

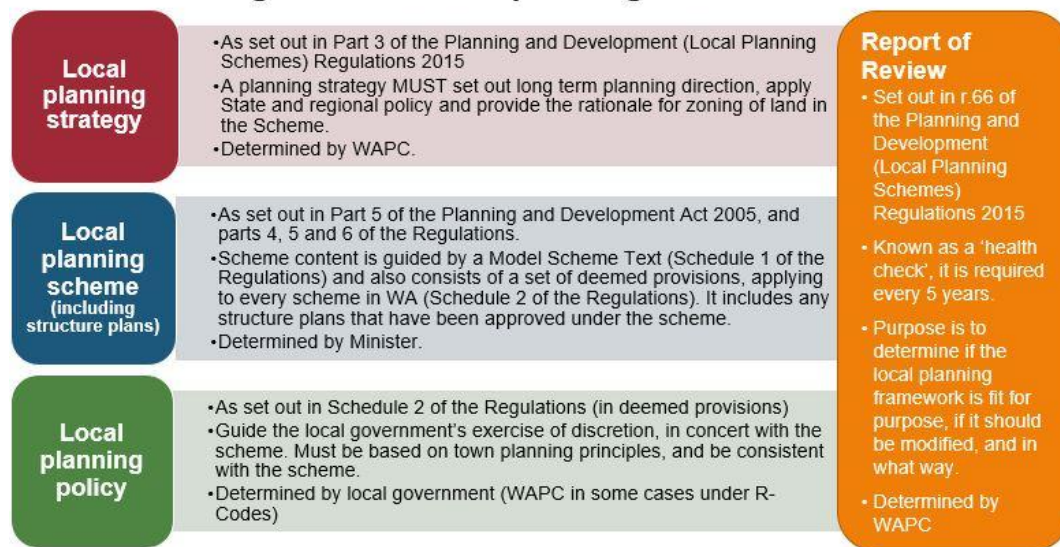
Shire of Kondinin – Report of Review

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 four key components - a local planning strategy, local planning scheme, structure plans 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 Kondinin's local planning framework and make recommendations to the Commission.

About the Shire of Kondinin

The Shire of Kondinin (Shire), which is a local government area in the State's Wheatbelt planning region, is situated about 300km east of Perth. The Shire covers an area of approximately 7,376km² (**Attachment 1 - Location plan**).

According to the Australian Bureau of Statistics (ABS), the Shire's Estimated Resident Population (ERP) was 858 persons in 2023. The key population centres are the townsites of Kondinin, Hyden and Karlgarin. The gazetted townsite of Bendering is undeveloped apart from a bulk grain handling and storage facility. The Shire's key economic activities are mining, broadscale agriculture and tourism.

PART 2 - EXISTING LOCAL PLANNING FRAMEWORK

The Shire's Local Planning Framework is summarised below:

Local Planning Scheme – the Shire’s Local Planning Scheme No. 1 (Scheme), which applies to the whole of the Shire, was gazetted in 2004. Since gazettal, the Scheme has been amended five times, including modifications to align it with the Regulations in 2017. Refer to **Attachment 2** for an overview of these amendments.

Structure Plans – the Scheme provides that the Shire or the Commission may require the preparation of a structure plan prior to considering a subdivision in the Rural Residential zone. To date, however, no structure plans have been prepared under the Scheme.

Local planning policies - the Shire has four active local planning policies that address: expansion of the Hyden townsite; feed lots; sea containers; and signage. As of 21 May 2025, the Shire will also have a local planning policy relating to its heritage list.

The Shire does not currently have a **local planning strategy**.

PART 3 - PLANNING CONTEXT

This section identifies some anticipated 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 population (ERP) decreased from 1,033 (2001) to 872 (2021). This can be attributed to various factors such as the aging population and changing economic activity/employment opportunities, is consistent with other inland local governments across the Wheatbelt region.

