

Shire of East Pilbara Local Planning Scheme No. 4

Scheme Amendment Proposal – Newman Airport Industrial Precinct



Document History & Status

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Scheme Amendment Proposal – Newman Airport
Industrial Precinct

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Revision	Reviewer	Date Issued
20/067	LB	April 2021
20/067	JR	July 2021

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Section

1.0

Introduction

1.0 Introduction

1.1 Request for Amendment

This report constitutes a formal proposal from the Shire of East Pilbara to initiate an amendment to *Local Planning Scheme No. 4* (LPS4) which aims to facilitate the development of an identified precinct of the Newman Airport Estate for industrial purposes.

The report outlines the justification, including the policy and legislative framework, environmental conditions and service infrastructure availability relevant to the zoning and Scheme provisions for the area.

1.2 Classification of Amendment

The amendment is proposed as a 'Standard' Amendment under the provisions of Regulation 34 of the *Planning and Development (Local Planning Scheme) Regulations 2015* on the basis that it is considered to be consistent with the Shire's endorsed draft *Local Planning Strategy* currently under consideration of the WAPC, and consistent with the detailed planning for Newman Airport as outlined in the *Newman Airport Masterplan* (2020). Preliminary consultation with the Department of Planning, Lands and Heritage has occurred on the classification of the amendment and confirmed their in-principle support for progression as a Standard amendment.

1.3 The Proponent

The proponent for this application is the Shire of East Pilbara as the local government responsible for the subject area and the implementation of the Scheme and broader planning framework.

1.4 Subject Land

The subject land is identified as a portion of Crown Reservation R44775 as outlined in **Figure 1**. The proposed amendment incorporates an area of 36.87 Hectares. The subject area is shown as Areas A and B which represent the staging of the proposed development area, with Area A representing the first stage at 9.48Ha, and Area B representing the second and final stage of 27.39Ha.

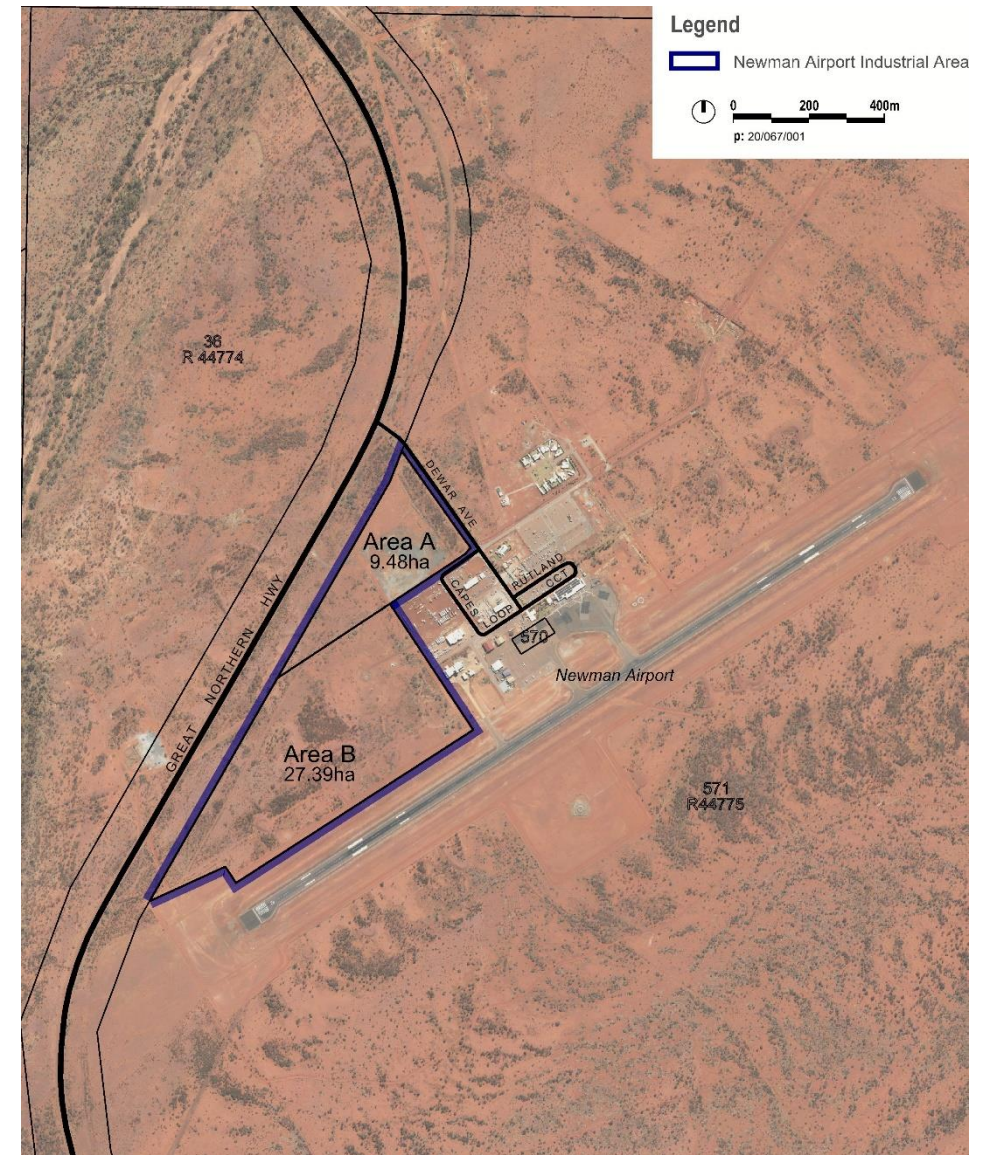


Figure 1: Scheme amendment subject site adjacent to the Newman Airport.

Section

2.0

Site and Context

2.0 Site and Context

2.1 Subject Site

The subject land is located on Crown Reserve R44775 – 571 which, since 1996, is under the management of the Shire of East Pilbara in accordance with a Management Order issued by the Department of Lands (**Figure 2**).

The subject site is 11km south-east of the Newman Townsite and immediately west of the Newman Airport (**Figure 3**). The site is accessible via Great Northern Highway and Dewar Avenue, as the access road to Newman Airport.

The site is currently vacant and aside from some limited waste identified in locations across the site, the local drainage lines (and associated culverts/sumps) and the airport communication/navigation infrastructure and associated high-voltage power cables, there are no current land-uses of note that would preclude future development of the site.

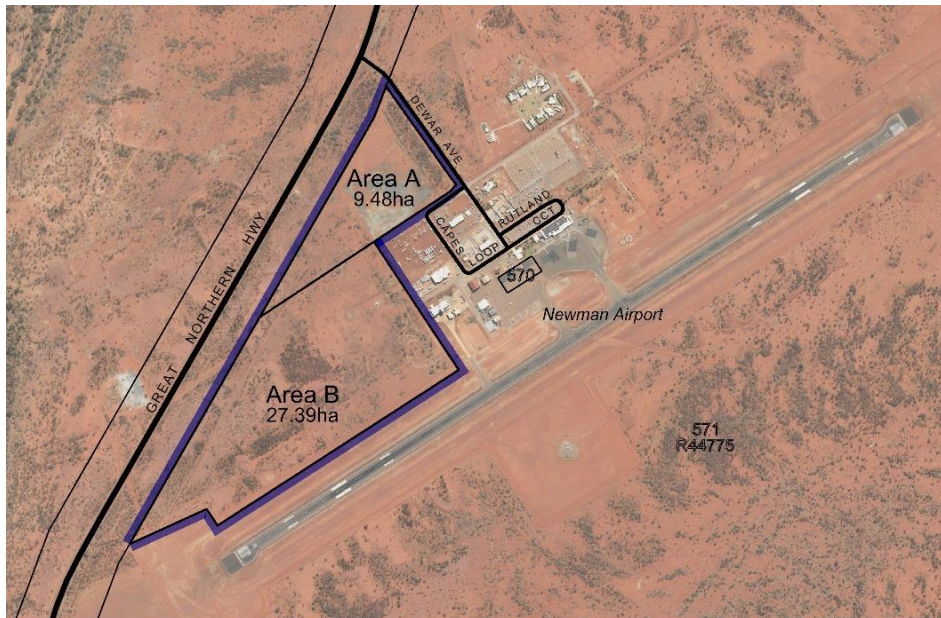


Figure 2: Local context for Subject Site.

