3 Population retention

It is expected that the Narembreen townsite will continue to be the focus of the Shire's settlement pattern. Retaining population within existing townsites is a key consideration that requires intervention from local government across regional areas. This could include various strategies such as maintaining and developing community services (such as health and education), promoting flexibility to attract and retail services and business, and facilitating provision of a range of types, including for the ageing population. Strategies to address population loss and promoting

retention/growth into the future should underpin land use planning within the Shire including the local planning strategy, providing a flexible and responsive local planning scheme and supporting decision making through preparation of relevant local planning policies.

3.1.4 Ageing population

ABS age profile data indicates that the proportion of the Shire's population that is over 65 years of age continues to be well above the State's average (refer to **Table 3**). WA Tomorrow predicts that by 2036 the persons in this cohort will account for 32.6% of the population. The ageing population profile needs to adequately cater for needs of this cohort, particularly their accommodation needs while ensuring access to medical and support services. While accommodation to allow ageing in place is provided in the Narembeen townsite (mostly by the Shire) the accommodation needs of the cohort should continue to be monitored with strategies regularly reviewed to ensure housing and developable land are available and funding support from Government agencies to facilitate provision of services and dwelling construction is leveraged. The local planning framework, including the local planning strategy and the local planning Scheme have role to play meeting the needs of this age cohort.

Table 3 – Proportion of the population aged over 65 years

	Census			WA Tomorrow
	2001	2011	2021	2036
Narembeen LGA	13.7%	21.9%	25%	32.6%
Western Australia	11.2%	12.4%	16.1%	19.4%

Source: ABS (2021), WAPC (2025)

3.1.5 Transient workforce

Approximately 6% of the Shire of Narembeen on the night of the 2021 Census were of working age that usually reside in other places across Western Australia. At that time, much of this population were fly-in/fly-out or drive-in/drive-out workers employed at the Tampia Gold Mine, which has since ceased operations. Accommodating transient workforces is an issue that can be addressed through the land use planning framework, such as through the preparation a new local planning strategy by identifying relevant strategic directions and actions and addressing the issue in the Scheme.

3.1.6 Updating the local planning framework

As part of preparing a new local planning strategy for the Shire, it will be necessary to identify key issues and opportunities relating to population, including retention in the Shire's settlements, particularly retention of population in the Narembeen townsite, the need to provide accommodation options to cater for the ageing population, provision of workforce accommodation and release of land in response to demand (see Section 4 of this document). In response to these issues/opportunities the Strategy will define specific strategic directions and actions relevant to land use planning to respond to trends and issues. The Strategy will also investigate whether changes to the Scheme are required to address the population issues addressed above.

3.2 Economy

In 2021, the Shire's output was \$189m or 1.2% of the total economic output for the Wheatbelt region. There are approximately 150 businesses in the Shire with 71 of these providing 362 jobs or 0.6% of employment across the Wheatbelt region. The key sectors in terms of output/employment were 'Agriculture, Forestry and Fishing' (\$90m/186 jobs, including managers of farms), 'Mining' (\$39.9m/13 jobs), Manufacturing (\$23m/25 jobs) and 'Construction' (\$7.8m/9 jobs).

3.2.1 Agriculture/Rural

Agricultural landholdings dominate the landscape with approximately 341,280ha ha or 89% of the Shire's land area (ABARES, 2023) used for dryland cropping. There are 84 farming businesses that are mostly farms that have mixed outputs such as growing grains (wheat/barley), canola, legumes and/or livestock (sheep/lambs).

Co-operative Bulk Handling (CBH) maintains a presence in the Shire with grain receival/storage/distribution facilities operating at Narembeen and Mt Walker. CBH links growers to the wider supply chain so their produce can be exported to interstate and overseas markets. CBH's grain receival/storage/distribution facility also provides opportunities for permanent and seasonal employment (particularly during the harvest period). CBH is currently implementing its Network Strategy, which seeks to upgrade facilities across its supply chain network.

The agriculture sector faces a range of challenges, including adoption of climate-resilient agriculture management practices, access to water resources, provision and adaption of infrastructure, management of dryland salinity, reducing carbon emissions, protecting and enhancing biodiversity values, management of off-site impacts, and catering for workforce accommodation. The Shire's priority is to protect and support agricultural activity as well as encouraging other appropriate land uses that do not have local adverse impacts, or for which any impacts can be managed.

There are also opportunities for tree farming in the Shire which can provide economic benefits to the farmer (owner), the local community, and various industries as well as environmental and social benefits. The opportunities include carbon sequestration and carbon farming in context to government schemes, arresting rising dryland salinity around valley floors, regenerating native vegetation to arrest soil erosion and provide habitat for endemic fauna, growing native sandalwood for pharmaceutical production and oil mallees for biofuel production.

To support the agricultural sector and protect rural land, preparing new Strategy and updating the Scheme should seek to discourage fragmentation of rural land through implementation of *State Planning Policy 2.5 – Rural planning and Development Control Policy 3.4 – Subdivision of Rural land*. The Scheme will need to incorporate contemporary model land uses; prescribing suitable permissibility in the zoning table; updating existing or introducing new local planning policies; and providing contemporary guidance on relevant issues, including consideration/assessment of rural intensive agriculture proposals, housing for workers and family members involved in farming operations and tree farms/plantations.