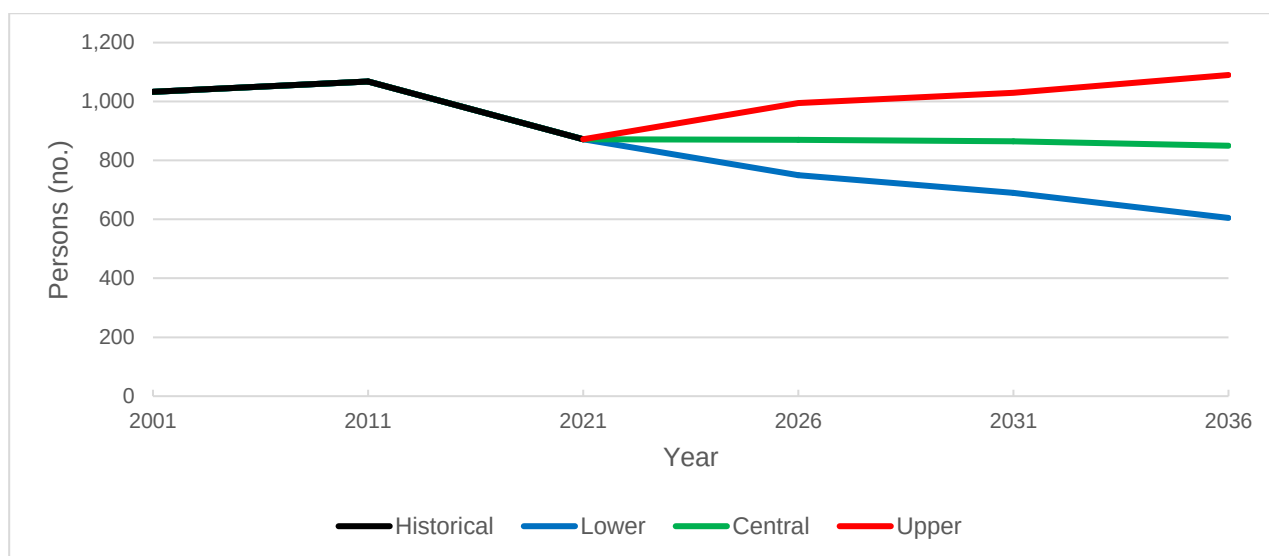
Population forecasts published in the Commission’s Western Australia Tomorrow Series 12 (WAPC, 2025), indicate that the number of people living in the Shire between 2021 and 2036 is expected to range between a slight decrease of 20 persons (Central Band) or increase by approximately 220 persons (Upper Band) (refer to **Table 1** and **Figure 2**).

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

Historical population change (ERP)			WA Tomorrow forecasts			
2001	2011	2021	Band	2026	2031	2036
1,033 (ERP)962 (Census)	1,068 (ERP)	872 (ERP)	Lower Band	750	690	605
	1,045 (Census)	847 (Census)	Central Band	870	865	850
			Upper Band	995	1,030	1,090
Notes: • Data for historic population was sourced from ABS Estimated Resident Population data (ABS, 2024) and ABS Quickstats for the 2021 Census of Population and Households database (2021 Australia, Census All persons QuickStats Australian Bureau of Statistics) • Population forecasts are based on the WAPC's WA Tomorrow Series 12 publication (WAPC, 2025). These forecasts are a series of possible population forecasts that are presented in 'bands'. Lower Band is the most conservative forecast, and Upper Band is the most optimistic. These forecasts are based on historical fertility, mortality and migration trends.						

Source(s): ABS (2024); WAPC (2025)

Figure 2: Historical population change (2001-2021) and population forecasts (2021-2036)



Source: ABS (2023); WAPC (2025); DPLH (2024)

This forecast population change between 2021 and 2036 is expected to generate demand for between 0 additional dwellings (~ 0 p.a. for Central Band) and 133 additional dwellings (~ 13 p.a. for Upper Band) (refer to **Table 2**). An analysis of past populations trends/forecasts and future land supply requirements is provided in **Part 4 - Land supply**.

Table 2: Estimated population and dwelling requirements based on WA Tomorrow Forecasts (2021-2036)

Current (2021)	Population/dwellings	
Population	Kondinin (LGA) = 872 (ABS ERP) Kondinin (townsite) = 226 (2021 Census) Hyden (locality) = 384 (2021 Census)	
Private dwellings	Kondinin (LGA) = 460 (2021 Census) Kondinin (townsite) = 125 (2021 Census) Hyden (locality) = 212 (2021 Census)	
Forecasts (2021-2036)	Central Band	Upper Band
Additional Population	-20 (~0 additional persons p.a.)	+230 (~15 additional persons p.a.)
Additional Dwellings	+0 (~0 additional dwellings p.a.)	+104 (~7 additional dwellings p.a.)
Notes: - Base population and dwellings reflect historic ABS Census and ERP data. - The 2021 Census identified the Shire's household size as 2.2 persons per dwelling and 460 private dwellings. - 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 Table 2 contemplate medium (or higher) density housing typologies.		

Source(s): ABS (2024); WAPC (2025)

3.1.2 Population distribution

In 2021, the main population centres were the localities Hyden (384 persons – 44% of the Shire's population), Kondinin (332 persons (38%) which includes the 226 persons living in the Kondinin townsite), and Karlgarin (105 persons – 12.5%). The local planning framework should continue to focus on the Kondinin and Hyden townsites as the key centres for population, services, community support facilities/activities. The Shire has continued to advocate and commit funding to these townsites as the preferred places to reside, to undertake business activities, visit, stay and recreate. The provision of housing of various forms is an issue that is highly topical at the present time and need to be thoroughly investigated as part of preparing the Shire's first local planning strategy.

3.1.3 Population retention

It is expected that the Kondinin and Hyden townsites 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 retain retail services and business, and facilitating provision of a

range of housing types, including provision of dwellings that meet the needs of 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 25.9% 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 Kondinin and Hyden townsites (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 this need.