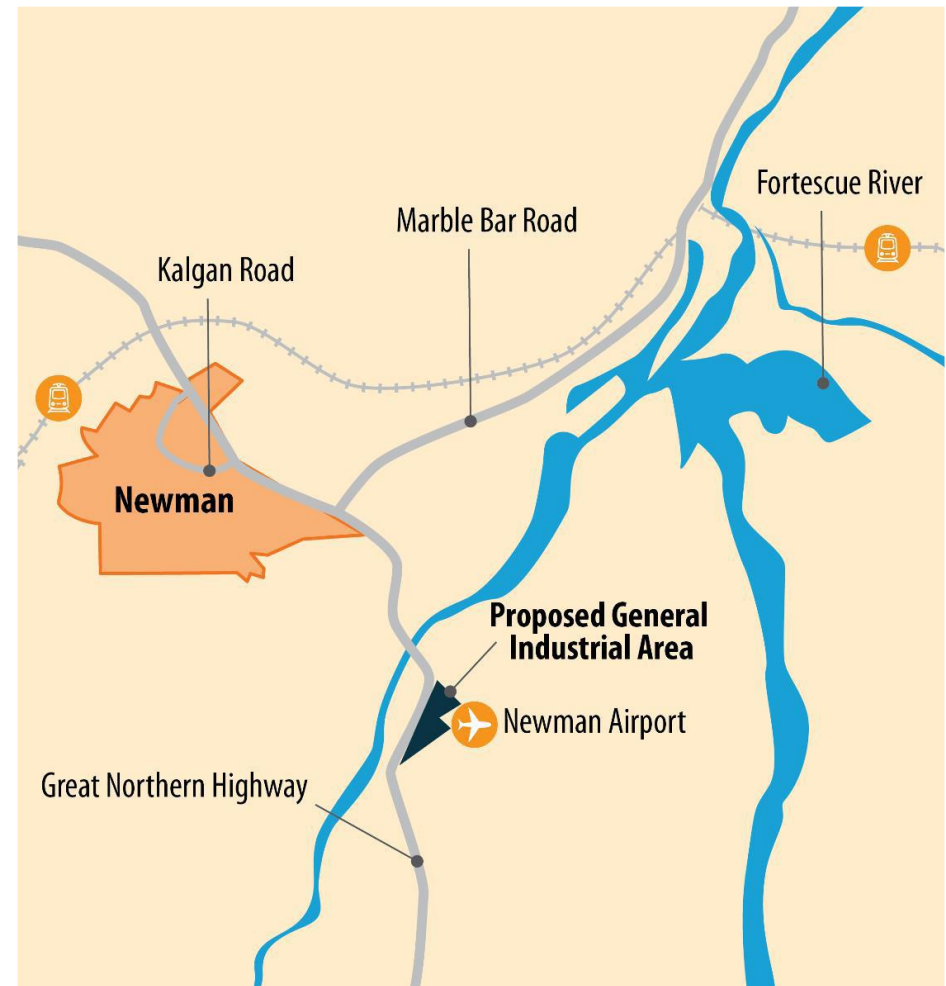


Figure 3: Regional context for Subject Site.

2.2 Environmental Considerations

As a component of preparation of this report the project team has undertaken a comprehensive review of all environmental considerations to ensure industrial development on the site is acceptable and appropriately managed. This assessment is broadly summarised below and outlined in detail in **Appendix B**.

2.2.1 Local Topography and Surface Water Drainage

Based on a review of the data available for the site, the site is broadly flat with no noticeable slope. This assessment was confirmed through the site inspection conducted on 9 February 2021 although there were some localised depressions/undulations identified.

In terms of hydrological features, surface water drainage mapping indicates that the subject site sits within a Surface Water Resource Area as proclaimed under the *Rights in Water and Irrigation Act 1914* (RIWI Act).

There are no local surface water features associated with the site and no evidence of surface water flow or infiltration was identified during the site visit. The nearest surface water feature is the Fortescue River which is located less than a kilometre from the southern portion of the site and flows in a north-south direction to the west of the site.

2.2.2 Geology

According to the Geological Series Mapping for Newman, the site sits within the Qw – Alluvium and colluvium; red-brown sandy and clayey soil geological unit and suggests that there is an extremely low probability of the site containing Acid Sulfate Soils (ASS).

2.2.3 Ecological Values

2.2.3.1 Environmentally Sensitive Areas

ESAs are declared in the *Environmental Protection (Clearing of Native Vegetation) Regulations 2004* (the Clearing Regulations) as areas of conservation significance.

The EP Act makes it an offence to clear native vegetation unless the clearing is done in accordance with a clearing permit, or where an exemption applies. Exemptions are not able to be used in areas covered by an ESA.

Based on available mapping in **Appendix B**, the site is located within an ESA and any clearing of native vegetation will require a Native Vegetation Clearing Permit (NVCP) to be issued.

2.2.3.2 DBCA Managed Lands

DBCA Managed Lands and Waters within WA are conservation areas which typically include:

- National Parks;
- Nature Reserves; and
- Crown Freehold identified as being of DBCA interest.

There are no DBCA managed lands located over or adjacent to the study area therefore there are no environmental constraints relating to DBCA managed lands for the Project.

2.2.3.3 Significant Flora

No significant flora was identified within the Study Area. The desktop assessment identified 52 significant flora taxa occurring within the vicinity of the Study Area, of which five were assigned pre-survey likelihood of occurrence of high or medium. All significant flora identified in the desktop assessment are summarised in the Spectrum report appended to this document (**Appendix B**).

The following significant flora were identified within the vicinity of the Survey Area and assigned a high or medium likelihood occurrence:

- | | | |
|----------|----|---|
| • High | P3 | Aristida jerichoensis var. subspinulifera |
| • Medium | P1 | Eremophila capricornica |
| • Medium | P3 | Eremophila rigida |
| • Medium | P3 | Rhagodia sp. Hamersley (M. Trudgen 17794) |
| • Medium | P4 | Goodenia nuda |

2.2.3.4 Threatened Ecological Communities (TEC)

The Department of Biodiversity, Conservation and Attractions defines an ecological community as “a naturally occurring group of plants, animals and other organisms interacting in a unique habitat. The complex range of interactions between the component

species provides an important level of biological diversity in addition to genetics and species.”

Under previous legislation, the Minister for the Environment was able to list TECs through a non-statutory process if the community was presumed to be totally destroyed or at risk of becoming totally destroyed. The *Biodiversity Conservation Act 2016* (BC Act) provides for the statutory listing of TECs by the Minister.

The desktop assessment completed by Spectrum identified one TEC associated with the subject site, the Ethel Gorge aquifer stygobiont community. This is listed as Endangered (E), its current distribution is limited, and its known occurrences are very vulnerable to known threatening processes (B(ii)).

2.2.3.5 Conservation Significant Fauna

The desktop assessment identified 35 conservation significant fauna species including eight mammals, 23 birds and four reptiles that have the potential to occur within the Study Area. Sixteen species of migratory water birds have been excluded from the assessment due to the lack of wetland habitats occurring in the study site; those species are listed in the appended Spectrum report.

Based on the desktop assessment, three species of conservation significance were assigned a pre-survey Medium to High likelihood of occurrence. The remaining identified species were assigned having a Low to Very Low likelihood of occurrence.

The following significant fauna were identified within the vicinity of the Survey Area and assigned a high or medium likelihood occurrence:

- Medium VU Greater Bilby (*Macrotis lagotis*)
- Medium P2 Unpattered Robust Slider (*Roberston Range*)

2.2.3.6 Short Range Endemic Invertebrates

The West Australian Museum database search identified 72 Arachnid, 23 Crustacean and three Mollusc species of potential short range endemic invertebrates. Twenty-six species of Arachnids and all 23 species of Crustaceans returned from the this SRE database search are subterranean and were excluded from this assessment. A further six species of Arachnids (mites) and two species of Molluscs are freshwater aquatic invertebrates and were also excluded.

Three species were assigned a High likelihood of occurrence and eight a Medium. All other species were assigned a Low likelihood of occurring in the Study Area. The following short-range endemic species were identified within the vicinity of the Survey Area and assigned a high or medium likelihood occurrence:

- High Euagridae *Cethegus* ‘MYG299’
- High Idiopidae *Idiosoma* ‘MYG384’
- Medium Paradoxosomatidae *Antichiropus* ‘DIP051, pannawonica’
- Medium Desidae ‘*Forsterina* grp. Genus’ 1 ‘sp. 5’
- Medium Anamidae *Kwonkan* ‘MYG651’
- Medium Barychelidae *Aureocrypta* ‘MYG315’
- Medium Halonoproctidae *Conothele* ‘MYG575’
- Medium Idiopidae *Gaius* ‘MYG286’
- Medium Geophilidae ‘*Zelanophilus?*’
- Medium Olpiidae *Beierolpium* ‘sp. 8/1’
- Medium Buthidae *Lychas* ‘harveyi group’ ‘SCO038’

2.2.3.7 Subterranean Species

The Environmental Protection Authority (EPA) defines subterranean fauna as fauna which live their entire lives (obligate) below the surface of the earth.