3.2.2 Mining of mineral resources and extractive industries

There is currently no operational mine in the Shire after the closure of the Tampia gold mine, which was located 12km south of Narembeen, in 2023. The Department of Energy, Mines, Industry Regulation and Safety (DEMIRS) have identified several prospective mineral resource sites in the Shire and the prospects for discovering new mineral resource areas and future mining activity are good when noting: prospective gold and silver ore deposits around the Tampia mine site; deposits of iron and magnetite ores in the western portions of the Shire; the presence of geologic formations known as 'greenstone belts' (which often contain gold, silver, copper, zinc, lead and other mineral ores); and the confirmed presence of 'critical minerals' (refer to **Attachment 3** for definition of this term) including rare earth elements, lithium and tantalum.

Extractive industries are important for the supply of basic raw materials (BRM) essential for the construction of housing, roads, other infrastructure and agricultural production. BRM extracted, or have potential for extraction, in the Shire include gravel and gypsum. Mapping of BRM significant geological supply areas and extraction sites have not been undertaken for the Shire.

As with all mineral resources, future mining operations need to be economically viable and capable of addressing Aboriginal cultural heritage, environmental and social concerns. However, there is a need for the local planning framework to facilitate mining activities and BRM extraction by identifying resources. This may include, as part of preparing the Strategy, investigating issues/opportunities relevant to both activities and defining relevant actions such as how the *Planning and Development Act 2005* and the *Mining Act 1978* interact when mining operations are proposed on Rural land, identifying mineral and BRM resources. A review of the Scheme may also highlight other opportunities to incorporate contemporary guidance within the State Planning Framework relating to mining particularly the assessment of workforce accommodation (as discussed above).

3.2.3 Renewable energy

There are currently no renewable energy facilities (REF) in the Shire. However, there are good prospects for future development of REF projects particularly in the western parts of the Shire that are adjacent to the South West Interconnected System (SWIS). There is SWIS transmission line approximately 10km west of the Kondinin-Narembeen Road in the southern part of the Shire and 15km west of Narembeen townsite. Electricity is/will be generated by three significant existing/proposed REF in the neighbouring Shire(s) of Merredin and Kondinin at the Collgar Wind Farm (Shire of Merredin), proposed Kondinin Wind Farm (Shire of Kondinin); and proposed King Rocks Wind Farm (Shire of Kondinin). Due to the close proximity of the King Rocks REF site to the SWIS transmission line that runs through the south-eastern corner of the Shire, there is an opportunity to service the eastern parts of the Shire.

3.2.4 Supporting industries

Key supporting industrial activities within the Shire include bulk grain storage/handling, transport (freight services), provision of agricultural supplies, agricultural machinery servicing, building and other household services, motor vehicle supplies/repairs and government services (road construction/maintenance). These industries are important to local employment and the local economy and, therefore, land use conflict should be averted to ensure industrial development is facilitated and not constrained. There is a dedicated industrial area in the southern outskirts of the townsite, which is located away from residential areas, that services the agriculture and construction sectors.

CBH's landholdings and facilities near the Narembeen townsite is partly zoned Farming or Special Use while its Mount Walker site is zoned Farming. The facilities at South Kuminin and Wogarl are located on land that is reserved for railways. Bulk grain storage and handling facilities, due to their industrial nature reliance of heavy freight transport modes can be responsible for generating off-site impacts (i.e. dust, noise, and traffic). Therefore, due regard will need to be given to siting of sensitive land uses, the establishment of vegetated buffers and the capacity of the transport infrastructure servicing these facilities.

3.2.5 Town Centre

The area zoned Town Centre and land reserved for Public Purposes under Scheme 2 in the Narembeen townsite is the Shire's key 'activity centre' that provides a range of retail, hospitality, municipal, professional and other commercial services that cater for the townsite's population as well as people living in the Shire's rural hinterland and neighbouring Shires. The town centre has recently been subject to upgrades along the main street. Further activation of passive sites (i.e. vacant shops and under-developed land) and other improvements are being addressed through the *Narembeen Town Centre Revitalisation Concept Implementation Report* (Shire of Narembeen, 2023).

3.2.6 Tourism

Tourism attractions within the Shire include Wadderin Wildlife Sanctuary, Wakeman Ski Lake, Hidden Hollow Walk Trail, Mount Walker Golf Course, Avoca Farm, Roe Dam and Roe Lookout; natural features such as Walker Lake and other dedicated nature reserves; and historic heritage (e.g. early settlement buildings, Rabbit-proof Fence No.1 and museums). There are several tourism initiatives that seek to promote self-drive trails such as 'Public Silo Trail', 'Pathways to Wave Rock Trail' and 'Granite Woodlands and Discovery Trail'. These trails have the potential to increase visitor traffic and demand for tourism accommodation/amenities. Seasonal wildflowers are also a significant tourism attraction between August and October. Narembeen is part of the network of 'Astro-tourism Towns' with observation sites at Apex Park, Avoca Farm, Walker Lake and Roe Lookout. The Narembeen townsite provides most of the Shire's tourism accommodation, including hotels/motels and caravan parks/camping grounds, while there are limited accommodation options in rural areas with only two rural sites zoned for a wider range of tourism accommodation that hosted short-term rental accommodation.

