



Central Withers Structure Plan

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Central Withers Structure Plan

December 2020

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ENDORSEMENT

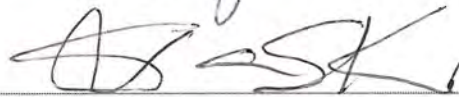
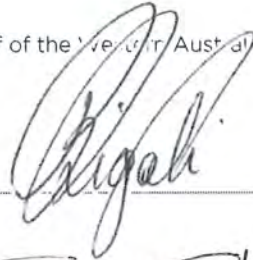
This Structure Plan is prepared under the provisions of the City of Bunbury Local Planning Scheme No. 8.

IT IS CERTIFIED THAT THIS STRUCTURE PLAN WAS APPROVED BY RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION ON

13-Jan-2021

Date

Signed for and on behalf of the Western Australian Planning Commission:



Witness

13-Jan-2021

Date

13-Jan-2031

Date of Expiry

Table of Modifications to Part One and Structure Plan Map

| Modification No. | Description of Modification | Date Endorsed by Council | Date Endorsed by WAPC |
|------------------|-----------------------------|--------------------------|-----------------------|
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| | | | |
| | | | |

Executive Summary.



For years, the communities of Withers and wider Bunbury have expressed a strong desire for improved housing, facilities and investment in the suburb. By providing a strategic planning framework for Central Withers, this Structure Plan is an important step towards achieving those improvements.

The State Government owns numerous properties within the Central Withers precinct and aims to improve or develop these assets. Together with the City of Bunbury, the Department of Communities aims to reinvigorate the area and stimulate further investment, particularly from the private sector. Most of the precinct is, and will remain, in private ownership.

Private land is included in the Structure Plan because strategically it is necessary to consider how the collective impacts of redevelopment can be managed within a logically defined precinct; in this case, the area bounded by Hudson Road, Parade Road, Westwood Street and Minnipup Road. However, the most important initiatives of the Structure Plan, such as new road links, do not involve privately owned land.

This Structure Plan is aimed at facilitating the long-term renewal of the central precinct of Withers. This involves making provision for:

- Redevelopment of underutilised government-owned land;
- Minimising planning obstacles to redevelopment by public and private landowners;
- Improved internal and external connectivity for pedestrians and vehicles;
- Consolidation and improvement of public open space to create a safe and attractive network of parks and paths;
- Creation of a community focal point in the form of a civic and community hub;

- Improved development potential for key sites through increased residential density;
- Definition of specific development criteria for new developments to improve the safety of the public realm;
- Encouraging more suitable, diverse and better-quality housing for a diverse and changing population;
- Retention of established vegetation and topographic features that define a distinct and attractive sense of place;
- Increasing permitted dwelling densities as an incentive for private investment in redevelopment of underutilised privately-owned sites.

The Structure Plan is intended to be a catalyst for the physical and cultural rebirth of Withers as an attractive, safe, supportive and energetic community within Bunbury.

It is important to note that implementation of the proposals contained in the Structure Plan is subject to funding availability and it is likely that staged delivery may occur over many years.

There are many administrative issues to be resolved relating to the current tenure and purpose of Crown Land that require prioritisation, coordination and funding by the responsible Government agencies. Thereafter additional funding will be required before anything happens 'on the ground'.

Redevelopment of major sites identified in the Structure Plan will take place over time as land assembly (including land exchanges, transfers and acquisitions as necessary) is completed and funding secured. Relocation of some existing infrastructure (eg: water, power, sewer) will require funding and implementation before development can proceed.

Because much of this funding will be beyond the day-to-day budgetary programming of the Department of Communities and the City of Bunbury, it may be necessary to make special cases for extraordinary funding for some required improvements. For this reason, it is not possible to give timeframes for much of the work. The Structure Plan provides guidance for the application of funds as they become available.

It is important to note that approval of the Structure Plan does not mean that private landowners will be forced to redevelop their land. If and when redevelopment of privately-owned land takes place remains a decision for individual landowners. It is anticipated that redevelopment of Government land will stimulate private investment by increasing property values and improving the presentation and perception of Withers as a desirable place to live in Bunbury.

New roads, footpaths, parks, etc that are created through the subdivision of land will – as is usual – be the responsibility of the subdivider, whether public or private.

The Structure Plan will enable the City of Bunbury to identify areas where improvements to existing roads, footpaths, parks etc, may be beneficial and to plan the allocation and prioritisation of funding from its forward works budget and programme implementation over the long-term.

Additional development within the Structure Plan area will in due course generate additional rates income to the City.

The Structure Plan is divided into two parts, which are read together. Part One is the implementation section of the Structure Plan. It contains the Structure Plan Map and outlines the purpose and intent of the Structure Plan. Part Two is the explanatory section of the Structure Plan. This identifies the design methodology and the relevance of and compliance with various State and local planning controls such as the Greater Bunbury Region Scheme, State Planning Policies,

and City of Bunbury Local Planning Scheme No. 8 (LPS 8) and local policies. Part Two also includes technical appendices and supporting plans and maps.

Part Two is therefore a reference for interpreting Part One.

The Structure Plan becomes effective on the date it is approved by the Western Australian Planning Commission (WAPC) and remains valid for a period of ten years thereafter.

A Structure Plan is a guiding document but does not overrule LPS 8. However, it must be given due regard when determining planning proposals for development and subdivision, and will be an essential reference for considering land rationalisation, changes in tenure, land acquisitions, road closures, etc.