They are divided into two groups:

- stygofauna – aquatic and living in groundwater; and
- troglifauna – air-breathing and living in caves and voids.

The EPA notes that subterranean fauna often display evolutionary adaptations to underground life, particularly reduced pigment and reduced, poorly functioning or non-existent eyes.

In this regard, the desktop mapping showed that one Threatened Ecological community (TEC) occurs within the Subject Site. Ethel Gorge Aquifer comprises a diverse assemblage of subterranean stygofaunal species.

In terms of potential impacts to these species, the EPA also notes that they fall under two key types:

- Direct impacts include the removal of habitat, drawdown of groundwater, inundation, and water quality changes. The main threats include excavation of geologies known to support subterranean fauna; groundwater extraction for process or domestic

purposes; dewatering for below water table excavation, and groundwater reinjection of waste or excess water.

- Indirect impacts include changes to hydrology, siltation, void collapse, alteration to nutrient balance and contamination. The main threats include changed surface topography due to compaction or creation of hard surfaces resulting in altered groundwater flow paths, increased runoff, and reduced infiltration and aquifer recharge; clearing of surface vegetation leading to sedimentation and changed nutrient inputs; potential leaks or leaching including tailings and waste water resulting in alterations to ground water chemistry and quality, and introduction of toxins or radiation; and salinisation due to intrusion of saline water into freshwater aquifers and leaching from pit voids.

2.2.3.8 Biological Fieldwork

As noted above and following the desktop work, the project team has conducted a field survey on 10 March 2021. The field survey timing was conducted in accordance with EPA recommended timing and following higher than average rainfall. A total of seven flora relevés, 13 fauna sites, and traverses covering the Survey Area were sampled.

A copy of their report is provided in **Appendix B**.

2.2.4 Groundwater

The subject site sits within the Pilbara Groundwater Area and immediately north of the East Murchison Groundwater Area, both of which are proclaimed under the RIWI Act (see Figure 8). It is illegal to take water from a watercourse or groundwater aquifer without a licence in a proclaimed area under the RIWI Act.

It should also be noted that site is located immediately to the south of the Newman Water Reserve, a Priority 1 (P1) area. Whilst not seen to be a significant risk to the development of the site, P1 areas are defined and managed to ensure there is no degradation of the quality of the drinking water source with the objective of risk avoidance. The Department of Water and Environment Regulation (DWER) notes that industrial land-uses are incompatible uses within a P1 area.

2.2.5 Site Contamination

DWER currently records information of contaminated sites within WA on a Contaminated Sites Database in accordance with the Contaminated Sites Act, 2003. All sites of known

or suspected contamination reported to the DWER are classified under the Act as one of the following:

- Report not substantiated;
- Possibly contaminated – investigation required;
- Not contaminated – unrestricted use;
- Contaminated – restricted use;
- Contaminated – remediation required;
- Remediated for restricted use; or
- Decontaminated.

Of the above, only the last three bullet points are publicly displayed on the DWER Contaminated Sites Database. The study area contained no listed sites on the contaminated sites database and there were no listed sites within the direct vicinity the study area (see **Appendix B**). There are no anticipated constraints to the project regarding contaminated sites.

2.2.6 Bushfire Considerations

The project team has prepared a Bushfire Management Plan to best practice standard compliant with the requirements of *State Planning Policy 3.7 (Planning in Bushfire Prone Areas)*, the associated Guidelines and relevant Position Statements and relevant to the land use and planning stage.

This has been included as **Appendix B**.

2.2.7 Aboriginal and European Heritage

2.2.7.1 Native Title

Based on mapping supplied by the National Native Title Tribunal the site is contained in an area where Native Title has been found not to exist (WCD2018/008).

2.2.7.2 Aboriginal Heritage

A search for mapped Aboriginal Heritage Sites was conducted by using the data from the Department of Planning, Lands and Heritage (DPLH) online Aboriginal Heritage Inquiry System, which incorporates both the Heritage Site Register and Heritage Survey Database. These databases list the following sites:

- Registered Aboriginal Sites;
- Other Heritage Places; and
- Heritage Study sites.

Under the *Aboriginal Heritage Act 1972*, it is an offence to remove, damage or destroy an Aboriginal Heritage Site (whether known or otherwise) without specific approval being granted.

Whilst there is minimal risk in this regard given that there are no sites located within the subject site, it is recommended that appropriate consultation is held with local indigenous groups where appropriate. Furthermore, appropriate measures should be implemented to minimise any risk of disturbing an Aboriginal Heritage Site during construction activities.

2.2.7.3 European Heritage

An online search of the following records was undertaken;

- State register;
- National heritage list;
- Commonwealth heritage list; and
- The InHerit database.

The nearest site which has been registered is shown in **Appendix B** and is the Ophthalmia Dam site to the north-east.

2.3 Servicing Considerations

As a component of preparation of this report the project team has undertaken a comprehensive review of all servicing considerations to ensure industrial development on the site can be appropriately serviced and the considerations relevant to the rezoning.

A summary of the current available information is outlined in the following sections, and further detailed in **Appendix C** and **Appendix D**.

2.3.1 Earthworks

The Site for the proposed industrial development is relatively flat. The south-west of the Site is at approximately 525mAHD and falls to 523.5mAHD at the north-east of the Site, over a distance of 1.4 kilometres. There are a couple of small mounds which will have to be removed to enable development, but overall, there will be minimal earthworks across the Site.

2.3.2 Power

New electrical services infrastructure is required to support the development of the site and the following has been considered by ETC in preparing this report:

- Power distribution infrastructure;
- Telecommunications infrastructure;
- Road lighting.

The full ETC Electrical Infrastructure Servicing Report is attached as **Appendix C**.

2.3.3 Water

Information on the potable water supply has been provided by both the Shire and its consultants Permeate Partners.

The current water supply to Newman Airport is via a raw water feed line provided off the BHP supply immediately to the north of the airport. Whilst there is ample water supply off this main, the water quality is quite poor, and the supply can be intermittent and unreliable.

The raw water is treated by reverse osmosis (RO) at the existing water treatment plant located adjacent to, and immediately north of the existing airport terminal. The water is then chlorinated and stored in a 70kL storage tank. The Newman Airport is then reticulated with potable water aided by distribution pumps located at the 70kL storage tank.

The RO water treatment plant is composed of 4 RO plants being RO1, RO2, RO3 and RO4. Information provided suggests that RO1 and RO2 have been decommissioned, and RO3 is proposed to be decommissioned soon. The remaining RO4 plant is a dual train 2 x 45kL/day system which could supply up to a maximum of 90kL/d. This RO treatment plant is controlled remotely.

The Shire has recently drilled two new bores to the south east of the runway. The water quality is much improved on that being provided from the BHP raw water feed and provides a reliable source which is under the control of the Shire.

The Shire of East Pilbara has provided the system curves suggesting that the max capacity of each new bore with the current pumps and proposed DN125 PE 100 main is in the order of 5 l/s. Whilst the ultimate water demand of the GIA development has not yet been determined, there is an expectation by the Shire of East Pilbara that the supply quantity is adequate for both the current Newman Airport demand and the proposed GIA expansion.

To provide the 90kL/d to achieve the capacity of the RO4 water treatment plant, based on the system curves the bore pumps would need to pump approximately 5 hrs/day working alternatively. Based on this there is ample supply from the two bores to service both the existing Newman Airport facilities, and the 11 industrial lots at the proposed GIA development.

The Shire of East Pilbara currently propose to link the two new bores into the current water treatment system as the main supply/feed water, whilst maintaining the connection to the BHP feed line as an emergency backup.

Water usage graphs for the Newman Airport provided by Permeate Partners shows average daily usage in the order of 30kL/day. This does not include irrigation water which uses untreated bore water and is on a separate irrigation main system.

The RO4 plant is a dual train 2 x 45kL/day system which could supply up to a maximum of 90kL/d. Water usage graphs have been obtained from Permeate Partners. The water usage graphs indicate that the current maximum daily draw is in the order of 30kL/d, suggesting that there is existing capacity in the order of up to 60kL/day supply that could be provided to the proposed GIA development from the existing RO4 water treatment plant.

A concept potable water supply design has been undertaken by Serling Consulting as part of this services review, and is outlined in **Appendix C**.