The South West Native Title Settlement process and the Aboriginal Heritage Survey Program may identify and unlock other sites, such as UCL or unmanaged Crown reserves, for future tourism purposes.

3.2.7 Updating the local planning framework

As part of preparing a new local planning strategy for the Shire, it will be necessary to identify key issues and opportunities relating to the Shire's key economic activities and define specific land strategic directions and actions relating to land uses such as broadscale agriculture, tree farms, renewable energy, tourism, mining/BRM, supporting industries and the town centre. It will also be necessary investigate whether changes to the Scheme are required to facilitate economic development, for example: including contemporary land use uses classes relating to agriculture, tourism, and renewable energy; incorporating additional zones and rezoning land (as may be required); reviewing permissibility relating to tourism, agriculture, mining and renewable energy in the zoning table and inserting relevant provisions to guide development in Part 3 and Part 4

3.3 Environment

Land use planning plays a key role in ensuring that the impacts of subdivision and development on the environment and natural resources are appropriately managed. The State Land Use Planning Framework through State Planning Policy 2.0 – Environment and natural resources (SPP 2.0) and outlines environment and natural resource management needs to be integrated with the broader land use planning and decision to protect, conserve and enhance the natural environment. Other more specific State Planning Policies more specifically address issues such as management of water resources and bushfire risk. A brief outline of environmental issues within the Shire is provided below:

3.3.1 Landforms

The Shire's landscape mostly consists of a gently undulating with low relief with some granite outcrops and chains of salt lakes. Narembeen town is situated on relatively flat land, around the 276m AHD, and rising to 282m to the north (site of workforce accommodation) and 290m to the north-west (zoned Rural Enterprise), with the low points being Walker Lake to the west and Wakeman Creek to the south at around 272m AHD.

3.3.2 Soils

Soils across the Shire vary from clays to sands and granite outcrops. Gypsum dunes also occur in the area. The soils within the Narembeen townsite are mainly red sandy loams.

3.3.3 Biodiversity

Much of the vegetation that remains in the Avon bioregion consists of mixed eucalypt woodlands on granite-derived soils and alluvial soils, while the sandplains and uplands consist of species-rich scrub-heath vegetation. Across the Shire, vegetation occurs that is classified as Threatened and Priority Ecological Community under Western Australian legislation and/or Threatened Ecological Communities under Commonwealth legislation. Valley floor and saline land vegetation associated with salt lake wetlands, and rare/priority flora provide habitat for fauna species, some of which are threatened/endangered/vulnerable such as the curlew sandpiper, numbat, Western Quoll and Carnaby's Black Cockatoos.

3.3.4 Conservation reserves

According to the Department of Agriculture, Fisheries and Forestry, nature conservation comprises 4,630ha or 1.22% of the Shire. The largest nature/conservation reserves include Wadderin Reserve, Billericay Nature Reserve, South Kuminin Nature Reserve, Roach Nature Reserve, Mount Cramphorne Nature Reserve, Cairn Nature Reserve, Welsh Nature Reserve and Borayukkin Rock Nature Reserve.

3.3.5 Bushfire

Large areas throughout the Shire are designated as 'bushfire prone areas', as published by the Fire and Emergency Commissioner. Land use planning in bushfire prone areas must have due regard to the Commission's State Planning Policy 3.7 - Bushfire and associated Guidelines. This includes the fringes of the Narembeen townsites that are associated with the riparian zone of waterways/drainage lines, the foreshore area of Walker Lake, roadside vegetation and revegetation at Avoca Farm. The other gazetted townsites are entirely declared bushfire prone area due to the dense vegetation coverage.

3.3.6 Water Resources

Surface water

Surface water within the Shire is contained within the Swan-Avon-Lockhart River catchment. There are 13 significant dams that mostly provide non-potable water for firefighting and the agricultural sector. These are managed by Water Corporation, Department of Water and Environmental Regulation, the Department of Biodiversity, Conservation and Attractions and the Shire of Narembeen.

Drainage/hydrology

Hydrology within the Shire consists of smooth to irregularly undulating plains dominated by salt lake chains within an ancient valley drainage system. The Narembeen townsites are sited within this ancient valley and part of the town is approximately 50cm above the valley floor. Due to low valley floor gradients and low rainfall, the drainage system will not function as a continuous entity and water will not flow to the Avon River unless there is heavy and prolonged rainfall event. While the Department of Water and Environmental Regulation has not prepared floodplain mapping for the Shire, a drainage study in 1995 predicted the western part of the town, adjacent to Walker Lake, to be affected by a 1 in 100-year flood event at 275.4m AHD. The town was partly inundated in 2000 and 2017. This issue will need to further be investigated as part of preparing the Strategy and in the Scheme.