One of the first steps once the Structure Plan has been endorsed will be for the City of Bunbury and the Department of Communities to jointly prepare an Implementation Plan. This will identify the sequence of specific actions, events, and responsibilities required to give effect to the proposals, including resolution of land tenure, pedestrian accessway and partial road closures, timing and detail of amendments to LPS 8, and possible funding mechanisms.

Many aspects of the Structure Plan can be implemented without the need to amend LPS 8 but there are some things that will require a scheme amendment before they can take place.

The following table summarises the expected outcomes when the Structure Plan is fully implemented.

| Item | Data | Section No. |
|---|-----------------|---------------------------------|
| Total area covered by Structure Plan | 52.099 ha | 1.2.2 |
| Area of each land use proposed: | | |
| • Residential | • ~33.1 ha | • Part 2: 3.3 |
| • Civic & Community | • ~2.34 ha | • Part 2: 3.1.1 |
| • Public Open Space | • ~5.7059 ha | • Part 1: 4.5; Part 2: 3.2.2 |
| • Internal Roads | • ~10.34 ha | • N/A |
| Estimated total number of dwellings | 1,049 | • Part 2: 3.3.6 |
| Estimated population (based on 2.52 persons per dwelling) | 2,643 | • Part 2: 3.3.6 |
| Number of primary schools | 0 | • Part 2: 3.8 |
| Number of secondary schools | 0 | • Part 2: 3.8 |
| Estimated commercial floor space | N/A | • Part 2: 3.1 |
| Estimated area and percentage of public open space: | 5.7059 ha (16%) | • Part 1: 4.5; Part 2: 3.2.2 |
| • Regional | • 0 | |
| • District | • 0 | |
| • Neighbourhood | • 2.9159 ha | |
| • Local | • 0.889 ha | |

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PART ONE

Implementation.

Central Withers Structure Plan

1. Structure Plan area
2. Operation
3. Staging
4. Subdivision and development requirements
5. Local Development Plans
6. Other requirements
7. Additional information

1. Structure Plan Area

This Structure Plan applies to the land contained within the inner edge of the line denoting the Structure Plan boundary on Plan 1: Structure Plan Map, being all the land between Minninup Road, Westwood Street, Parade Road, and Hudson Road, Withers. The Structure Plan is identified as the Central Withers Structure Plan.

2. Operation

The date the Structure Plan comes into effect is the date the Structure Plan is approved by the Western Australian Planning Commission (WAPC). The Structure Plan is to be given due regard when considering applications for subdivision and development approval.

3. Staging

The development of the Structure Plan area will be implemented in stages generally based on the following triggers:

- a) Creation of proposed new roads and/or public open spaces, as applicable, is required prior to development and/or subdivision of adjacent sites, unless otherwise agreed with the City of Bunbury and the WAPC;
- b) Relocation of service infrastructure, where required;
- c) Partial closure of road reserves, where required;
- d) Transfer, reallocation and/or acquisition of Crown land, where required.

4. Subdivision and Development Requirements

4.1 Information Required Prior to Subdivision

4.1.1 Implementation Strategy

The City of Bunbury and the Department of Communities will jointly prepare an Implementation Strategy to address:

- Roles and responsibilities;
- Land transfer requirements, processes, and timing;

- Land tenure requirements including lifting of Management Orders where necessary;
- Road closures and new road reserve creation;
- Public open space provision and improvements;
- Tree retention requirements;
- Protocols relating to communication with Department of Communities tenants;
- Implications and strategies relating to impacts on Department of Communities properties; and
- Any other relevant matter.

4.1.2 Bushfire Management Plan

Prior to any subdivision or development, a Bushfire Management Plan (including a BAL Contour Map) is to be prepared by a suitably qualified person and implemented to the specifications and satisfaction of the Department of Fire and Emergency Services and the local government.

4.1.3 Landscaping Plan

Prior to any subdivision or development, a detailed Landscape Plan for designated public open space (POS) areas is to be prepared by a suitably qualified person to the specifications and satisfaction of the local government. The Landscape Plan must include, but is not limited to, the following:

- a) The location, number, species type and maturity of proposed vegetation including planter and/or tree pit sizes and planting density;
- b) Any lawn areas to be established;
- c) Any existing vegetation and/or landscaping areas to be retained;
- d) any road verge treatments;
- e) evidence that the proposed landscaping will not, at maturity, negatively impact on the development of adjoining properties;
- f) location of lighting, bins, pet litter bag dispensers, seating, shade trees and/or structures, play and/or exercise equipment, signage, pathways and drink fountains; with all infrastructure to

be accessible to the specifications and satisfaction of the local government;

- g) detailed design of the proposed Asset Protection Zone;
- h) evidence that the proposed landscaping at maturity will comply with the approved Bushfire Management Plan and Asset Protection Zone;
- i) demonstration that POS areas can be maintained as a low fuel area in perpetuity; and
- j) details of the ongoing management regime, including the proponent being responsible for maintenance of POS areas for a minimum period of two years.

4.1.4 Arborist Report

Prior to any subdivision or development, an arborist report is to be prepared by a suitably qualified person to the specifications and satisfaction of the local government. The submitted and approved arborist report is to identify any trees worthy of retention as located:

- a) within POS and road verge areas; and
- b) in proximity to any proposed lot boundaries.

The report inventory shall be represented in table format detailing the GPS co-ordinates of identified trees, species type, trunk diameter, canopy/critical root zone and condition.

4.2 Recommended Subdivision Conditions

4.2.1 Drainage

The development/redevelopment of any of the rezoned land must manage the 1% AEP stormwater on site. In the event there is proposed to be discharge to the City's stormwater system then a drainage study must be undertaken to assess the capacity of, and any risks to, the City's stormwater system.