The concept potable water supply includes the following components: -

- Connection of the two new bores by feeder pipe to the RO water treatment plant site, as per the Porter Engineering concept design;
- There is an isolation valve on the BHP raw water feeder pipe – close the valve and keep the existing feeder pipe connected to the feed water at the RO4 plant as a backup on the system;
- Install new DN150 PE100 reticulation pipe system to service the proposed 11 GIA lease hold industrial lots and connect to the existing 70kL tank and reticulation pump system.
- This DN150 PE100 reticulation pipe would have hydrants along the main, and each industrial lot would have a dedicated fire service off the main in addition to the potable supply required to satisfy the industrial operations for each of the lots.

Should the current system not satisfy the ultimate water demand required to service the proposed 15 industrial lots in the GIA, then duplication may be required of the following components: -

- Duplication of the of the RO4 plant immediately adjacent to the existing RO4 plant for efficiencies/ maintenance / flexibility of system;
- Duplicate the existing 70kL tank as necessary to provide a minimum of 1-day potable water supply; and
- Duplicate or upgrade the reticulation pump system as necessary.

The existing RO water treatment system has the capacity of 90kL/d, whilst the current potable water daily demand draw is in the order of 30kL/d. That means that there is a spare capacity (approximately 60kL/d) in the existing potable system to service at least the initial stage of the development.

2.3.3.1 Fire Reticulation and Hydrants

Hydrants will be installed as a matter of course on the reticulation main proposed for the industrial lots. Each of the lots would also have a fire service off the reticulation main.

2.3.3.2 Irrigation

The irrigation at the existing Newman Airport is separate to the potable water system and is serviced off the BHP raw water main/bores. Any extension into the industrial area should be connected to the existing irrigation system.

2.3.4 Wastewater

Details of the existing grey water infrastructure has been obtained from the Shire. Currently both the old and the new facility at the airport are serviced by septic tanks and leech drains.

These are not performing well, anecdotally this is due to lack of maintenance (rather than due to soil permeability). The approach currently proposed by the Shire is for the proposed industrial leasehold lots to all have their own on-site septic tanks and leech drains.

Given the remoteness of the Site, the relatively large industrial lots proposed and the uncertainty on the specific leasehold land uses, this is considered to be the most appropriate approach.

2.3.5 Telecommunications

The telecommunications servicing is proposed to consist of underground fibre ready conduits and access pits that provide a cable pathway between existing telecommunications presence on site to the development lots. This will enable third party telecommunications providers such as Telstra to install their cabling and provide services connections to prospective tenants on application or request by said tenants to their chosen third-party provider.

It is not proposed to extend the Airport or the Shire private telecommunications infrastructure to the development lots as it is not expected the Airport or the Shire will require network presence there.

Due to the above, no requirement to install any cabling or networking equipment as part of these works is envisaged as they will be installed by third party providers and so only cable access (conduit and pit infrastructure) is required.

2.3.6 Stormwater Drainage

There is an existing open drain, and culverts, that runs along the southern and eastern boundaries of the proposed leasehold sites. The open drain services the Airport and conveys stormwater to the Airport's entrance on Dewar Avenue. From there, it travels north to discharge into the Fortescue River.

The existing swale and culverts fall within the land denoted for the proposed development of industrial lots and road infrastructure. Therefore, the existing open drain and culverts

will have to be realigned. When the open drain and culverts are realigned, they could be resized to allow for increased flows from the proposed development.

Based on the results of the investigations and laboratory testing it is unlikely that on-site soakage systems would be appropriate for this development.

The following stormwater management tools are recommended to be implemented at the Site:

- Biofilters, tree pits and/or vegetated swales in car parks and internal roads;
- Pervious paving for footpaths; and
- Roof runoff managed by above or below ground tank to capture roof runoff for reuse, or with a below ground infiltration system.

It is recommended that each developed lot, at the very least, uses attenuation ponds to control the stormwater runoff on its lot to reduce the peak flows through the drainage system. This is further outlined in the Stormwater Management Plan included as **Appendix D**.

2.3.7 Traffic and Transport

The proposed GIA lot layout has one main access road which runs through the middle of the proposed lots. This access road runs from Lot 09 and ends at Lot 03. However, it is unclear from the lot layout where this proposed road connects to existing road infrastructure, and how Lot 01 and Lot 02 will be accessed. It is acknowledged that the current lot layout is under review by the Shire, and the road layout may also be amended.

It is recommended that the proposed access road be connected to the existing Dewar Avenue. Access to the existing Newman Airport and to the proposed GIA is via Dewar Avenue off Great Northern Highway.

Great Northern Highway is a Primary Distributer and is permitted for Restricted Access Vehicles (RAV) Category 10 without conditions. However, Dewar Avenue has is not categorised for any RAV vehicles and will need to be upgraded if any of the tenants require access for vehicles larger than a semi-trailer.

For the purposes of this stage of the study RAV 10 access (up to 36.5m long vehicles) has been assumed in the design of the GIA road and the connections to Great Northern Highway.

To achieve this, the intersection of Great Northern Highway and Dewar Avenue will have to be upgraded to allow correct turning movements from RAV vehicles. Dewar Avenue, and other public roads in the development, will have to be upgraded for RAV classification.

2.3.8 Solid Waste Management

The nearest waste management facility to the proposed industrial area is the Newman Landfill and Septage Pond. Newman Landfill is a Class 2 facility and is located on Yates Road in Newman.

The landfill can accept the waste streams as stipulated on its licence (L7059/1997/12), which includes aqueous based wastes; solvent based wastes; waste mineral oils; waste from grease traps; sewage waste from reticulated sewerage systems; septage wastes; asbestos; ceramic based fibres; clinical waste; and used tyres.

Design and development must include adequate space to accommodate sufficient room for storage of waste within each Lot.

Identification of waste types during design and development will allow for the appropriate waste collection services to be accommodated and provide opportunities to reduce or phase out use of hazardous or unnecessary materials from operations at the Site.

Section

3.0

Planning Framework

3.0 Planning Framework

3.1 State Planning Framework

3.1.1 State Planning Strategy 2050

The State Planning Strategy 2050 is the State Government's strategic planning response to the challenges Western Australia is likely to face. The Strategy proposes that diversity, liveability, connectedness and collaboration must be central to the vision of sustained growth and prosperity.

The Strategy takes into account what is known about the future and the expectations of Western Australians to provide a guide for future land-use planning and development, and establishes five interrelated strategic goals as follows:

- **Global competitiveness** - building on and strengthening the state's diverse economic base
- **Strong and resilient regions** - developing regional resources through economic expansion and inter-regional collaboration
- **Sustainable communities** - creating resilient communities enhanced by investment in infrastructure and social capital
- **Infrastructure planning and coordination** - integrating infrastructure networks to achieve efficiencies and synergy in pursuit of economic growth
- **Conservation** - conserving the natural environment through sustainable development and prudent use of resources.

The Pilbara region (and Newman specifically) have been classified in the 'Northern Sector' which is rapidly gaining importance in national and global trade, investment, and commerce, and is currently driven by increasing resourcing demand.

Expansion of industrial development, particularly in strategic locations adjacent to major transport infrastructure, will be particularly important in economic expansion and diversification.

3.1.2 State Planning Policies

There are a number of State Planning Policies which require consideration in the context of the proposed rezoning and future development of the precinct for industrial purposes.

These are briefly outlined as follows:

- **SPP2 – Environment and Natural Resources Policy:** SPP2 provides guidance for greenfield development in the context of the natural environment and the potential impacts the proposed development could have on the continued ecological function of this environment. As the subject area is largely undeveloped, careful consideration of any environmental attributes is required as a component of this amendment.
- **SPP3.7 – Planning for Bushfire Prone Area:** SPP3.7 provides guidance for development in the context of identified Bushfire Prone Areas of Western Australia, and puts in place management requirements for such development at different stages of the planning process. The bushfire risk for the subject area is further addressed at Section 2.2.8.
- **Draft SPP 4.1 – State Industrial Interface:** Draft SPP4.1 provides guidance for development within and adjacent to industrial precincts with the aim of protecting industrial land from encroachment of incompatible land uses. This is not considered to be a significant concern with the subject precinct, however, as the surrounding area is predominantly vacant rural land, and compatibility with the Airport Estate has been comprehensively considered in the Newman Airport Masterplan.

3.1.3 Development Control Policies

There are a number of Development Control Policies which will be relevant to the future development of the precinct for industrial purposes.