Groundwater

Groundwater within the Swan-Avon-Lockhart River Catchment is within two metres of ground level in valley floors and greater than ten metres in upper slope areas. Groundwater salinity is very high in the valley floors and beneath the salt lakes and in deep aquifers in lower sub-catchment areas. Groundwater depth (below ground level) at the Narembeen townsites is between 2m and 3m.

3.3.7 Climate change

The issues associated with climate change impacting the Shire include more frequent extreme weather events resulting in drought, bushfires, water/soil erosion and flood risk from intensive rainfall events and shortage of potable water impacting biodiversity, agricultural production and general liveability. Consequently, the key challenges for the Shire include the management issues associated with agriculture, the remaining natural areas/biodiversity, water resources, salinity management and responding to bushfire risk generally and to the townsites.

3.3.8 Updating the local planning framework

A new Strategy could identify specific land use actions and strategic directions relating to protection, conservation and management of the Shire's environmental assets. This could include integrating the directions for land use planning contained in key State Planning Policies, such as SPP 2.0, SPP 2.5, SPP 2.9 – Planning for water, SPP 3.7 – Bushfire risk and the Government Sewerage Policy. Some of the Commission's development control policies and position statements will also be relevant. When reviewing the Scheme, consideration should be given as to whether new model zones, such as the Environmental Conservation zone should be inserted into the Scheme Specific and a review of zone-specific and general development provisions relating to development environmental matters in Part 3 and Part 4 should be undertaken with existing content modified and new added (as required).

PART 4 - LAND SUPPLY

This section evaluates land supply requirements in response to the key drivers identified in **Part 3**.

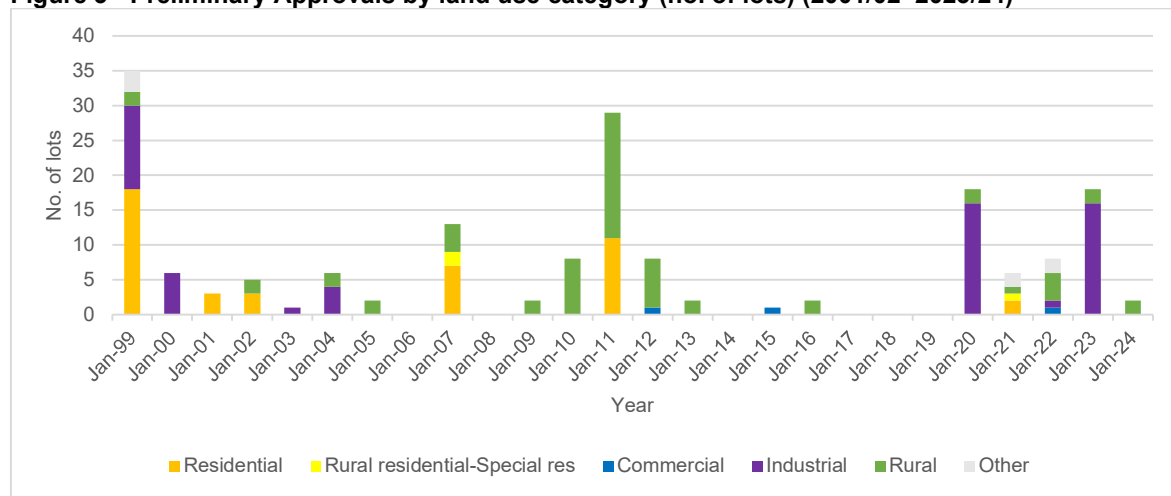
4.1 Subdivision activity

When the Commission determines subdivision applications, these are typically given preliminary approval, subject to conditions. When conditions have been fulfilled, applicants may then proceed to final approval, where new lot titles are issued.

4.1.1 Preliminary Subdivision approvals

Since gazettal of Scheme 2 in 1999, 175 lots (~ 7 lots p.a.) have received Preliminary Approval across the Shire. Of these, 44 were for residential purposes (25% ~ 2 lots p.a.), 56 were for industrial (32% ~2 lots p.a.), three were for commercial and seven for other purposes within the Narembeen townsite. Outside of the townsite Preliminary Approval was issued to 62 lots in the Rural zone and three lots were zoned for rural living purposes.

Figure 3 - Preliminary Approvals by land use category (no. of lots) (2001/02–2023/24)



Source: DPLH (2025)

4.1.2 Final Subdivision approvals

Since gazettal of Scheme 2 in 1999, 141 lots (~ 6 lots p.a.) received Final Approval across the Shire. Of these, 33 were for Residential purposes (21% ~ 1 lots p.a.), two were zoned Commercial, seven for Industrial purposes in the Narembeen townsite. Outside of the Narembeen townsite, 85 lots zoned for Rural purposes, one lot zoned Rural Residential and 24 lots that are zoned for 'Other' purposes received Final Approval.

4.2 Development activity

Development applications are typically determined by the Shire, Regional Development Assessment Panel or State Development Assessment Panel and are typically approved with conditions that must be complied with.

4.2.1 Building commencements

Since 2010/11, there have been 76 building commencements (5 p.a.) for - Residential dwellings (21 or ~1 p.a.), Outbuildings (44 or 2 p.a.) Commercial/Industrial purposes (7 or 0.5 p.a.) and Community services (4 or 0.3 p.a.).