Table 3: Proportion of population over 65 years of age (historical and forecast)

	Census			WA Tomorrow
	2001	2011	2021	2036
Kondinin LGA	8%	11.8%	20.5%	25.9%
Western Australia	11.2%	12.4%	16.1%	19.4%

Source: ABS (2021), WAPC (2025)

3.1.5 Transient workforce population

Approximately 30% of the 1,096 persons counted in the Shire of Kondinin on the night of the 2021 Census were persons to that usually reside in other places across Western Australia. Most of this population are fly-in/fly-out or drive-in/drive-out workers employed at one of the Shire's mining projects. Generally, these workforces are accommodated in purpose built temporary workforce accommodation facilities provided by their employer. The Shire recently approved a development application on the outskirts of the Hyden townsite (Lot 192 Hyden-Mt Walker Road) to provide accommodation for 192 persons that will be engaged during the construction phase of the King Rocks Wind Farm project. Accommodating the workforce for associated with Kondinin Wind Farm project, which is likely to peak at 150 persons, is yet to be finalised.

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. This could include location of accommodation requirements within the Rural zone particularly in areas associated with the rich mining area approximately 75km east of Hyden and for the western part of the Shire which located closer to the Kondinin and Hyden townsites. Consideration should also be given to whether the Scheme is contemporary and sufficiently fit-for-purpose to guide planning/development of this land use. Updating the Scheme could include inserting model land uses, modifying permissibility in the zoning table and incorporating appropriate guidance for development of this land use.

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 Kondinin and Hyden 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 economic output was \$677.11m or 3.8% of the total economic output of the Wheatbelt region. At this time, there were 180 businesses of which 93 employed approximately 750 persons. This accounts for 2.4% of the region's employment. The key sectors in terms of output/employment were 'Mining' (\$420.68m/270 jobs); 'Agriculture, Forestry and Fishing' (\$136.83m/237 jobs), and 'Construction' (\$27.8m/44 jobs).

3.2.1 Mining and extractive Industries

Mining is the Shire's key economic activity. Mining activities include extraction of high-grade nickel sulphides from operating mines such as Cosmic Boy, Forrestania, Spotted Quoll, Digger's Rock and Flying Fox. Gold is another important commodity that is extracted and processed at Hatter's Hill and Blue Haze. There are also several prospective mines, mostly relating to nickel resources, and work is ongoing to investigate opportunities for establishing new mining operations, which includes extraction and potentially processing of 'critical minerals' and 'strategic materials' (refer to Attachment 3 for definition of these terms). As part of the Shire's proposed review of its local planning framework, the strategy should investigate strategic directions and actions relating to how the *Planning and Development Act 2005* and the *Mining Act 1978* interact when mining operations are proposed on Rural land. A review of the existing 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).

3.2.2 Agriculture/rural land uses

The agricultural sector is expected to remain as one of the Shire's primary economic activities. The key commodities produced by the Shire's agriculture sector are broadacre crops (wheat, canola, peas, lupins, barley and hay) and rearing livestock (cattle for dairy and cattle and sheep for meat).

Co-operative Bulk Handling (CBH) maintains a presence in the Shire. 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 capacity of the Kondinin CBH grain receival/storage/distribution facility was upgraded to improve truck marshalling, weighing facilities and to provide additional grain receival and storage facilities in 2019.

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 (SPP 2.5) and Development Control Policy 3.4 – Subdivision of Rural land; 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 and assessment of rural

intensive agriculture proposals, housing for workers and family members involved in farming operations and tree farms/plantations.

3.2.3 Renewable energy

Renewable energy projects are an emerging driver for local economies across regional Western Australia, including the Wheatbelt region. Since 2018, two renewable energy projects have been proposed and approved within the Shire. These are:

- *Kondinin Windfarm* - this project is comprised of three components: electricity generated by wind by construction of up to 46 wind turbines that will generate 230MW of wind power, electricity generated by solar arrays to 60 MW of electricity; and a battery energy storage system (BESS). The proposal has received all necessary local, State and Federal approvals, including planning approval, after it was assessed by the relevant Joint Assessment Development Panel in 2018. The project is currently in the feasibility phase where work is ongoing to address technical, environmental, social and economic requirements. It is anticipated that construction of Stage 1 will commence during mid-2026.
- *King Rocks Windfarm* – this project is for development of a wind farm approximately 35km north-east of Hyden on land primarily used for broadscale farming. The proposal seeks to construct up to 17 wind turbines with capacity to generate up to 105MW of electricity. The project received planning approval following assessment by the relevant Joint Assessment Development Panel in 2022. It is anticipated that construction will commence in 2025.