These are briefly outlined as follows:

- **Policy 1.1 - Subdivision of Land:** DC Policy 1.1 provides guidance on the subdivision of land, including for leasehold strata subdivision. Whilst the division of development sites has not yet been confirmed, the general principles of this policy

will assist in guiding the expectations on subdivision or leasehold strata proposals for the subject land in the future.

- **Draft Policy 1.2 - Development Control:** Draft DC Policy 1.2 provides guidance on the development of land through the establishment of base policy guidance on development within zoned land, reserved land and land governed by other relevant Acts and Schemes. The policy is relevant to all development within the Western Australian Planning system, and as such will be taken into account in future development within the precinct.
- **Draft Policy 1.7 - General Road Planning:** Draft DC Policy 1.7 provides policy guidance for contributions and construction of various categories of roads and outlines principles that apply to the provision of all types of roads. The subject area will require additional road infrastructure, and the design of these roads shall take guidance from DC Policy 1.7.
- **Policy 4.1: Industrial Subdivision:** DC Policy 4.1 provides guidance on the subdivision design for industrial estates, including lot size and shape, access and road layout and necessary services and amenities. Whilst a concept subdivision plan has been previously prepared for the industrial precinct, this will be further refined and progressed, and will take into account the provisions of DC Policy 4.1.

3.2 Regional Strategic Framework

3.2.1 Regional Freight Transport Network Plan

The Regional Freight Transport Network Plan was developed to establish the strategic directions for the Western Australian Government to manage future freight growth to 2031 and beyond. The Plan outlines various project investment priorities for the regional freight transport network including the upgrading of Marble Bar Road from Newman to Rippon Hills Road as follows:

- Upgrade Marble Bar Road with a sealed surface;
- Improve the road alignment; and
- Undertake flood-mitigation works including replacing the bridge over Fortescue River.

This project will improve access to and from Newman for freight vehicles and will greatly advantage the proposed industrial estate at Newman Airport.

3.2.2 Pilbara Planning and Infrastructure Framework

The Western Australian Planning Commission developed the Pilbara Planning and Infrastructure Framework in 2012 to guide the decision-making of relevant government agencies in the areas of planning, infrastructure and economic development.

Economic diversification was a major focus as the required increase in jobs to meet growing population is unlikely to be achieved through expansion of the minerals and petroleum sectors alone. Expansion of industrial development within the Newman area is one method of contributing to a widening of the economic diversity of the broader region.

3.3 Local Planning Framework

3.3.1 Strategic Community Plan

The Shire's Strategic Community Plan (2018-2022) is part of the regions integrated framework to assist with long-term objectives of the Shire and identifying the resourcing and long-term financial implications and strategies.

The key Result Areas / Strategies relevant to the subject amendment include:

- **Economic:** Support the diverse and sustainable economic development of the region through advocacy, and promotion of the region;
- **Built Environment:** Well-connected places and communities with safe roads, housing choice and well-maintained infrastructure to support an increasing population and economic growth.

3.3.2 Endorsed Local Planning Strategy (2004)

The current Local Planning Strategy for the Shire of East Pilbara was endorsed in 2004 as a component of the preparation of *Town Planning Scheme No. 4*.

The Strategy provides a comprehensive summary of the municipality and the planning issues and influences at this time, and provides strategic guidance on the entire local government area, in addition to more targeted guidance on the townsites of Newman, Nullagine and Marble Bar.

With respect to the Newman Airport and surrounds the Local Planning Strategy provides limited guidance, either for the airport estate generally or for industrial development within this vicinity.

3.3.3 Draft Local Planning Strategy (2020)

In 2013 the Shire of East Pilbara commenced preparation of an update to their Local Planning Strategy in recognition of the evolving socio-economic landscape and the impact this has on development and land use opportunities throughout the Shire.

The Strategy seeks to align with the Strategic Community Plan vision of 'A diverse community thriving in a vast landscape that offers a world of opportunity and rich heritage and culture'.

There are two aspects of the draft LPS which are particularly relevant to industrial development within the Newman Airport Estate, being Section 3.4 (Industry) and Section 3.11.2.4 (Airport), with the key considerations noted as follows:

3.3.3.1 Industrial Considerations

Section 3.4 reinforces the need for the Shire to acknowledge the importance of industrial land supply to support the local economy, and to ensure supply of suitable, well located, well serviced land for industrial development. In particular the Strategy seeks 'to identify land for 'a broad range of industrial, service and storage activities which, by the nature of their operations, should be isolated from residential and other sensitive land uses.'

The Strategy specifically references the subject site at Section 3.4.2 (4d) where it outlines a key strategic action to, subject to a feasibility assessment, consider:

'Pt'n Airport Reserve 44775 to support Industrial and Freight/Logistics land uses, subject to further planning studies and an Airport Masterplan. Undertake a detailed assessment of the feasibility of the site including the prospective market and investment opportunities, infrastructure capacity and staging. Feasibility to consider the role of the hub and the desired land uses to define its function. (Short Term).'

The feasibility assessment for the subject area is well underway following the finalisation of the Airport Masterplan, and the initiation of this Scheme Amendment is the next logical step in achieving the strategic action outlined in the draft LPS.

3.3.3.2 Newman Airport Considerations

Section 3.11.2.4 outlines actions with respect to the Newman Airport, inclusive of the preparation of the Newman Airport Masterplan and the facilitation of land surplus to the needs of the Airport for alternative land use and development, and potential freehold tenure/leasehold. This is further considered in Section 3.3.5.

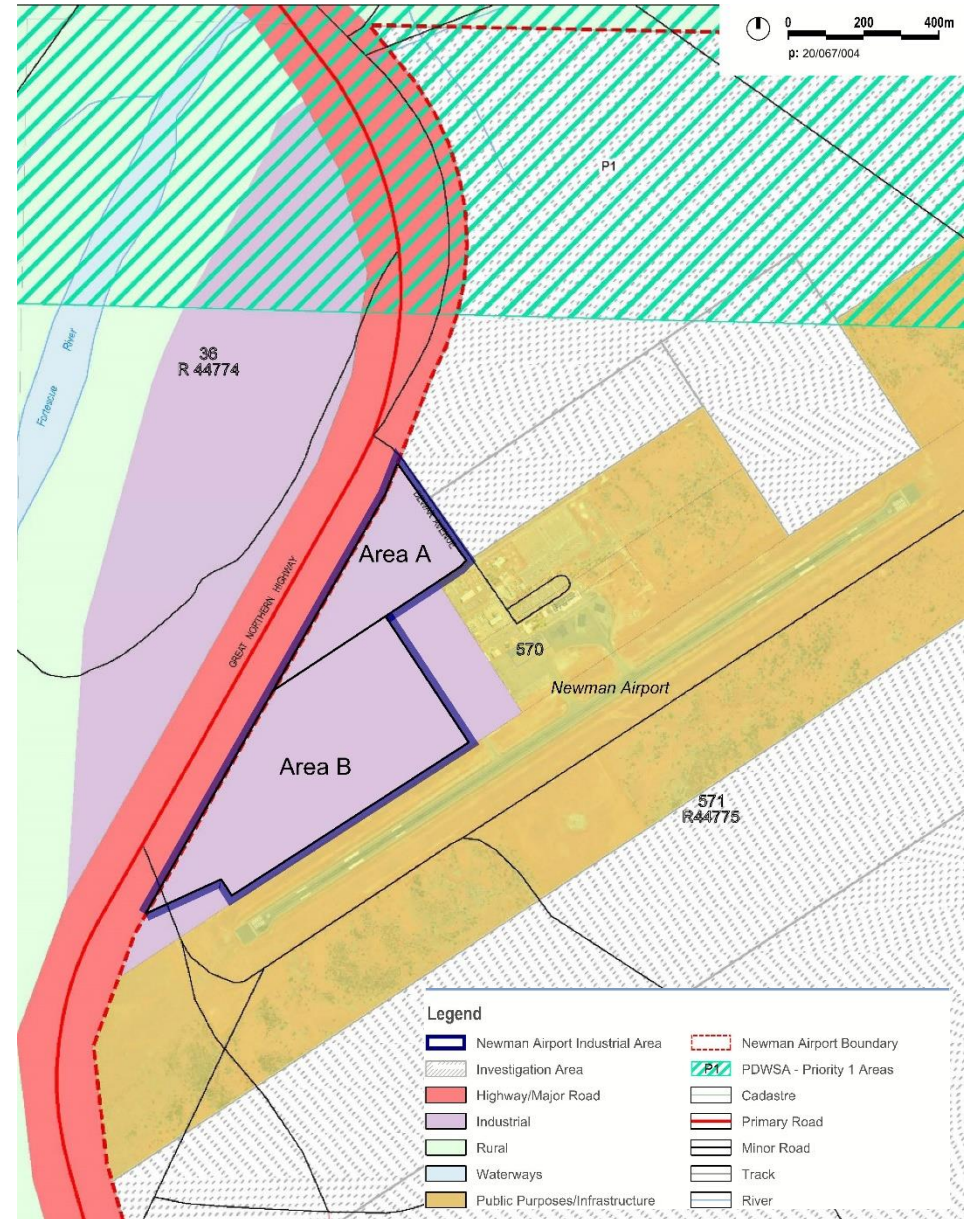


Figure 4: Extract of the draft Shire of East Pilbara Local Planning Strategy (2020) from the Newman Airport Development Plan.