Table 6 – Building commencements (2010/11-2023/24)

Year	No. building commencements	Type of development			
		Residential dwellings	Outbuildings	Commercial/ Industrial purposes	Community services
2023/24	6	1	5	0	0
2022/23	6	2	4	0	0
2021/22	5	2	3	0	0
2020/21	7	4	0	3	0
2019/20	3	2	1	0	0
2018/19	8	2	6	0	0
2017/18	3	1	1	0	1
2016/17	4	0	3	0	1
2015/16	6	1	5	0	0
2014/15	2	0	2	0	0
2013/14	6	2	3	1	0
2012/13	0	0	0	0	0
2011/12	12	3	7	1	1
2010/11	8	1	4	2	1
Total	76	21	44	7	4

Source: Shire of Narembeen (2025)

4.2.2 Regional Development Assessment Panel

No applications have been lodged with the Regional Development Assessment Panel.

4.2.3 State Development Assessment Unit

No applications have been lodged with the State Development Assessment Unit.

4.3 Future land supply requirements

To evaluate future land supply, this analysis uses data collated by the Valuer General's Office. This dataset provides a breakdown of land development status by classifying zoned land as 'developed', 'undeveloped' and 'unrated' (refer to **Attachment 4** for a description of these terms).

Table 5 provides a Shire overview of land development status.

4.3.1 Residential

There are 272 lots zoned Residential within the Narembeen townsite. Of these lots, 231 are classified as 'Developed' and 17 are vacant. Most of these lots have a residential density code of R12.5 although is one area in the northeast of the townsite that has an R-Code of R2/12.5 and one other small area that has an R-Code of R2.5. The 2021 Census indicated that there were 344 occupied private dwellings in the townsite of which 72 were 'unoccupied'.

Most of the lots zoned Residential range in size from 900-1,200m² but there are some larger lots that have sizes ranging from 2,000-5,000m². It may be possible to re-subdivide these further given the minimum lot size for the R12.5 density code is 800m². To facilitate this 'brownfield' subdivision it will be necessary, however, for lots to be capable of being connected to the reticulated sewer network, and it may also be necessary to address any other site constraints that might be present.

There are also (approx.) 30ha of 'Unrated' land that is zoned either Residential or Residential Development to the north and east of the gazetted townsite that could be utilised in the future for residential purposes. However, releasing this land may require constraints to be addressed such: preparation of structure plans, achieving compliance with State Planning Policy (particularly SPP 3.7), appropriate management of environmental issues and/or connection to utility services (power, water and/or reticulated sewerage).

Further, there is also large land area (130ha) zoned Rural Enterprise on the western boundary of the townsite. The purpose of this zone is to provide larger lots that can accommodate residential

and light industrial land uses on the same lot. If this land was developed with a minimum lot of approximately 4ha, this area could accommodate an additional 25-30 lots.

Adequacy of (residential) land supply

The current residential land supply is considered to be adequate to meet the requirements of population forecasts for the Central Band (medium growth). However, should population and economic drivers cause the population to track towards the Upper Band (high growth) forecast it may be necessary to release additional land for residential purposes. At the present time, opportunities to release additional land is comprised of:

- 17 'Vacant' lots zoned Residential in the townsite that can accommodate a single dwelling;
- 71 'unoccupied' private dwellings;
- 31.4 ha of greenfield land that is zoned Residential or Residential Development that may be capable of future subdivision subject to resolution of constraints;
- subdivision of larger existing lots to create smaller lots given consistent minimum lot size requirements for the prevailing R-Code or the upcoding and re-subdivision of land at the higher density subject to resolution of constraints.

4.3.2 Rural Townsite

There are 33 lots zoned Rural Townsite in the South Kumminin townsite. Of these lots, one is 'developed' with remaining 31 lots are classified as either 'Vacant' or 'Unrated'. Except for three lots that are privately owned, most of this land within the townsite is Unallocated Crown Land, land that is reserved or land that is owned by or vested in the Shire. It may be possible to develop on nine of these lots that front onto the Kondinin-Narembeen Road as these are capable of being connected to reticulated water and power. The remaining lots, however, are remote from services or do not have constructed road frontage.

4.3.4 Workforce accommodation

A 120-bed workforce accommodation facility was completed in March 2021 on Lot 16224 Narembeen-Merredin Road, 500m from the northern edge of Narembeen townsite, on Shire-owned land that is zoned Residential Development under the local planning scheme. The future of this facility is currently being reassessed. Demand for workforce accommodation generated by future mining operations and other industries within 30km of Narembeen townsite is still being assessed, while the remote eastern part of the Shire would require on-site facilities on rural zoned land.

4.3.5 Aged Persons Accommodation

Aged persons accommodation within the Narembeen, which includes Koolberrin Lodge (includes high level care) at the Narembeen Hospital and Narembeen Homes for the Aged (12 units).

4.3.6 Town Centre

The town's main commercial area is comprised of 48 lots zoned Town Centre. Of these lots, 34 are 'Developed', three are 'Vacant' and 11 are 'Unrated'. The current supply of Commercial land is sufficient land zoned to meet current and future demand.