Renewable energy projects continue to present challenges for rural local governments, including the Shire. The key issues include determining the impacts of these projects on adjoining properties and, more generally, on local communities. The Shire's view is that changes are required to its local planning framework to provide more guidance when assessing these significant projects. A new local planning strategy is an appropriate starting place to identify issues/opportunities associated with renewable energy projects. Changes may also be required to the Scheme to better address planning considerations for these projects. This could include work to provide greater alignment with the State Planning Framework, such as the Commission's policy statement on renewable energy facilities, by inserting the 'renewable energy facility' land use; providing greater guidance for assessment of these proposals in Part 4. There may also be opportunities to develop additional local planning policies to guide decision making in respect to this issue, particularly to ensure these facilities are located in close proximity to existing electricity distribution infrastructure and on less productive agricultural land.

3.2.4 Tourism

Tourism attractions within the Shire, including Wave Rock and Yeerakine Rock; natural features such as Statues Lake/Kondinin Lake and other dedicated nature reserves; historic heritage (e.g. early settlement buildings and museums); bush walking; and self-drive trails (such as 'Public Silo Trail', 'Pathways to Wave Rock Trail' and 'Granite Woodlands and Discovery Trail'). Wildflowers are also a significant tourism attraction between August and October. At present, Kondinin and Hyden provide most of the Shire's tourism accommodation, including hotels/motels and caravan parks/camping grounds but there are also businesses offering short-stay accommodation across the rural hinterland.

Wave Rock

Wave Rock is a significant tourism attraction that receives approximately 140,000 visitors per year. Broadly, the Wave Rock area is comprised various discrete locations such as: Wave Rock itself, Hippo's Yawn, the Breakers Picnic Area, the caravan park, the car park at Wave Rock, and a network of walking trails that link each location. The Shire, along with other State government agencies, plays a key role in the ongoing management of Wave Rock area and has committed to implementing a program of ongoing improvement works referred to as the Wave Rock Improvement Plan 2022-2025 ([Wave Rock Improvement Plan 2022-2025](#)). Key issues that need to be addressed include provision and maintenance of facilities. More broadly the provision of key infrastructure such as onsite wastewater management and disposal of waste issues have been identified.

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.

A new local planning strategy could provide a mechanism through which to investigate opportunities to facilitate tourism across the Shire and build on the directions provided for tourism in the Shire's Strategic Community Plan 2022-2032 ([Strategic Community Plan](#)) which acknowledges the importance of tourism within the Shire, particularly the need to accommodate self-drive tourism and the importance of Wave Rock as a visitor attraction. Key directions and actions could include planning for and development of tourist attractions and accommodation and protection of key values (environmental, landscape and amenity). Updating the Scheme to reflect the State Planning Framework, including alignment it with current government reforms relating to short-stay accommodation, is recommended.

3.2.5 Commercial/retail

The Kondinin and Hyden townsites are the Shire's key centres for commerce (business and retail). Businesses within these towns provide services to meet the needs of townsite population as well as people living in the Rural hinterland. The Shire acknowledges that the survival and future growth of both Kondinin and Hyden will depend on maintaining the current businesses but also concedes that it is becoming increasingly difficult to attract people to run them. To address this issue, the Shire is seeking to encourage greater land use flexibility and believes this can be achieved by investigating the potential for mixed use development along Graham Street in Kondinin; promoting greater flexibility in the Residential zone; and changing the permissibility for 'unhosted short-term accommodation' and 'home business' in the Rural Residential zone.

3.2.6 Supporting industries

The Kondinin and Hyden townsites have specific industrial areas that accommodate a range of businesses predominately servicing the agriculture and mining sectors. The planning for bulk grain receipt/storage/distribution will need to address whether future needs will be catered for by expansion of existing facilities and/or the establishment of new facilities. Bulk grain storage and handling facilities, due to the industrial nature of activity and reliance of heavy freight transport modes, can cause off-site impacts (i.e. dust, noise and traffic). Therefore, due regard will need to be given to the siting of sensitive land uses and the capacity of the transport infrastructure to cater for freight traffic.

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) outlines environment and natural resource management needs to be integrated with the broader land use planning and decision making such that the natural environment is protected, conserved and enhanced. 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

Most of the Shire consists of open flat to undulating landscape dominated by broad acre agriculture with scattered, isolated vegetation stands and low woodlands. The north-eastern section of the Shire is represented by the Coolgardie sub-region consisting of low hills supporting woodlands while the sand plains consist of scrubland. Granite domes and rock outcroppings punctuate the landscape while the valley systems comprise of a chain of saline wetlands and salt lakes.

3.3.2 Soils

There are a variety of soils, including clays/silts, sands, and granite outcrops. Gypsum dunes also occur in the area. Kondinin townsite lies with the Kondinin broad flat valley soil landscape system which comprises of loamy earths, loamy duplexes and minor clays.