3.3.4 Local Planning Scheme

The subject site is located within the 'Rural' zone of the Shire of East Pilbara Local Planning Scheme No. 4, as outlined in **Figure 5**.

The objectives of the Rural zone are:

- To ensure the continuation of rural use encouraging, where appropriate, the retention and expansion of rural activities and associated pursuits that are compatible with the capability of the land and the amenity of the locality;
- To provide for the orderly and proper planning of Aboriginal communities through the preparation of approved Settlement Plans.

As vacant land the current zoning is likely appropriate, but the strategic desire to make the land available for industrial purposes is inconsistent with the objectives of the zone, and as a result almost all traditional industrial uses are not permitted within the current zone.

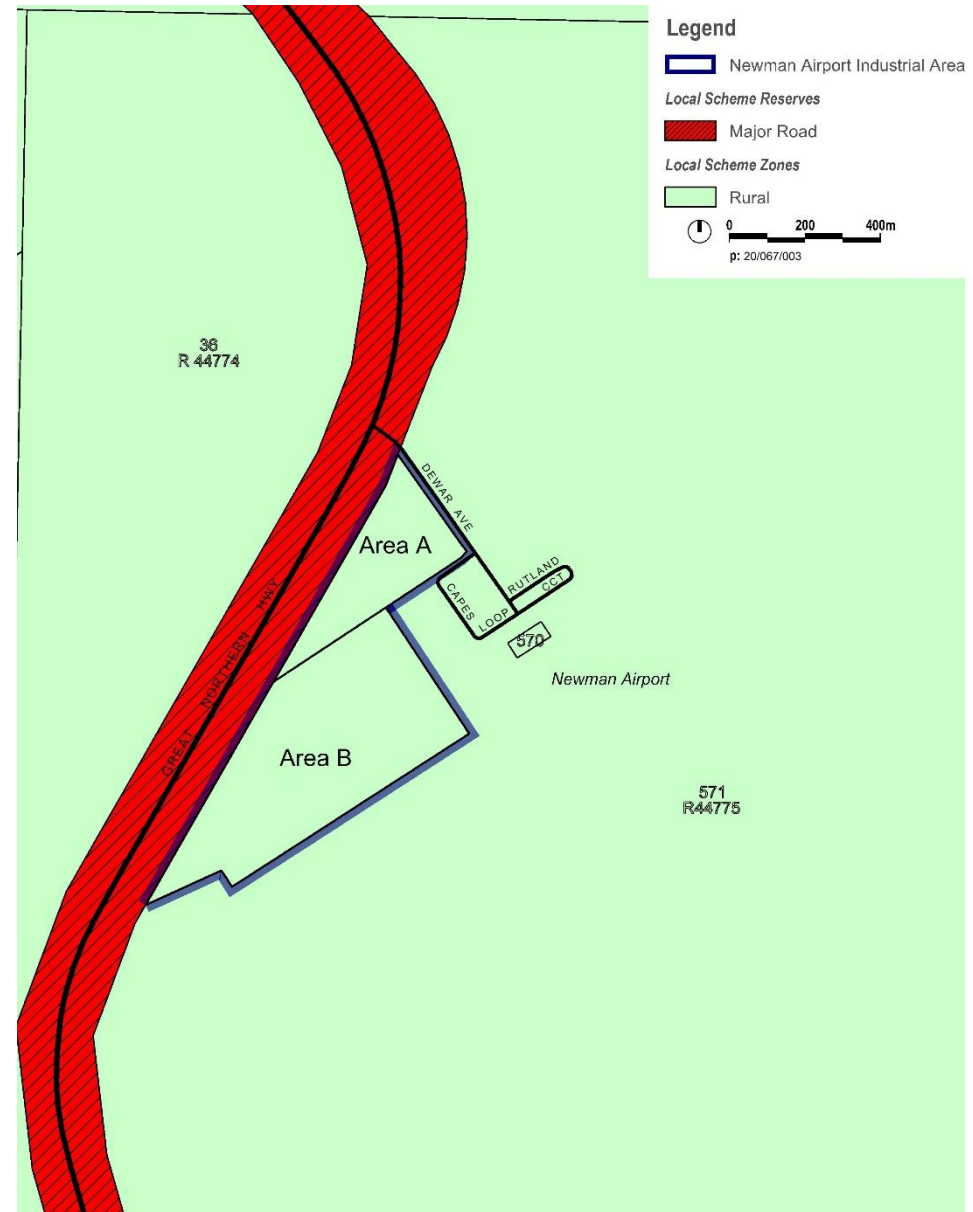


Figure 5: Extract of the Shire of East Pilbara Local Planning Scheme No. 4

3.3.5 Newman Airport Masterplan

In 2020 the Shire of East Pilbara commissioned the preparation of the Newman Airport Master Plan, which was an update to the previous 2013 Masterplan. The key objective of the Masterplan is to *'identify ways to maximize the use of competitive locally based businesses in the provision of goods or services purchased or contracted by the Shire of East Pilbara. This will be reviewed in consultation with the Shire and relevant stakeholders to provide a realistic framework for the development of Newman Airport.'*

The Masterplan provides a fairly comprehensive overview of the strategic context, current operations within the Airport Estate, stakeholder engagement, SWOT Analysis and critical planning considerations, in addition to the future needs of the airport and opportunities for future development. Of particular importance is the preparation of a Land Use Plan which is outlined in **Figure 6**, which identifies a series of land use precincts relevant to their existing and future operational use.

The Industrial Business Precinct, which encompasses the General Industrial – Stage 1 and Stage 2, is identified as an area proposed to provide for future development of the Airport for industrial and business purposes, consistent with the Shire's objective to diversify the local economy and reduce reliance on the mining sector. The Masterplan identifies a range of potential land uses for the Industrial Business Precinct which are outlined in **Table 1**.

The Masterplan also identifies a series of further considerations for land use planning within the airport which require resolution through the planning and development process. These include:

- **Land Tenure constraints:** The Airport Estate is located on Crown Land and is designated under the Management Order for 'Airport Use'. This is further addressed in Section 4.2.2.
- **Environmental and Heritage Constraints:** The Masterplan notes that development may be restricted due to environmental or heritage considerations that require further assessment. The information outlined in Section 2 is considered to satisfactorily address any environmental considerations applicable.
- **Airport Operational Constraints:** The Masterplan notes that there are several restrictions imposed on development adjacent to the airport to protect navigational equipment and safety procedures at the airport that require consideration in detailed site planning for adjacent precincts.
- **Infrastructure Demand:** The Masterplan notes that development will necessitate upgrades to utility infrastructure and road access which will require consideration at subdivision or development stage.