However, there are some existing businesses, which were established under a previous town planning scheme, that are purpose built and now operate in residential zone under non-conforming use rights. Examples include: 10-12 Doreen Street, which are owned by the Shire, and used by a motor vehicle repair and carpentry business. Another example is an existing mechanical repair business operating in an industrial style shed at 2-6 Doreen Street that was, historically, used as a service station dating back to the 1960's. These businesses are important for the town and, rather than be hindered by non-conforming use rights, the Shire is pursuing a scheme amendment to allow Additional Use rights by introducing special conditions to improve future development controls.

4.3.7 Industrial

There are 22 lots zoned for Industrial purposes on the southern boundary of the townsite along either side of the Kondinin-Narembeen Road. Of these lots, 16 are 'Developed' and eight are vacant. This includes a 10ha greenfield subdivision site that was conditionally approved to create 17 lots ranging from 2,011m² to 1.4ha in 2022. Land supply for small-scale light industrial uses on lots ranging in size from 1,000–2000m² may need to be addressed to cater for future service industries.

4.3.8 Rural land

Outside of the townsites land is mostly zoned Rural or as local reserves for various purposes. A review of the maximum number of dwellings on rural zoned land and homestead lots is required to cater for the housing needs of family members involved in farming operations and farm workers without subdivision for new titles.

4.3.9 Special Use zones

Some of the Special Use zones in Narembeen townsite need to be reviewed as the current Scheme provisions are basic. This may include incorporating greater flexibility to allow a wider range of land uses within these zones and ensuring that zone provisions are 'fit for purpose' so that new businesses looking to move into the town can be accommodated.

For example, there was a seed cleaning business operating from Lot 2 Latham Street, but it has not been operating for some years. The Shire has received enquiries from interested parties looking at buying the land and using it for other purposes. However, an amendment to the scheme will be required to facilitate any land use other than 'seed cleaning' and this may not be attractive to a prospective landowner.

A Local Planning Strategy should include a review of all existing Special use zones. Consultation is also required with CBH, key industry for the town, to ensure that it's grain receival/storage/distribution facilities are appropriately zoned to support their on-going operations,

Table 5 - Land development status

Townsites	Zone (Land use)	Developed		Vacant		Unrated	
		Lots	Ha	Lots	Ha	Lots	Ha
Narembeen	Residential	231	24.9	17	2.04	24	6.34
	Residential Development	0	0	0	0	1	24.67
	Rural Enterprise	0	0	0	0	2	130
	Town Centre	34	3.85	3	0.53	11	0.84
	Industrial	5	3.37	2	0.35	0	0
South Kumminin	Rural Townsite	1	0.1	10	1.01	23	4.40

Source: DLPH (2025)

PART 5 - EVALUATION OF EXISTING LOCAL PLANNING FRAMEWORK

This part evaluates the Shire's existing local planning framework given the planning context presented in Part 3 and the assessment of land supply and demand in Part 4.

As required by the Regulations, this part of the report considers whether the Shire's Local Planning Strategy, Local Planning Scheme, Structure Plans and Local Planning Policies are satisfactory in their existing form; or should be amended; or should be revoked and new ones prepared.

5.1 Local Planning Strategy

At the present time the Shire does not have a local planning strategy. This has implications for responsiveness of the local planning framework to current and emerging land use

issues/opportunities that are influencing the Shire. As outlined in Part 3 of this Report of Review, key issues for consideration during preparation of the Strategy include:

- retaining the Shire's population;
- ensuring services are of sufficient capacity to service the needs of the population;
- providing different and new forms of housing;
- ensuring there is an adequate supply of land for a range of land uses (residential, commercial, industrial, commercial) within Narembeen;
- facilitating existing and new mining operations and renewable energy proposals;
- providing for workforce accommodation;
- expanding tourism opportunities (both attractions and accommodation);
- regulating short-term rental accommodation;
- managing use of rural land and protecting the agricultural sector;
- managing environmental assets (such as water resources and biodiversity assets) and the addressing the impacts of climate change; and
- managing bushfire risk across the Shire.

A local planning strategy also plays a key role in investigating how Local Planning Scheme No. 2 could be updated to ensure it is contemporary and up to date (see Section 5.2 below).

Therefore, it is recommended that the Shire prepare its first (new) local planning strategy to: set out the long-term planning directions for the local government; apply any State or regional planning policy that is relevant to the strategy; and provide the rationale for any zoning or classification of the land under the local planning scheme.

The new local planning strategy will be prepared in accordance with the Commission's Local Planning Strategy Guidelines (published in 2023) (Local Planning Strategy Guidelines). These guidelines provide the guiding principles, procedural steps and recommended content for a Strategy. A Strategy is comprised of two parts – **Part 1** and **Part 2**:

- **Part 1** outlines the 15-year vision for how land use change and development will occur within the Shire; identifies relevant planning issues/opportunities and defines planning directions/actions under key themes that are generally identified in the State's Land Use Planning Framework, such as: urban growth and settlement, economy, environment, and infrastructure.
- **Part 2** provides the background, context and justification for the planning issues/opportunities, planning directions, and actions identified in Part 1.