3.3.3 Biodiversity

Important biodiversity assets are present in the Shire such as: remnant vegetation some of which is Threatened and Priority Ecological Communities (as classified in Western Australia) and Threatened Ecological Communities (as classified by the Commonwealth). 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

Across the Shire, there are approximately 29,477ha (or 3.96% of total area) identified for the purposes of nature conservation consisting of 26 nature reserves and 3 other protected land areas. The major conservation reserves within the Shire include Lake Gounter Reserve, Bushfire Rock Nature Reserve, Lake Cronin, Kondinin Lake Nature Reserve, North Karlgarin Nature Reserve, Marble Rock Nature Reserve, Kondinin Salt Marsh Nature Reserve and Karlgarin Nature Reserve. There are other unnamed reserves.

3.3.5 Bushfire

Large areas of the Shire, particularly outside of the Kondinin and Hyden townsites, are designated as 'bushfire prone area' by the Fire and Emergency Commissioner. Managing the risks posed by bush fire is important to avoiding impacts on the residents, property and infrastructure. The Commission's State Planning Policy 3.7 – Bushfire (and associated guidelines) provide detailed guidance about managing bushfire risk.

3.3.6 Water Resources

Surface water

Surface water within the Shire is largely contained within the Swan-Avon-Lockhart River catchment. There are 16 significant dams in the Shire catering for potable and non-potable water supply needs, and are mainly managed by Water Corporation, Department of Water and Environmental Regulation and the Shire of Kondinin.

Groundwater

Groundwater within the Swan-Avon-Lockhart River Catchment is generally within two metres of ground level in the valley floors and greater than ten metres in upper slope areas. Groundwater resources, particularly in the valley floors, beneath the salt lakes and in deep aquifers in lower sub-catchment areas have very high salinity.

Drainage/hydrology

Most of the Shire falls within three hydrological zones of ancient valley drainage (i.e. Southeast, Southwest and Northern zones) (also known as palaeo-channels) that consist of smooth to irregularly undulating plains dominated by chains of salt lakes. The town of Kondinin is sited close to 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.

3.3.7 Climate change

The issues associated with climate change that are impacting the Shire, include: more frequent extreme weather events resulting in drought and bushfires; water/soil erosion and flood risk from intensive rainfall events; shortages of potable water; loss of biodiversity; and changes to agricultural production. Consequently, the key challenges for the Shire include the management issues associated with agriculture, protection of 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 the Commission's development control policies and positions 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**.

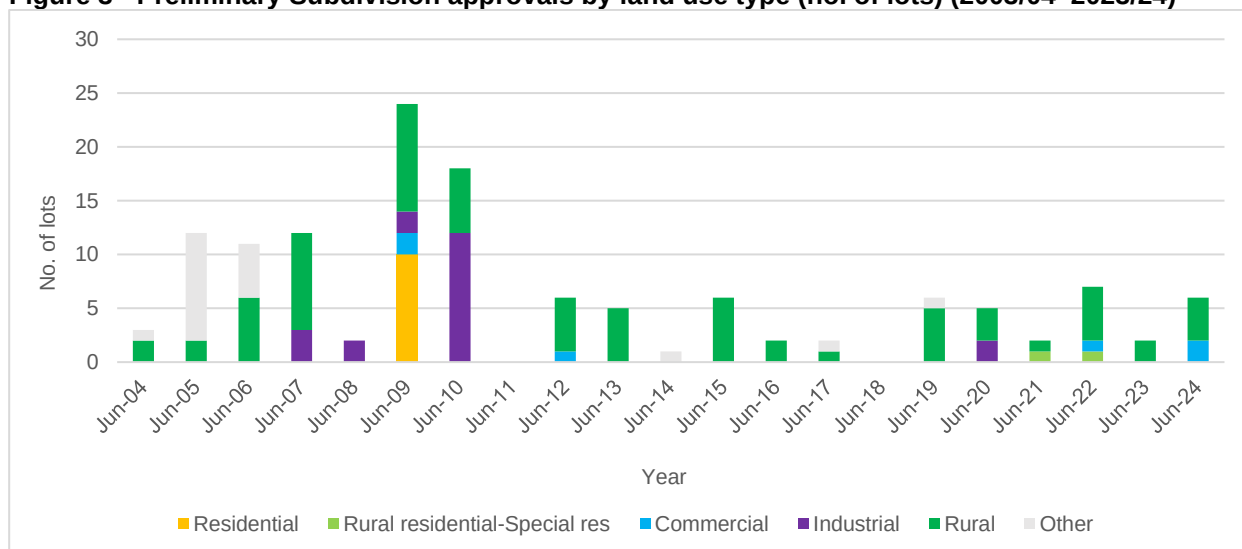
4.1 Subdivision activity

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 the Scheme in 2004, 132 lots (~ 7 lots p.a.) have received Preliminary Approval across the Shire. Most of this preliminary activity (71%) occurred prior to 2014 but preliminary approval activity after this time more subdued. Of the total lots given Preliminary Approval, 74 were for Rural purposes (56% ~ 4 lots p.a.) and two lots for Rural Residential purposes in the Shire's rural hinterland. Within the Kondinin and Hyden townsites, 21 lots were given Preliminary Approval on land zoned Industry, 10 on land zoned Residential, and six on land zoned Commercial. A further 19 lots received Preliminary Approval on land zoned Rural Townsite in Karlgarin (refer to **Figure 3**). At 31 December 2024, four lots (two for residential purposes and two for non-residential) have an outstanding Preliminary Approval.