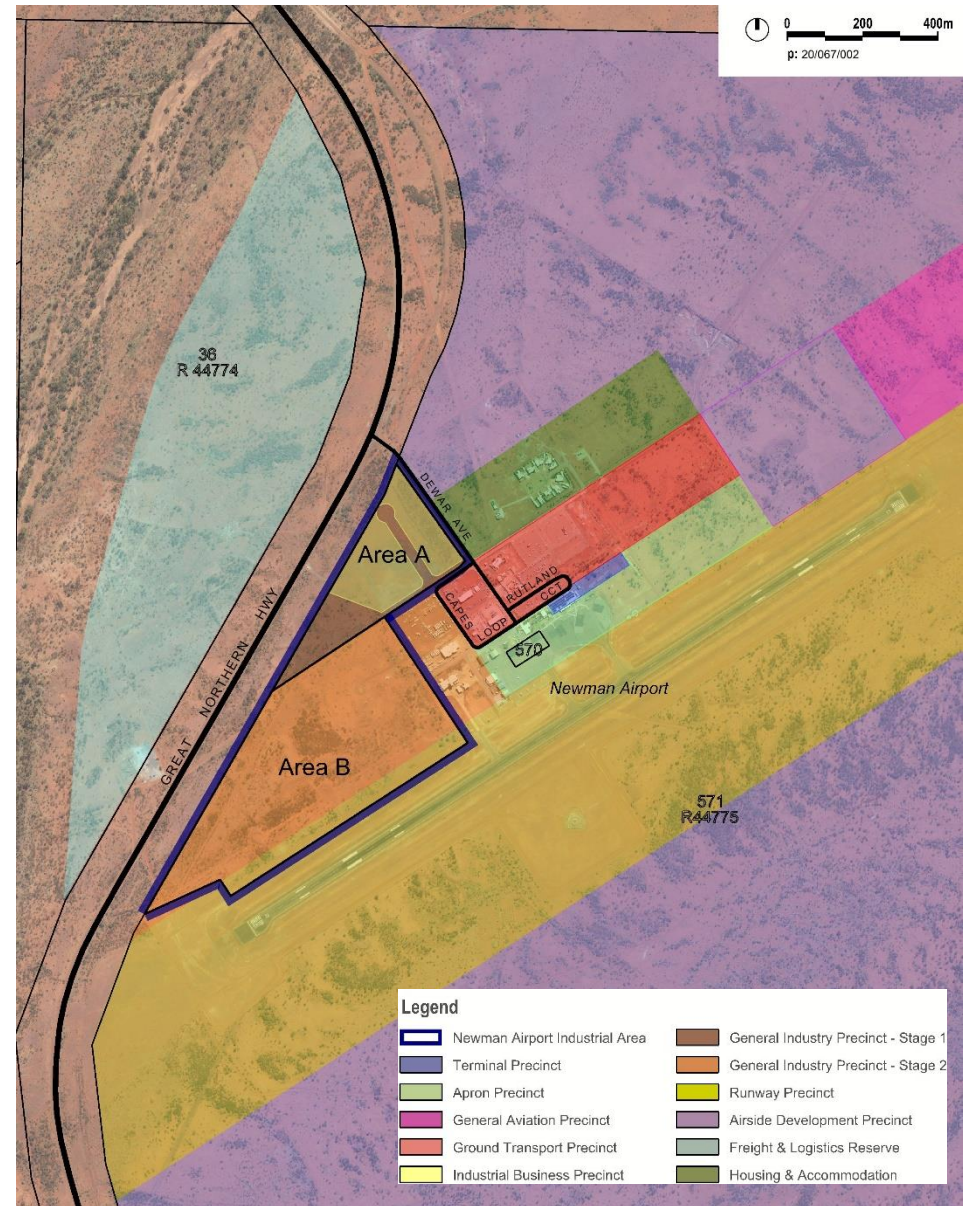


Figure 6: Extract of the Newman Airport Masterplan (2020).

Table 1: Extract of Newman Airport Masterplan outlining proposed land uses within Industrial Business Precinct

Special Use	Conditions
Light Industry	<p>Small scale industrial operations and estates that typically involve the following activities:</p> <ul style="list-style-type: none"> • Consumer oriented (i.e., household goods and clothing); • Local and district catchments; • Manufacturing; • Showroom and services; and • Small scale industrial.
General Industry	<p>Small to moderate sized industries of local significance that typically involve the following activities:</p> <ul style="list-style-type: none"> • Consumer and business orientation; • Regional, state and international catchments; • Can include business parks, offices, local services, fabrication and manufacturing; and • Limited retail / bulky goods.
Warehousing and Distribution	<p>Large warehouses and distribution centres that typically involve the following activities:</p> <ul style="list-style-type: none"> • Storage and display of goods (and potentially including wholesale); • Trend towards dedicated distribution parks; and • Sites to be as flat as possible, allowing for large buildings with maximum accessibility for handling vehicles.
Transport and Logistics (Freight)	<p>Large scale transport and logistical operations including freight that typically involve the following activities:</p> <ul style="list-style-type: none"> • Transport and courier depot and services; • Distribution centre; • Packaging, parts and services; • Disposal, recycling; • Material management; and • Air freight (potentially aligns with airside development as well).

Section

4.0

Proposed Amendment

4.0 Proposed Amendment

4.1 Rezoning of Subject Area

It is proposed that the subject site be rezoned from 'Rural' to 'Special Use' in recognition of the future development potential for the site for industrial purposes.

The 'Special Use' zone has been selected as a result of:

- a) A desire to be selective on land use permissibility in recognition of the unique location of the proposed industrial precinct adjacent to the Newman Airport, and outside of any established urban area which would warrant the inclusion of land uses aimed at supporting surrounding residential areas (e.g., Place of Worship, Public Recreation, Educational Establishment).
- b) The need to include conditions which require the preparation of a Local Development Plan which will outline the desired subdivision or leasehold design and outline development restrictions and requirements in recognition of the desired development pattern and the Airport operations adjacent.

The proposed modification to the Scheme Map is outlined in Section 4.1.2 and the proposed Special Use provisions are outlined in Section 4.1.3.

4.1.1 Rationale for Proposal

The proposed amendment is considered suitable for initiation by the Shire of East Pilbara based on the following rationale:

a) Consistent with Long Term Strategic Planning

The proposed amendment is consistent with the State and Regional objectives of diversifying the regional economy within the Pilbara area and contributing to the sustainability and self-sufficiency of the regional economy. It is also wholly consistent with the Shire of East Pilbara's strategic planning framework, and particularly with draft Shire of East Pilbara *Local Planning Strategy* (2020) and the *Newman Airport Masterplan* (2020).

b) Suitability of Location

The analysis included in this report has demonstrated that the subject site is suitable to accommodate industrial development. Its location adjacent to major freight road

infrastructure and the Newman Airport provides a high degree of accessibility for freight traffic and highly efficient movement of primary and secondary products. The environmental analysis has demonstrated there are no significant environmental constraints which cannot be addressed in future detailed planning, and the infrastructure analysis demonstrates that the area can be appropriately serviced.

c) Demonstrated Need and Benefit

In considering the progression of the proposed amendment the Shire commissioned economic consultancy Pracsys to prepare a business case to establish the need for rezoning of the subject site to allow for industrial development.

The analysis is outlined as **Appendix D** and indicates that the case for rezoning the land is strong, based on both a need for industrial land in the region and the economic benefits the project is likely to produce.

The analysis notes that the need is evident based on the shortage of industrial land supply within the region and the latent demand identified through engagement with industrial operators. It also identifies that there are numerous benefits in facilitating development of the subject site, including:

- Increased Productivity;
- Increased Capacity Building;
- Inward Investment Attraction;
- Professional Pathways Development and Human Capital Uplift;
- Increased Economic Diversity and Sustainability;
- Increased Viability of Community Infrastructure and Regional Facilities.

The ultimate Cost-Benefit Analysis prepared by Pracsys quantifies these benefits where possible.

On the basis of the rationale outlined it is considered appropriate for the Shire of East Pilbara to initiate the amendment as proposed and progress the document to public advertising following consideration of the Environmental Protection Authority.