4.2.2 Mosquito Area Notification

A notification, pursuant to section 165 of the *Planning and Development Act 2005*, is to be placed on the certificates of title of the proposed lot{s} advising of the existence of a public health hazard or other factor. Notice of this notification is to be included on the diagram or plan of survey {deposited plan}. The notification is to state as follows:

'This lot is in close proximity to known mosquito breeding areas. The predominant mosquito species is known to carry viruses and other diseases.'

4.2.3 Bushfire Notification

A notification, pursuant to section 165 of the *Planning and Development Act 2005*, is to be placed on the certificate(s) of title of the proposed lot(s) with a Bushfire Attack Level (BAL) rating of 12.5 or above, advising of the existence of a bushfire hazard or other factor. Notice of this notification is to be included on the diagram or plan of survey (deposited plan). The notification is to state as follows:

'This land is within a bushfire prone area as designated by an Order made by the Fire and Emergency Services Commissioner and is/may be subject to a Bushfire Management Plan. Additional planning and building requirements may apply to development on this land.'

4.3 Zones and Reserves

Proposed zones and reserves including residential density are in accordance with the Structure Plan Map.

4.3.1 Land Use Permissibility

Land use permissibility within the Structure Plan area is to be in accordance with the corresponding zone or reserve under City of Bunbury Local Planning Scheme No. 8 (LPS 8).

4.4 Residential

4.4.1 Residential Density

- a) Plan 1 defines the residential densities that apply to specific areas within the Structure Plan area.

4.4.2 Dwelling Mix

- a) New housing is intended to achieve a mix of social housing (11%), affordable housing (15%), and full market housing (balance) in accordance with Department of Communities policy.
- b) All new social housing is to achieve a minimum Silver Liveable Design standard (Livable Housing Australia, 2017). Application of this standard is also encouraged for any development of ten or more dwellings.

4.5 Public Open Space

- a) The proposed public open space (POS) is intended to achieve a better overall distribution and quality of parks in relation to housing, to provide attractive and safe pedestrian connections, to retain as many healthy established trees as possible, and to honour the character of the precinct which is defined in part by the historically generous provision of open space.
- b) The distribution and type of POS is more important than the total amount but should not be less than 10% of gross subdivisible area.
- c) POS is to be provided generally in accordance with Plan 1 and Table 1.
- d) An updated POS schedule is to be provided at the time of subdivision for determination by the WAPC, with the advice of the City of Bunbury, if the proposed subdivision results in POS being provided that differs significantly from the amounts designated in Table 1.
- e) Provision of additional POS for future subdivision of land within the Structure Plan area is not required, however the City of Bunbury may require a cash-in-lieu contribution towards improvements to existing or proposed POS within the Structure Plan area as a condition of subdivision where no prior contribution of land for POS has been made. Where pedestrian connections are proposed, these may coincide with public open space provision.

Table 1: POS Schedule

| POS ID | POS Site | Size (Ha) | Classification | Remarks |
|-----------|----------------------------------|-----------|----------------|---|
| 1 | Des Ugle Park | 2.565 | Neighbourhood | The intent is for Lot 110 on Plan 11215 2,779 m ² to be transferred from the Residential zone to Parks and Recreation to add to the existing park. Transfer of the land is subject to internal approvals and inter-agency negotiations. This transfer will be made in lieu of any further POS contribution by the Department of Communities (Housing Authority) in relation to future redevelopment and/or subdivision of its Armstrong Way land (Site G on Plan 1) and any other development sites. |
| 2 | Moriarty Park | 0.3508 | Neighbourhood | Existing park including playground. |
| 3 | Hudson Road | 0.9435 | Neighbourhood | Existing wide median strip developed as a linear park including dual use path and play equipment. |
| 4 | 97 Hudson Road, cnr Parade Road | 0.9777 | Neighbourhood | Existing park adjacent to Hudson Road Community Centre including dual use paths, barbecues, and seating/shelters. Possibly suitable for off-leash dog park. |
| 5 | Poinciana Place | 0.1952 | Local | Proposed excision from R39609 to create park at high point of precinct. Size and configuration subject to detailed design. Potential for views and retention of good quality existing trees. Creation as part of future subdivision of the land. |
| 6 | Wilkerson to Davenport Linear | 0.2742 | Local | Part of R35848. Proposed widening of existing link to create safe, attractive route for pedestrians and cyclists and to provide attractive outlook and usable passive recreational space for adjacent development. |
| 7 | Davenport to Hooper Place Linear | 0.1849 | Local | Part of existing R35848. Create wide, safe, attractive route for pedestrians and cyclists and provide attractive outlook and usable passive recreational space for adjacent development. |
| 8 | Hooper to Mawson Linear | 0.2146 | Local | Part of existing R35848. Create wide, safe, attractive route for pedestrians and cyclists and provide attractive outlook and usable passive recreational space for adjacent development. |
| TOTAL POS | | 5.7059 | | |

5. Local Development Plans

5.1.1 Land where Local Development Plan Required

Local Development Plans are to be prepared pursuant to Schedule 2, Part 6 of the *Planning and Development (Local Planning Schemes) Regulations 2015* for the land labelled B – L on the Structure Plan Map or having any of the following attributes:

- a) Abuts existing or proposed public open space and/or pedestrian accessways.
- b) Slopes steeply.
- c) Has potential for multiple dwellings.
- d) Lots 10 m or less in width.
- e) Has rear-loaded vehicle access or other specific vehicle restrictions.