Figure 3 - Preliminary Subdivision approvals by land use type (no. of lots) (2003/04–2023/24)



Source: DPLH (2025)

4.1.2 Final Subdivision approvals

Since gazettal of the Scheme in 2004, 86 lots (~ 4 lots p.a.) have received Final Approval across the Shire. Most of this activity occurred prior to 2014 but after this time Final Approval activity has been more subdued. Of the lots that received Final Approval, 63 were for Rural purposes and 2 for Rural Residential purposes in the Shire's Rural hinterland. Within the Kondinin and Hyden townsites, 11 lots received Final Approval on land zoned Residential, seven on land zoned for industrial purposes, and two on land zoned for Commercial purposes. One lot received Final Approval on land zoned Rural Townsite (refer to **Figure 4**).

Figure 4 – Final Subdivision Approvals by land use type (no. of lots) (2003/2004–2023/24)



Source: DPLH (2025)

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 2012/13, there have been 174 building commencements (15 p.a.) for: residential dwellings (24 or 2 p.a.); outbuildings (98 or 8 p.a.); commercial/Industrial purposes (38 or 3 p.a.) and community services (13 or 1 p.a.).

Table 4 - Building commencements since 2012/13

Year	No. building commencements	Type of development			
		Residential dwellings	Outbuildings	Commercial/ industrial purposes	Community services
2023/2024	13	0	8	5	0
2022/2023	17	0	15	2	0
2021/2022	10	3	7	0	0
2020/2021	15	6	8	1	0
2019/2020	18	1	16	1	0
2018/2019	10	1	8	1	0
2017/2018	13	2	7	3	1
2016/2017	14	2	12	0	0
2015/2016	15	5	4	5	1
2014/2015	15	4	3	5	3
2013/2014	16	0	3	7	5
2012/2013	18	0	7	8	3
Total	174	24	98	38	13

Source: Shire of Kondinin (2025)

4.2.2 Regional Development Assessment Panel

Since the commencement of the Joint Development Assessment Panels, three applications have been considered and determined: Kondinin Wind Farm; King Rocks Wind Farm; and expansion of CBH's grain receival/storage/distribution facility in Hyden.

4.2.3 State Development Assessment Unit

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

4.3 Future land supply requirements

To evaluate future land supply requirements, this analysis utilises 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 an overview of land development status for the Shire's main townsites.

4.3.1 Residential

Kondinin - there are approximately 155 lots zoned Residential that have a split density code of R10/R25. Of these, 124 are 'Developed' and a further 16 lots that are 'vacant'. The 2021 Census indicated that of the 125 private dwellings in the Kondinin townsite, 29 were 'unoccupied'. Of land that is classified as 'Unrated', there is a large land area (10ha) zoned 'Urban Development' to the west of the town site. This land, which is part of a freehold lot that is currently used for farming, was identified for future release of land for Residential purposes some time ago. Future release of this land will require constraints to be addressed such as provision of utility services and implementation of strategies to manage bushfire risk. The Shire is also investigating whether additional Residential land can be created from Crown Reserve 49449 in Repacholi Parade as this site has better access to utility services than the area zoned Urban Development.

There are some significant constraints that apply to supplying land within the Kondinin townsite, including:

- there is currently no reticulated sewerage network so onsite wastewater is required. The heavy clay soils are, however, present across the townsite and this means complying with the Government Sewerage Policy (Government of Western Australia, 2019) requires leach drains and septic tanks to be installed. This makes creating lots at the higher R25 density challenging given land application area requirements associated with onsite systems; and
- a significant amount of land that is owned by the State of Western Australia and identified for future Residential development is currently subject of the Southwest Native Title Settlement. This land cannot be developed until the claim is resolved

Hyden - there are approximately 99 lots zoned Residential within the townsite and most of these lots have a split residential density code of R10/25. Of these, 85 are 'developed' with a further 13 lots that are 'undeveloped'. The 2021 Census indicated that of the 162 private dwellings in the locality of Hyden with 37 being 'unoccupied'. Of land that is classified as 'Unrated', there are several land parcels (approximately 80ha) of land zoned for Urban Development along the western boundary of the townsite on Crown Reserve 23128. Further subdivision and future release of this land will require current issues to be addressed such as connection to utility services, management of bushfire risk, and resolution of Native Title.