5.2 Local Planning Scheme No. 2 ('Scheme 2')

The local planning scheme and supporting local planning instruments (such as local planning policies) give effect to local strategic planning through statutory land use and development control. Scheme 2 was gazetted in 1999 and has been amended five times: twice to rezone land, once to incorporate the (then) Deemed provisions set out in the *Planning and Development (Local Planning Schemes) Regulations 2015* Schedule 2; and to make administrative changes and corrections as required (refer to **Attachment 2**).

While Scheme 2 has provided for flexible decision making, it has not been regularly updated to: address contemporary land use planning issues/opportunities as would be identified in a local planning strategy; apply the current State Land Use Planning Framework; and reflect recent updates/changes to the Regulations.

To ensure the Scheme is contemporary and fit-for-purpose it is recommended that the Scheme be amended following the preparation of the new Strategy. Implementing the required changes will best be achieved via a standard omnibus amendment, in accordance with the Regulations,

where a suite of changes to the Scheme are implemented as part of one process. Broadly, amending Scheme 2 will involve –

- a) aligning the document structure and clauses with the updated Model Scheme Text;
- b) actioning recommendations from the new Strategy relating to the Scheme;
- c) incorporating contemporary land use terms and definitions;
- d) considering whether new scheme reserves and zones should be incorporated;
- e) prescribing appropriate permissibility representations in the zoning table;
- f) identifying development does not require development approval;
- g) rationalising/updating existing clauses and adding new provisions relating to zone-specific and general development;
- h) rationalising/updating special control areas, schedules; and
- i) modifying the scheme maps to align with the updated scheme text.

5.3 Structure Plans

Scheme 2 provides that the Shire or the Commission may require the preparation of a structure plan prior to the considering a subdivision or development proposal in the Residential Development zone. One structure plan has been prepared under Scheme 2.

5.4 Local planning policies

It is recommended that local planning policies be reviewed as part of amending the Scheme to ensure they reflect contemporary guidance on the specific issues.

5.5 Reviewing the local planning framework

In late 2024, the Shire approached the Department seeking its advice on undertaking a review of its local planning framework. Around this time, it is understood that the neighbouring Shire of Kondinin made a similar request. Following preliminary discussions with both Narembeen and the Shire, the Department accepted a request to address the four local governments (the Shire(s) of Corrigin, Kondinin, Kulin, and Narembeen) at the February meeting of the Roe Regional Organisation of Councils (RoeROC) about reviewing their respective local planning frameworks.

5.5.1 Report of Review

At the RoeROC meeting, the Department broadly outlined that the first step in reviewing a local planning framework is to prepare a report of review (RoR). The RoeROC subsequently advised that its members are committed to preparing a RoR as it provides an examination of the Shire's local planning framework. The Shire will now forward this RoR, including Council's recommendations, to the Commission for its consideration.

5.5.2 Local Planning Strategy

The discussion during the RoeROC meeting also highlighted that none of the local planning frameworks for the shires comprising RoeROC currently have a local planning strategy. In addressing the requirement for a strategy, the Department advised that there may be an opportunity for each of the RoeROC members to work collaboratively to prepare a joint Strategy.

Joint local planning strategies have been prepared for several locations across the Wheatbelt region, including Quairading/Cunderdin/Tammin in 2021 and, more recently, for the Shire(s) of Williams, West Arthur and Wagin during 2023-2024. Both strategy documents identified land use planning issues/opportunities and defined strategic directions/actions common to each participating local government while also investigating specific issues/opportunities and directions/actions affecting the individual LGAs.

Some of the key reasons for preparing a joint Strategy include the opportunity to share costs (i.e. mapping); and prepare a streamlined Strategy document that has a singular Part 1 and a singular Part 2 relevant to each participating local government instead of four separate documents as would be the case if each local government prepared its own strategy document.

Following this discussion, the RoeROC advised the Department that its members will give 'consideration to working collaboratively (pending Report of Review recommendations) to develop a joint Local Planning Strategy'. Shire officers consider a joint approach to be a pragmatic option as the RoeROC local governments comprise a geographic cluster where population, economic, and environmental drivers are (likely to be) relatively homogenous. The collaborative approach also provides an opportunity for cost savings (as outlined above).

The Department has advised that once each member local government has considered its RoR and advised of their willingness (or otherwise) to collaborate on preparing a joint Strategy it will then work further with participants to prepare a detailed project and communications plan that will guide preparation of a joint Strategy through 2025 and 2026.

5.5.3 Local Planning Scheme

The omnibus amendment to the Scheme will commence after the local planning strategy has been finalised. It is anticipated that the earliest commencement for this phase of reviewing the local planning review framework would be late 2026 with finalisation of the amendment occur during mid/late 2027. The Shire will progress the required amendment in consultation with the Department.

5.5.4 Structure Plans

The review of the existing structure plans can commence during preparation of the Strategy and is likely to be completed at the same time as the Scheme amendment.

5.5.5 Local Planning Policies

The required review of the Shire's local planning policies is expected to be completed after the Scheme amendment as this process have some implications for the policy framework.