5.1.2 Prescribed Requirements

Local Development Plans are to address the following, as applicable:

- a) Orientation of buildings.
- b) Interface with public open space and/or pedestrian accessway.
- c) Vehicle and pedestrian access.
- d) Location of car parking.
- e) Cut, fill, and retaining walls.
- f) Retention of significant vegetation.
- g) Boundary setbacks.
- h) Building height.
- i) Boundary fencing.

6. Other Requirements Public Realm Design

Design of the public realm – streets, parks, and pedestrian accessways – and publicly accessible areas on private property should meet the following criteria:

- a) Respond to and enhance the distinctive natural characteristics of Withers to retain and enhance a sense of place, including the retention of healthy mature trees, and landform, where possible.
- b) Be functional and accessible, accommodating the diverse needs of the community (eg: the elderly, young and older children and teens, parents, people with disabilities), actively enabling positive social interaction and inclusivity.
- c) Incorporate Crime Prevention Through Environmental Design (CPTED) principles into planning and design.
- d) Increase internal and external connectivity and walkability through the staged delivery of road and pedestrian connections (primarily to the Neighbourhood Activity Centre – South Bunbury Marketplace, Hay Park, local schools, and further afield the hospital and the beach).
- e) Incorporate indigenous and non-indigenous heritage and history through signage, public art, landscaping, or other appropriate measures as determined through engagement with and involvement of the community including the local Noongar community.
- f) Minimise water consumption requirements whilst maintaining healthy vegetation.

6.1 Pedestrian Accessways

Measures are to be taken to amalgamate closed pedestrian accessways (PAWS) with adjacent land. Where services are located within a closed PAW and cannot be relocated, easements are to be created as necessary to ensure access to those services by the authorised agency. PAWs should not be closed if they cannot be satisfactorily incorporated into an adjacent site.

6.2 Partial Road Closures

To facilitate the creation of proposed redevelopment sites, partial closure of excess road reserve is required in sections of Hudson Road, Hester Place, Jacaranda Crescent and Wilkerson Way. This will require the City of Bunbury to initiate procedures under s.58 of the *Land Administration Act 1997* to enable transfer of land for development.

6.3 Change of Purpose – Crown Reserves

Measures are to be taken to change the boundaries and purpose of existing Crown Reserves to facilitate redevelopment as proposed under this Structure Plan. This includes the creation of road reserves through sections of Reserve 35848 to achieve the road connections between Mawson Place and Reynolds Road, Stallard Place and Hooper Place, and Davenport Way and Rand Court.

It is noted that any potential future investigation is not funded or resourced at this time and does not in any way limit or inhibit the delivery of all other requirements/outcomes described in the structure plan document.

6.4 Funding

No development contributions plan pursuant to *State Planning Policy 3.6 Development Contributions for Infrastructure* is proposed on adoption of this Structure Plan.

- a) The developer will fund any new roads, parks, etc proposed to be created within development sites, as is usual.
- b) Funding for new or upgraded infrastructure outside development sites will be sourced when available by other means (eg: normal State and local government budget processes, grant programmes). Availability of funding will affect the timing of implementation of improvements.

6.5 Scheme Amendment

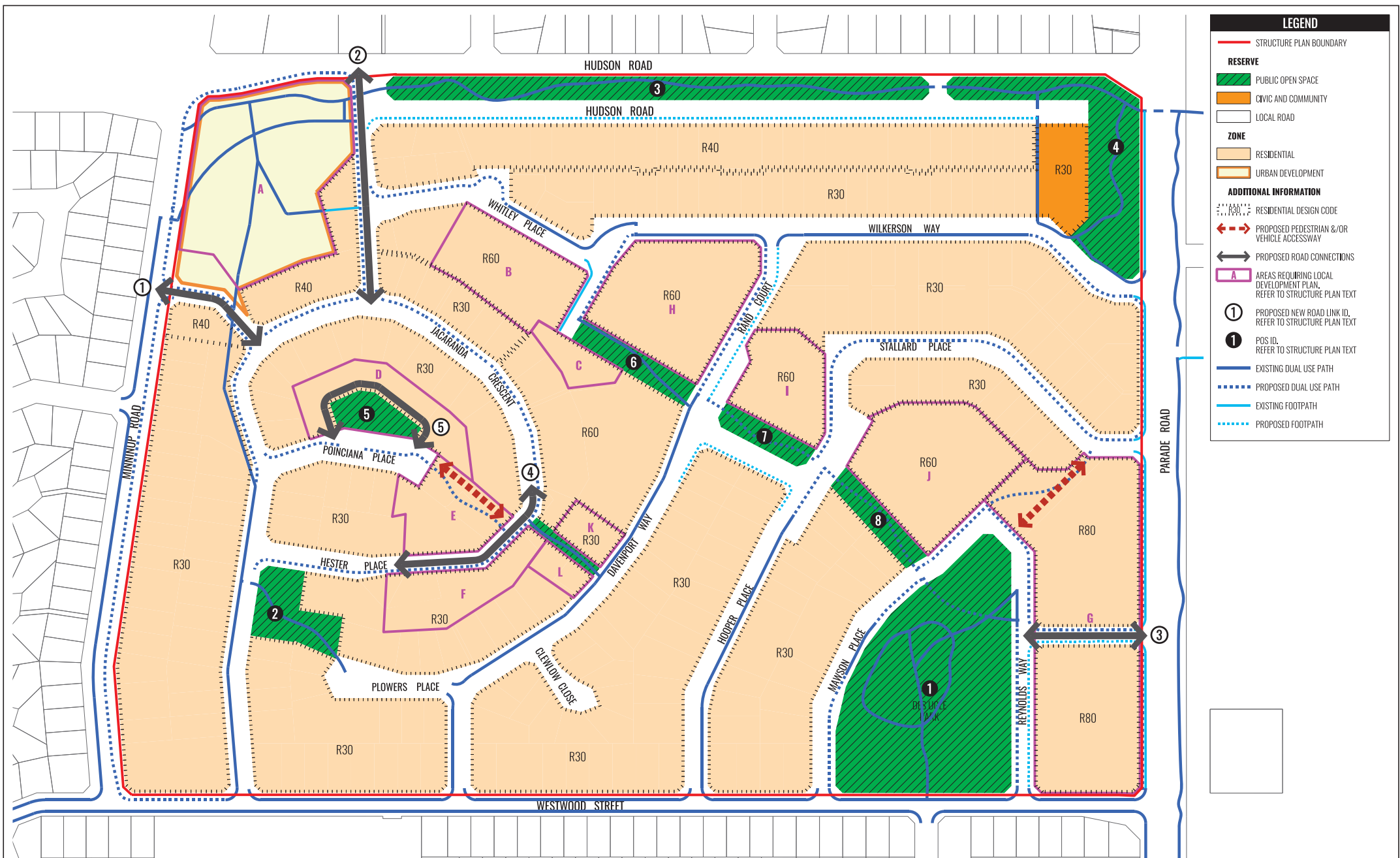
An amendment to LPS 8 is required to:

- a) Amend the R-code on land currently zoned 'Residential' in LPS 8 to reflect the code shown on the Structure Plan map.

6.6 Future Investigation of Potential Road Connections

It is acknowledged that the Withers locality has historically suffered from poor internal road connections that limit access within and through the suburb. This structure plan has provided for additional road connections between Hudson Road and Jacaranda Crescent, and between Minninup Road and Jacaranda Crescent, as well as the extension of Hester Place to Jacaranda Crescent, in addition to the road connections between Davenport Way to Rand Court, Hooper Place to Stallard Place and Mawson Place to Reynolds Way identified in the City of Bunbury's Local Planning Scheme No. 8 (LPS 8).

In the interests of improving permeability further, it is a recommendation of this structure plan that further investigation be undertaken by the relevant authority at a future date to determine the viability of additional connections within the structure plan area.



STRUCTURE PLAN MAP

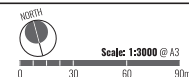
CENTRAL WITHERS STRUCTURE PLAN - PLAN 1

A Department of Communities Project



Government of Western Australia
Department of Communities

Supported by the Bunbury Development Committee



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PART TWO

Explanatory Section.

Central Withers Structure Plan

1. Planning background
2. Site conditions and constraints
3. Land use and subdivision requirements
4. Technical studies (Appendices) index

1. Planning Background

1.1 Introduction and Purpose

This Structure Plan was commissioned by the Department of Communities (DoC) to address the requirements of the *City of Bunbury Local Planning Scheme No. 8* (LPS 8) in relation to land zoned 'Urban Development' and 'Special Control Area - Development Area' in the established central precinct of the suburb of Withers. LPS 8 requires a Structure Plan to be prepared and adopted prior to any subdivision or development within these zones. Because of the importance of integrating these sites with the wider precinct, the Structure Plan area has been defined as all the land between Hudson Road, Minninup Road, Westwood Street, and Parade Road, Withers.

The objectives of the Structure Plan are to facilitate the following:

- Attract a diverse demographic profile through increased private investment and improved housing choice and diversity;
- Rationalisation of underutilised public open space and road reserves, including strategic redevelopment for housing;
- Increase internal and external connectivity through the staged management of road and pedestrian connections (primarily connection to Minninup Forum, Hay Park, local schools and the beach);
- Strengthen the commercial and civic area to create a gateway to Withers; and
- Enhance the amenity of the public realm.

It has long been recognised that there are structural challenges with the layout of the central Withers precinct that exacerbate social and property related issues, and there have been various studies undertaken over two decades seeking to foster improvements. The DoC (at that time the Housing Authority), the City of Bunbury and the South West Development Commission committed to the urban renewal of Withers in 2016. In March of that year, the City of Bunbury adopted the Withers Local Area Plan (Withers LAP) as a Local Planning Policy. The Withers LAP provides guidance for decision making and includes a spatial plan to guide and shape future planning interventions.

Based on extensive community consultation, the Withers LAP identified the following vision for Withers:

"Withers will continue to evolve into a safe, vibrant and active neighbourhood that serves the day to day needs of a 'healthy and balanced community'. Withers will be well connected, both internally and to its surrounding regional assets allowing the suburb to support and grow a diverse population (inclusive of youth, families and the elderly), with access to a range of employment opportunities, public transport and civic amenity."

There are several vacant land parcels and residential properties within the Structure Plan area owned by the DoC and/or the Crown, that provide a clear opportunity to undertake development that can help catalyse a more general urban renewal of Withers. This land is within four key areas that are identified in the Withers LAP as:

1. Neighbourhood Hub;
2. Linear Park;
3. Hilltop; and
4. Armstrong Way.

Much of the Crown Land was originally intended as public open space although not all that land is designated as such in LPS 8 (refer to section 1.3.1 of this Part). The extent of open space and remnant native trees is one of the defining visual characteristics of central Withers.

1.2 Land Description

1.2.1 Location

The Structure Plan area is located within the Central Withers precinct defined by Hudson Road, Minninup Road, Parade Road, and Westwood Street. The location of the Structure Plan area in the context of Bunbury is shown in Figure 1.