4.1.2 Scheme Map Amendment

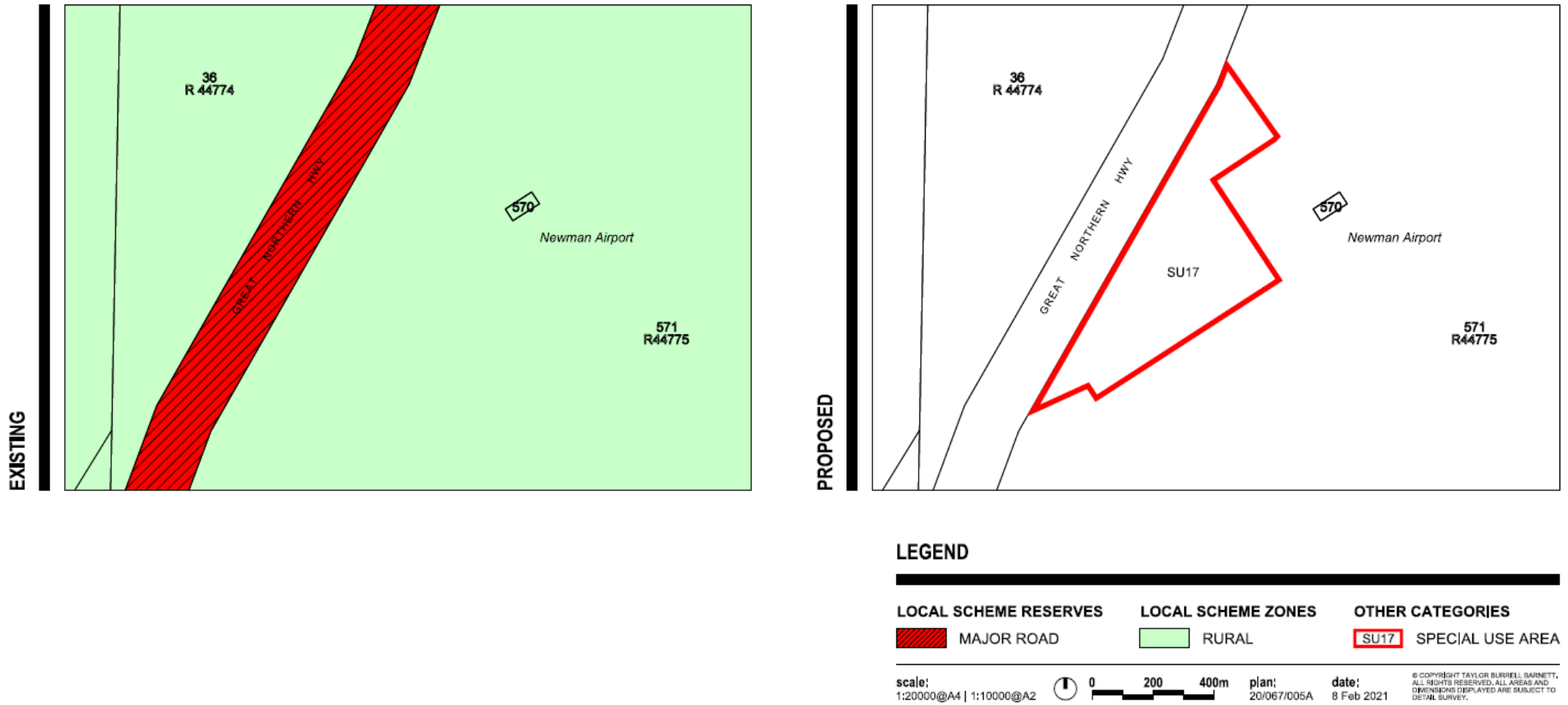


Figure 7: Proposed Amendment to rezone the subject site Special Use (SU17)

4.1.3 Special Use Zone Provisions

The proposed Special use provisions for inclusion in Schedule 4 of *Local Planning Scheme No. 4*.

Table 1: Special Use provisions for inclusion in Schedule 4 of LPS4.

No	Description of Land	Special Use	Conditions
SU 17	Portion of Crown Land Reservation DP71045-571	<p>Commercial Uses</p> <p>Caretaker Dwelling (D)</p> <p>Car Park (P)</p> <p>Fuel Filling Station (D)</p> <p>Hire Service (P)</p> <p>Lunch Bar (D)</p> <p>Local Shop (D)</p> <p>Machinery Sales (P)</p> <p>Motor Vehicle Hire (D)</p> <p>Motor Vehicle Repair (P)</p> <p>Motor Vehicle Wash (D)</p> <p>Motor Vehicle/Boat/Caravan Sales (P)</p> <p>Office (D)</p> <p>Open Air Display (P)</p> <p>Petrol Filling Station (A)</p> <p>Roadhouse (A)</p> <p>Service Station (A)</p> <p>Showroom (D)</p> <p>Trade Display (P)</p> <p>Warehouse (P)</p> <p>Public and Community Uses</p> <p>Civic Use (A)</p> <p>Community Service Depot (D)</p>	<ol style="list-style-type: none"> All subdivision or leasehold design is to be in accordance with an approved Local Development Plan. Land Use Permissibility is to be in accordance with the Special Use Zone Provisions. All development is to be in accordance with the provisions of an approved Local Development Plan. No building or structure is permitted to stand on or above the specified surface of the obstacle restriction area for Newman Airport, as outlined within the Newman Airport Masterplan, without the specific approval of the Civil Aviation Safety Authority (CASA). Development within the Windshear Assessment Zone for Newman Airport, as outlined within the

No	Description of Land	Special Use	Conditions
		<p>Public Utility (P)</p> <p>Radio/TV Installation (D)</p> <p>Industrial Uses</p> <p>Light Industry (P)</p> <p>Service Industry (P)</p> <p>General Industry (D)</p> <p>Hazardous Industry (A)</p> <p>Motor Vehicle Wrecking (D)</p> <p>Fuel Depot (D)</p> <p>Marine Dealer (D)</p> <p>Transport Depot (P)</p> <p>Storage Yard (P)</p> <p>Building Storage Yard (P)</p> <p>Contractors Yard (P)</p> <p>Salvage Yard (D)</p> <p>Factory Yard (P)</p> <p>Sawmill (D)</p> <p>Machinery Sales (D)</p> <p>Rural Uses</p> <p>Cattery (A)</p> <p>Kennels (A)</p> <p>Aquaculture (A)</p> <p>Farm Supply Centre (D)</p> <p>Produce Store (D)</p>	<p>Newman Airport Masterplan, is to be designed in accordance with the <i>National Airports Safeguarding Framework (NASF) Guideline B: Managing Building Generated Windshear.</i></p> <ol style="list-style-type: none"> Development within the Lighting Intensity Restriction Zones for Newman Airport, as outlined within the Newman Airport Masterplan, is to be designed in accordance with the <i>National Airports Safeguarding Framework (NASF) Guideline E: Managing Pilot Lighting Distraction.</i>

4.2 Procedural Considerations

The amendment is proposed as a 'Standard' Amendment under the provisions of Regulation 34 of the *Planning and Development (Local Planning Scheme) Regulations 2015* on the basis that it is considered to be consistent with the Shire's endorsed draft *Local Planning Strategy* currently under consideration of the WAPC, and consistent with the detailed planning for Newman Airport as outlined in the *Newman Airport Masterplan (2020)*.

Preliminary consultation with the Department of Planning, Lands and Heritage has occurred on the classification of the amendment and confirmed their in-principle support for progression as a Standard amendment.

4.3 Local Development Plan

The Scheme Amendment proposal includes a requirement for development to be consistent with an approved Local Development Plan (LDP).

The LDP is intended to provide

- a) Clear guidance to the proposed lot / leasehold layout of the industrial area;
- b) Identify the capacity and design of the local road network and other public infrastructure; and
- c) Provide guidance on site design and built form requirements to inform both the design of future industrial development.

The Shire of East Pilbara has progressed preparation and will seek endorsement of the LDP in conjunction with the Scheme Amendment, such that the two are finalised concurrently.

4.4 Land Tenure Considerations

One of the core considerations in progressing a development concept will be the tenure of the future industrial sites to be created. The Shire is investigating opportunities to:

- a) Facilitate the sub-leasing of the future industrial sites to industrial operators on long-term lease arrangements and retain the land under its existing Crown Land classification, subject to a modification to the Management Order to amend the purpose for which the land may be used and provide for the Shire with the authority

to sub-lease the land, and subject to approval of the WAPC where the lease period is proposed to exceed 20 years; or

- b) Facilitate the transferral of the subject site to freehold land owned by the Shire or the State Government, the subdivision of the freehold land to create industrial sites and the sale or lease of the industrial sites to operators thereafter. Whilst this provides greater certainty for future industrial operators, it has the potential to restrict the flexibility of land use surrounding the airport in the future, and has implications with respect to the provision of utility servicing for the subject sites which requires further consideration.

The land tenure arrangements will be further considered in collaboration with the Department of Planning, Lands and Heritage as the planning framework progresses and prior to the finalisation of the development concept plan.

4.5 Conclusion

The proposal to amend a portion of Reserve 44775 adjacent to the Newman Airport from 'Rural' to 'Special Use' to facilitate industrial development of the subject site is considered suitable for initiation by the Shire of East Pilbara on the basis that:

- a) It is consistent with the Shire's Strategic Planning Framework and overall direction for economic development within the broader region, and in particular consistent with the Shire's draft Local Planning Strategy and Newman Airport Masterplan;
- b) The subject site has been demonstrated as suitable for industrial development based on its high accessibility to major freight infrastructure, lack of significant environmental constraints and ease of upgrades to utility infrastructure to facilitate development;
- c) There is significant benefit to the local and regional economy which will be brought about by the expansion of industrial development opportunities within the Newman Airport estate.

As a result, it is considered appropriate for Council to resolve to initiate the amendment and progress to formal advertising following consideration of the Environmental Protection Authority

APPENDIX A

Scheme Amendment Plan

APPENDIX B

Environmental Assessment

APPENDIX C

Servicing Report

APPENDIX D

Stormwater Management Plan

APPENDIX E

Newman General Industrial Area – Business Case