Adequacy of residential land supply

Responding to anticipated population and economic change (as discussed in Part 3) over the next 15 years requires that there is a sufficient stock of Residential land and housing. At the present time, opportunities to release additional land/dwellings is comprised of:

- approximately 29 'Vacant' lots that are zoned Residential in the Kondinin or the Hyden townsite that can accommodate a single dwelling;

- some vacant occupied private dwellings for investigation is required through the development of the Strategy to more clearly determine the number and location of these;
- there is 11.86ha of land zoned Residential and classified as 'unrated' in the Kondinin town site. There is approximately 60ha of 'Unrated' land zoned Urban Development in the Hyden townsite. Releasing this land will require various constraints to be addressed and resolved prior to land being released; and
- to re-subdivide at a higher density (R25) in Hyden as the town has a reticulated sewer network but this will be challenging in the Kondinin townsite given the lack of reticulated sewerage;

This current situation may be adequate to meet the dwelling requirements associated with the Central Band forecasts and assumes that economic drivers remain as they are presently. However, should population change occur in accordance with the Upper Band forecasts, as may occur if there is a significant new economic driver(s), it could be necessary for additional Residential land to be released but this will require constraints to be addressed and resolved.

4.3.2 Rural Townsite

Karlgarin - the Karlgarin Town Site is entirely zoned Rural Townsite. Of the 85 lots, 31 are 'Developed', 10 are 'Vacant' and 30 are 'Unrated'. Generally, these lots are connected to water and power so could be developed in the future. Much of this land is held by Development WA or is crown land so it would need to be converted to freehold.

Bendering - there are nine lots zoned Rural Townsite in the Bendering townsite and all these lots are classified as 'Unrated'.

4.3.3 Aged Persons Accommodation

Kondinin – there are ten dedicated aged persons dwellings, which are located on Crown land that is vested in the Shire for this purpose. This development is collectively referred to as 'West Court'. This site can provide additional aged persons accommodation in the future. There is also an eight-bedroom facility known as 'Yeerakine Lodge', which provides accommodation for aged persons.

Hyden – there are eight dedicated aged persons dwellings, which are located on Crown land that is vested in the Shire for this purpose. This development is collectively referred to as 'Whispering Gums'. The Whispering Gums site can be expanded to accommodate additional dwellings in the future.

4.3.4 Commercial

Kondinin – there are 48 lots that are zoned Commercial. Of these, 42 are 'developed', one lot is classified as 'Vacant' and five lots are 'Unrated'. The current supply of land zoned Commercial is adequate to meet demand but there could be opportunities to provide for mixed use zonings along Graham Street, which is main road that runs through the townsite.

Hyden – there are 20 lots that are zoned Commercial. Of these, 17 are 'developed', one lot is classified as 'Vacant' with a further two lots being classified as 'Unrated'. The current supply of land zoned Commercial is adequate to meet demand but there could be opportunities to provide for mixed use zonings along Marshall Street, which is the main roads that runs through the townsite.

4.3.5 Industrial

Kondinin – there are 11 lots that are zoned for industrial purposes. Of these, four lots are 'developed', four lots are 'Vacant' and a further three lots are classified as 'Unrated'. There is scope within the Kondinin townsite for additional industrial land for further release to support farming, mining and construction activities. For example, there is a large area of land in the town's industrial area vested in the Shire that could be further subdivided to provide additional land for industrial purposes, but releasing this land this will require current servicing constraints to be resolved.

Hyden – there are 15 lots that are zoned for industrial purposes. Of these, 13 are 'developed', one lot is vacant and with one further lot classified as 'Unrated'. Work is underway within the Hyden

townsite to provide additional industrial land to support farming, mining and construction activities. For example, the Shire is currently progressing a scheme amendment to rezone a portion of land zoned Urban Development in the vicinity of Munday Loop (next to the existing industrial area) to General Industry. Releasing more industrial land will, however, require current constraints, such as connection to utility services, to be resolved.

4.3.6 Rural living

Kondinin – there is land set aside for rural living purposes on the eastern boundary of the Kondinin townsite. This land is in private ownership and has remained undeveloped for many years. The subdivision/development potential is approximately 21 one hectare lots for which the Scheme requires the ‘design to comply with an adopted Outline Development Plan’ (now a Structure Plan approved by the Commission).

Hyden – there is no land zoned for rural living purposes in the vicinity of the Hyden townsite. The Shire has been approached by the owner of Lot 1507 on DP 151272, which is located to the north of the Hyden Town site for future development for rural living purposes.

4.3.7 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.