PART 6 - RECOMMENDATION

That Council:

1. Pursuant to Regulation 66(1)(b) and (c) of the *Planning and Development (Local Planning Schemes) Regulations 2015* approve the Report of Review and forward a copy of the Report to the Western Australian Planning Commission.
2. Pursuant to Regulation 66(3)(a), (b) and (c) of the *Planning and Development (Local Planning Schemes) Regulations 2015* recommend to the Western Australian Planning Commission that the Shire:
 - (a) Prepare its first Local Planning Strategy by participating in a joint local planning strategy with surrounding local governments that will set out the long-term planning directions for the local government; apply any State or regional planning policy that is relevant to the strategy; and provide the rationale for any zoning or classification of the land under the local planning scheme; and
 - (b) Amend Local Planning Scheme No. 2 via an omnibus amendment to incorporate recommendations of the new Local Planning Strategy and align it with the Model Scheme Text and the Deemed Provisions contained in the *Planning and Development (Local Planning Schemes) Regulations 2015*; and
 - (c) Assess any structure plans and determine whether these are satisfactory or should be amended or have approval revoked as part of preparing the new Local Planning Strategy and amending Local Planning Scheme No. 2.

3. As part of preparing the new Local Planning Strategy and amending Local Planning Scheme No. 2 assess its existing local planning policies to determine:
 - (a) Which policies are satisfactory; or
 - (b) Should be amended or should be revoked; and
 - (c) Whether any new local planning policies are required.

Attachment 1 - Location Plan



Attachment 2 – Amendments to Local Planning Scheme No. 2 since gazettal

No	Gazettal date	Details (summary)
2	GD 1/9/06	<ul style="list-style-type: none"> modifying clause 4.15.4 Subdivision by adding clauses (e) and (f).
3	GD 7/4/09	<ul style="list-style-type: none"> adding 'Conservation' as a reserve in Clause 2.1 inserting definitions "reception centre", "chalet", "guesthouse" and "farm stay". inserting Additional Use Area 1 "Part of Lot 18322 Dixon Road, Wadderin". inserting Special Use Area "Lots 25118 and 28512 Soldiers Road, Mount Walker"
4	GD 15/7/11	<ul style="list-style-type: none"> Inserting new clause "4.2 Objectives of the Zone". Inserting new column in table 1 – zoning table titled "Residential Development". Inserting new clauses 4.16 and 4.17
6	GD 8/3/16	<ul style="list-style-type: none"> Re-zoning Lot 301 (No 6) and Lot 302 (No 4) Thomas Street, Narembeen from 'Special Use' to 'Town Centre Re-zoning Lots 63 and Lot 64 Doreen Street, Lots 79 and Lot 80 Thomas Street, Narembeen from 'Special Use' to 'Residential' with an 'R12.5' density code Introducing a new Clause 4.2. Re-number existing Clauses 4.2 to 4.17, Clauses 4.3 to 4.19
7	GD 17/11/17	<p>Omnibus amendment to:</p> <ul style="list-style-type: none"> address the Deemed provisions set out in the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> Schedule 2, by deleting, adding and modifying various scheme clauses; insert Schedule A - Supplemental Provisions (development that does not require development approval); Modifying various Zoning Table use class titles and definitions; and provide for necessary administrative changes and corrections.

Attachment 3 - Definition of 'critical' and 'strategic minerals'

'Critical minerals'	<p>Critical minerals are listed by the Australian Government under 'Critical Minerals List' in 2024 (which is reviewed every two years), are minerals of strategic national importance as far as transitioning to a modern economy (e.g. advanced manufacturing, advanced computer technology and zero-carbon emissions) and national security reasons. Critical minerals are vulnerable to supply chain disruption, such as geopolitical turmoil and war. Some critical minerals can also be extracted as a by-product of mining/processing of gold, nickel, copper, lead, tin and zinc, which again may be present around the greenstone belts.</p>
'Strategic Materials'	<p>Strategic minerals are also listed by the Australian Government in 2024, are also minerals of strategic national importance but are not vulnerable to supply chain disruption, and includes aluminium (sourced from bauxite), copper, phosphorus, tin and zinc resources. There are no known strategic materials resources identified in the Shire, however such minerals may be present around the greenstone belts.</p>

Attachment 4 - Explanation of Land Supply Data (Landgate Property Valuation Database)

The Landgate Property Valuation Database (PVD) gives each cadastral lot in the Residential, Industrial and Commercial zones one of three values (developed, undeveloped or unrated). These values are explained below.

Category	Description
Developed	Refers to lots that are zoned for development for the purposes of the specified primary land use category (Residential, Industrial and Commercial) for which premises valuation information is captured in Landgate's PVD.
Undeveloped	Refers to lots that are zoned for development for the purposes of the specified primary land use category (Residential, Industrial and Commercial) that are recorded as vacant in Landgate's PVD.
Unrated	Refers to lots that are zoned for development for the purpose of the specified primary land use category (Residential, Industrial and Commercial) for which no vacant land or premises valuation information has been captured in Landgate's PVD. 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 category (Residential, Industrial and Commercial) under the local planning scheme.