The suburb of Withers is located approximately five kilometres south of the Bunbury CBD. Within a one-kilometre radius are located three primary schools, one secondary school, neighbourhood shopping (South Bunbury Marketplace), and a regional sporting complex. Within two kilometres are Mindalong Beach, Crosslands district shopping centre, and the South West Health Campus comprising both public and private hospitals, and various affiliated health services.

1.2.2 Area and Land Use

The Structure Plan area comprises an area of approximately 52.099 hectares, of which approximately 12.381 hectares are taken up by road reserves.

The predominant land uses are residential and public open space, with considerable areas of vacant land in public ownership. Much of the public open space is undeveloped and underutilised. Most of the housing stock was originally built by State Housing Commission in the years subsequent to Withers' establishment as a public housing estate from the early 1960's. Dwellings are predominantly single storey detached dwellings and duplexes but there are also some old blocks of flats and grouped dwellings.

At each end of the long double-headed cul-de-sac section of Hudson Road there are community buildings, in the form of the Withers Community Library (western end) and the Hudson Road Family Centre (eastern end).

There are no commercial land uses within the Withers Central Precinct. South Bunbury Marketplace is located on the north-eastern corner of Hudson Road and Minninup Road, just north of the Structure Plan area. The shopping centre is part of a designated neighbourhood activity centre that also comprises a mosque, op shop, large liquor store, Community Health centre, and free-standing fast food outlets.

1.2.3 Legal Description & Ownership

The Structure Plan area comprises multiple lots in multiple ownerships. The cadastral detail and general ownership (private, public, reserves) are shown in Appendix 1.



Figure 1: Regional Context

1.3 Planning Framework

1.3.1 Zoning and Reservations

Greater Bunbury Region Scheme

The Structure Plan area is located on land zoned 'Urban' under the *Greater Bunbury Region Scheme* (GBRS) for which the stated purpose is "to provide for residential development and associated local employment, recreation and open space, shopping, schools and other community facilities."

The Structure Plan is consistent with the objectives of this zone.

No amendment to the GBRS is necessary to implement this Structure Plan.

Local Planning Scheme No. 8

City of Bunbury Local Planning Scheme No. 8 (LPS 8) was gazetted on 9 March 2018. The Structure Plan area is variously zoned and reserved as shown in Figure 2.

The objectives of the relevant zones and reserves are as follows.

Urban Development Zone

- To provide an intention of future land use and a basis for more detailed Structure Planning in accordance with the provisions of this Scheme.
- To provide for a range of residential densities to encourage a variety of residential accommodation.
- To provide for the progressive and planned development of future urban areas for residential purposes and for commercial and other uses normally associated with residential development.
- To provide an intermediate transitional zone following the lifting of an urban deferred zoning within the Greater Bunbury Region Scheme.

Residential

- To provide for a range of housing and a choice of residential densities to meet the needs of the community.
- To facilitate and encourage high quality design, built form and streetscapes throughout residential areas.

- To provide for a range of non-residential uses, which are compatible with and complementary to residential development.
- To preserve and enhance residential amenity in relation to competing land uses and urban design issues within residential neighbourhoods through appropriate housing types, forms and densities, and provision of private and public open spaces that contribute to the city's landscape character.



Figure 2: Extract current LPS 8 Map

The 'Residential' zoned land within the Structure Plan area is all coded R20/30 except for those lots fronting Hudson Road, which are coded R20/R40. The intention of the dual density coding is to encourage amalgamation of lots to enable development above the lower of the

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two densities by requiring a minimum development frontage of 25 metres for more than two dwellings and/or shared vehicle access on multi-dwelling sites with a frontage less than 25 metres. However even at the higher density most lots are limited by their size to only two dwellings.

Local Reserve Civic & Community

- To provide for a range of community facilities which are compatible with surrounding development.
- To provide for public facilities such as halls, theatres, art galleries, educational, health and social care facilities, accommodation for the aged, and other services by organisations involved in activities for community benefit.

The land reserved for Civic and Community within the Structure Plan area has an R30 code, indicating that residential use of this land (aged persons' housing in this case) would be according to the relevant R-Code provisions for this density and land use.

Local Reserve Public Open Space

- To set aside areas for public open space, particularly those established under the *Planning and Development Act 2005* s.152.
- To provide for a range of active and passive recreation uses such as recreation buildings and courts and associated car parking and drainage.

Not all the land used or originally intended for use as public open space is reserved as such; much of the presently underutilised public open space is contained within the 'Urban Development' zone.

Local Reserve Local Road

- To set aside land required for a local road being a road classified as an Access Road under the Western Australian Road Hierarchy.

Not all land currently reserved for Local Road has a road constructed on it.

Development Areas Special Control Area

- To identify areas requiring Structure Planning and/or local development planning prior to subdivision and/or development.
- To coordinate and integrate orderly subdivision, infrastructure provision, land use and development in areas requiring structure planning and/or local development planning;
- To guide the layout and design of lots, land uses and developments on land within a Structure Plan and/or a local development plan area;
- To establish a framework for the assessment of applications for development approval within a Structure Plan and/or a local development plan area; and
- To institute arrangements for the implementation of the plan by landowners, infrastructure providers and the local government.

Some amendments to LPS 8 will be required to fully implement development envisaged by the Structure Plan. These are described in section 3.12.4 of this report.

1.3.2 Regional & Sub Regional Structure Plans

There are no regional or sub-regional Structure Plans applicable to the Structure Plan area.

1.3.3 Strategies

South West Regional Planning & Infrastructure Framework

The *South West Regional PIF* was published in December 2015. It is a regional strategy prepared under section B2 of the *State Planning Framework* (SPP 1) and is considered when strategies and policies relevant to the South West are reviewed. Its purpose is to provide a broad planning framework for development within the South West. The PIF identifies Bunbury as the regional centre for the South West.