Table 5 - Land development status

Townsite	Zone (Land use)	Developed		Undeveloped		Unrated	
		Lots	Ha	Lots	Ha	Lots	Ha
Kondinin	Residential	124	16.56	16	1.91	15	1.56
	Urban Development	0	0.00	0	0.00	1	10.18
	Commercial	42	4.14	1	0.10	5	0.50
	Industrial	4	15.07	4	7.53	3	0.82
	Rural Residential	9	19.44	6	11.03	7	10.23
Hyden	Residential	85	11.16	13	2.36	1	0.05
	Urban Development	0	0.00	7	13.65	6	61.22
	Commercial	17	4.93	1	0.10	2	0.28
	Industrial	13	9.87	1	0.27	1	0.06
Karlgarin	Rural Townsite	31	15.91	10	1.00	30	22.60
Bendering	Rural Townsite	0	0.00	0	0.00	9	35.37

Source: DPLH (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 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 Kondinin and Hyden;
- 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. 1 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. 1

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. The Shire's Local Planning Scheme No. 1 was gazetted in 2004 and has been amended five times to: 1/ rezone land, 2/ address the (then) Deemed provisions set out in the *Planning and Development (Local Planning Schemes) Regulations 2015* Schedule 2; and 3/ to make administrative changes and corrections as required (refer to **Attachment 2**).

While Scheme 1 has provided for flexible decision making, it has not been regularly updated to: address current and anticipated land use planning issues/opportunities as would be identified in a (new) local planning strategy; apply the contemporary 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 preparation of the new Strategy. Implementing the required changes will be best achieved via an omnibus amendment where a suite of changes to the Scheme are implemented as part of one amendment in accordance with the processes set out in the Regulations.

In broad terms, amending Scheme 1 will involve –

- a) actioning recommendations from the new Strategy relating to the Scheme;
- b) aligning the Scheme structure and clauses with the updated Model Scheme Text;
- c) incorporating contemporary land use terms and definitions;

- d) considering whether new zones (such as Environmental Conservation and Rural Enterprise) should be incorporated;
- e) prescribing appropriate land use permissibility in the zoning table;
- f) identifying development that 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 and the Scheme schedules; and
- i) modifying the scheme maps to align with the updated scheme text.

5.3 Structure Plans

Scheme 1 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 Rural Residential zone. However, to date no structure plans have been prepared under Scheme 1.

5.4 Local planning policies

It is recommended that the Shire's existing planning policies be reviewed as part of preparing the new Strategy and amending the Scheme to ensure they reflect contemporary guidance on specific issues.

5.5 Reviewing the local planning framework

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

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 each committed to preparing a RoR as it provides an examination of the specific local planning framework for each local government. 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 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 plan. This plan will guide preparation of a joint Strategy through 2025 and 2026 and will include key milestones that relate to drafting and key processes outlined in the Regulations.

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 the review of the local planning framework would be mid/late 2026 with finalisation of the amendment to occur during mid/late 2027. The Shire will progress the required amendment in consultation with the Department.

5.5.4 Structure plans

Addressing the status of existing structure plans or local planning policies (should this be required) will be informed by the preparation of the Strategy but could be progressed concurrently during preparation of the Scheme amendment or after the Scheme amendment process has concluded.

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 the surrounding local governments that will set out the long-term land use planning directions for the local government; apply any State or regional planning policy that is relevant to the strategy; and to provide the rationale for any zoning or classification of the land under the local planning scheme;
 - (b) amend Local Planning Scheme No. 1 via an omnibus amendment to incorporate recommendations of the new Local Planning Strategy and align to it with the Model Scheme Text and the Deemed Provisions; 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.1.
3. as part of preparing the new Local Planning Strategy and amending Local Planning Scheme No.1 assess its existing local planning policies to determine which policies are satisfactory or should be amended or should be revoked and whether any new local planning policies are required.

Attachment 1 - Location plan

Attachment 2 Summary of amendments to Local Planning Scheme No. 1

No.	Gazettal date	Details (summary)
2	28/04/09	Schedule 11 - adding Rural Residential No. 1 - Lot 2 Lovering Road, Hyden
3	29/09/09	Table 1 - deleting notes located under Table 1 in Part 4 and replacing with new notes.
7	25/02/14	Schedule 4 – amended land description details and use under SU1
	06/01/17	Scheme Consolidation and to incorporate the model deemed provisions and the supplemental provisions.
1	09/01/18	Reclassifying portion of Lot 330 on DP 50605 Clayton Street, Hyden from 'Local Scheme Reserve - Public Purpose: Education' to 'Residential R30' and amending Scheme Map 3 of 6 accordingly.

Attachment 3 – Definitions of mineral types

Critical minerals	As listed by the Australian Government under 'Critical Minerals List 2024, are of strategic national importance insofar 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. Apart from nickel, the critical minerals resources in the Shire include high-purity alumina (sourced from kaolin clays), chromium and platinum group elements (sourced from chromite-platinoids), lithium and tantalum.
Strategic materials	Strategic minerals, which are also listed by the Federal Government, are also of strategic national importance but are not vulnerable to supply chain disruption, and includes copper, tin and zinc resources in the Shire. 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.

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 defined below.

Term	Definition
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) for that are recorded as vacant.
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.