Amongst other objectives, the PIF seeks to encourage infill consolidation in existing centres, identify and use vacant and under-used land for higher densities, and to support and plan for a variety of lots and dwellings in terms of size, type, affordability and location, to reflect the changing demographics.

This Structure Plan is entirely compatible with these objectives and with the role of Bunbury in the region.

Withers Local Area Plan

The *Withers Local Area Plan* (UDLA, 2016) was adopted by Council in March 2016 as a strategic local planning policy. It covers the whole suburb of Withers; the Structure Plan area is within the area identified as Precinct 2.

The Withers LAP project commenced in early 2015 and engaged Withers residents and stakeholders in the design process. The Withers LAP was publicly advertised in January and February 2016 before being adopted by Council.

The objectives of the Withers LAP included:

- To establish a shared vision for the Withers suburb;
- To protect the intrinsic values and attributes that are critical in defining a community's identity and sense of place;
- To identify and address key local planning opportunities and constraints within the Withers LAP; and
- To develop a forward-thinking framework/plan across the suburb of Withers, that is continued to be understood and supported by most of the community/ stakeholders.

The main proposed actions for Precinct 2 identified in the Withers LAP were improving road connectivity, allowing for residential infill and mixed-use development, and creating a civic square and community hub near the existing Withers Library.

The Structure Plan is generally consistent with the principles and recommendations of the Withers LAP and is in effect the first step towards implementing key proposals for Precinct 2, Withers Central.

Integrated Open Space Strategy

The *Bunbury Integrated Open Space Strategy* is a map-based strategic planning policy dating from June 2004. It identifies all the formal and informal area of public open space within the Structure Plan area as 'passive'. This includes not just Des Ugle Park and Moriarty Park, but all the currently vacant land owned by the Department of Communities, the Crown, and the City, including Withers Library.

It is the purpose of this Structure Plan, in part, to rationalise the amount and function of vacant land within the Structure Plan area to achieve a safer, more attractive, and more liveable outcome for the Withers community and this is likely to require solutions that deviate somewhat from this strategy.

Public open space is classified in the Structure Plan according to the criteria in *Liveable Neighbourhoods*.

1.3.4 Policies

State Planning Policies

SPP 3 – Urban Growth & Development

This high level SPP sets out the principles and considerations which apply to planning for urban growth and settlement in Western Australia. The Policy seeks to ensure well planned and coherent management of urban growth having regard to a range of social, economic and environmental objectives.

The Structure Plan is consistent with the objectives of the SPP, particularly through the intention to build on existing communities with established local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those communities.

SPP 3.6 - Development Contributions for Infrastructure

The policy sets out the principles and considerations that apply to development contributions for the provision of infrastructure in new and established urban areas, and the form, content and process to be followed. The key principle is that the 'beneficiary' of the new infrastructure pays. A development contribution plan must have a strategic basis and be linked to the local planning strategy and strategic infrastructure plan and programme which identify the infrastructure and facilities required over the next 5-10 years.

SPP 3.6 is read as part of LPS 8 as specified by cl. 29 of LPS 8.

SPP 3.6 requires that the need for the infrastructure included in the development contribution plan must be clearly demonstrated (need) and the connection between the development and the demand created should be clearly established (nexus).

Regulation 73 of the *Planning and Development (Local Planning Schemes) Regulations*, states that a local government must not levy a contribution for the provision of infrastructure or facilities for an area unless there is a development contribution plan in place for the area.

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A development contribution plan is formulated for land declared under the LPS as a Development Contribution Area.

The Structure Plan area is not a Development Contribution Area.

SPP 3.7 - Planning in Bushfire Prone Areas

SPP 3.7 directs how land use should address bushfire risk management on land identified as bushfire prone by Fire and Emergency Services (DFES). As explained further in section 2.4 on page 16, this policy applies to the south-eastern corner of the Structure Plan area, which has been identified as 'bushfire prone'.

The policy seeks to implement a risk-based approach to land use planning and development to preserve life and reduce the impact of bushfire on property and infrastructure.

SPP 5.4 - Road and Rail Noise

The policy applies, inter-alia, to proposed noise-sensitive developments in proximity to designated urban primary distributor roads and/or roads forecast to carry more than 20,000 vehicles per day in metropolitan areas (such as Bunbury).

No road adjacent to the Structure Plan area is affected by this policy.

SPP 7.0 - Design of the Built Environment

This policy is the overarching policy under which a suite of specific policies aimed at achieving better design outcomes for urban development across the state. SPP 7 sets out the principles, processes and considerations applicable to the design of the built environment. The ten principles proposed by the draft SPP are very much reflected in and compatible with the intentions of the Structure Plan.

- Context and character

Good design responds to and enhances the distinctive characteristics of a local area, contributing to a sense of place.

- Landscape quality

Good design recognises that together landscape and buildings operate as an integrated and sustainable system, within a broader ecological context.

- Built form and scale

Good design provides development with massing and height that is appropriate to its setting and successfully negotiates between existing built form and the intended future character of the local area.

- Functionality and build quality

Good design meets the needs of users efficiently and effectively, balancing functional requirements to deliver optimum benefit and performing well over the full lifecycle.

- Sustainability

Good design optimises the sustainability of the built environment, delivering positive environmental, social and economic outcomes.

- Amenity

Good design optimises internal and external amenity for occupants, visitors and neighbours, contributing to living and working environments that are comfortable and productive.

- Legibility

Good design results in buildings and places that are legible, with clear connections and memorable elements to help people find their way around.

- Safety

Good design optimises safety and security, minimising the risk of personal harm and supporting safe behaviour and use.

- Community

Good design responds to local community needs as well as the wider social context, providing buildings and spaces that support a diverse range of people and facilitate social interaction.

- Aesthetics

Good design is the product of a skilled, judicious design process that results in attractive and inviting buildings and places that engage the senses.

SPP 7.3 - Residential Design Codes Volume 1

The R-Codes are read as part of LPS 8 and control most residential development. As modified by cl. 26 of LPS 8 they apply to Residential zoned land within the Structure Plan area. Cl. 26 relates to the assessment of proposals on land where a dual R-Code applies, which

includes residential land in Withers as dual R20/30 and R20/40 coding is applied to much of the area.

The R-Codes allow for variations to the 'deemed-to-comply' requirements where development can demonstrate compliance with design principles intended to allow for alternative design solutions to meet the objectives of the R-Codes.

Development outcomes recommended by this Structure Plan will require modifications to some aspects of the R-Codes through the application of special development controls or the adoption of Local Development Plans for some sites, and amendment to the LPS 8 provisions relating to dual codes.

SPP 7.3 - Residential Design Codes Volume 2 - Apartments

This is a policy for apartments and mixed-use developments which focuses on improved design outcomes for apartments. It provides planning and design standards for residential apartments (multiple dwellings) in areas coded R40 and above and within activity centres and mixed-use development. Multiple dwellings in areas coded below R40 are addressed in Volume 1 of the R-Codes.

It is important to note that the Apartment Codes do not define 'deemed-to-comply' standards. It requires that development achieve the objectives of the Codes, which are based on the ten principles of good design outlined in SPP 7.0. This means that each design must be carefully considered to respond appropriately to the context of the site and any specific local requirements defined by this Structure Plan or local planning policies.

Development Control Policies

DC 2.3 - Public Open Space in Residential Areas

The key significance of this policy is the requirement that 10 per cent of the gross subdivisible area of a conditional subdivision shall be given up free of cost by the subdivider for public open space. In the case of an existing development like Withers, public open space was created when the suburb was originally created. Interestingly, and contrary to usual practice, not all the public open space is developed as such or reserved for public open space in LPS 8.

For the purposes of this Structure Plan, the primary relevance of this policy is to provide an indication of the amount of public open space considered desirable across the wider area.

Local Planning Policies

Local Planning Policies are adopted under processes outlined in the 'Deemed Provisions' of LPS 8 but do not bind the City in respect of determining planning proposals. However, the City is required to have regard to the policies before determining an application.

LPP 3 - Zone Development Requirements

The relevance of this policy within the Structure Plan area is largely in relation to non-residential development, as residential development is currently required to comply with the R-Codes. It outlines the City's requirements for building setbacks, heights, landscaping, plot ratio, relationship to adjoining residential or other sensitive land uses, building design, orientation, and vehicle access and parking.

This policy is applicable primarily at the development application stage.

It will assist in identification of the need for Local Development Plans where existing development controls would not ensure the desired development outcomes.

LPP 29 - Aged & Dependent Persons Dwellings

The most significant elements of the policy for the Structure Plan area are locational criteria, which are considered appropriate for aged and dependent persons' housing:

- Minimum lot size of 4,000m²;
- Reasonable proximity to shopping facilities;
- Reasonable proximity to health facilities; and
- Accessibility to public transport.

Acceptable walking distances specified in the policy are taken from *Liveable Neighbourhoods*.

LPP 3.1 - Access & Parking for Pedestrians, Bicycles, and Vehicles

One of the objectives of this policy is to guide the exercise of discretion in the determination of applications for planning approval relating to parking and/or access for pedestrians, bicycles and vehicles. The policy seeks to promote integration of public transport and other alternatives to private vehicles through various measures. This Structure Plan is entirely consistent with this objective.

The policy sets out the car parking rates to be applied to different types of land use. The policy does not apply to development to which the R-Codes apply (ie: most residential development) and requires the 'Acceptable Development' (now referred to as 'Deemed-to-Comply') standards to be met for such land (as opposed to the potentially more flexible and context responsive 'Design Principles').

LPP 3.3 - Changes to Ground Level and Retaining Walls

The purpose of this LPP is to ensure that changes to ground levels through the excavation or filling of land and the development of retaining walls do not adversely affect neighbouring properties or the natural landscape features and environmental values of a local area, and to ensure that material used in the filling of land is both geotechnically stable and environmentally sound.

The policy does not apply to aspects of development covered by the R-Codes.

It is a specific aim of this Structure Plan to encourage development to respond to existing topography, minimising the need for cut-and-fill of land using appropriate building design, materials, and construction techniques.

LPP 6.1 - Engineering Requirements for Subdivision of Land and Land Development

This policy, adopted under LPS 7 and carried through to LPS 8, requires that works associated with subdivision and land development should meet or exceed the minimum standards specified in the Institute of Public Works Engineering Australasia *Local Government Guidelines for Subdivisional Development, Edition 2.1*, (IPWEA, 2016) and any subsequent updated versions.

Its relevance to the Structure Plan area relates primarily to informing the design of any future roads, stormwater systems, paths, public open space construction and related infrastructure required as a result.

Compliance with this policy should not be at the expense of potentially more suitable design and construction innovations.

LPP - Road Hierarchy

This 'Strategic Planning Policy' adopted in February 2018 is intended provide guidance in relation to traffic management, transport, and access to road within the City of Bunbury. It was specifically intended to relate to now-superseded LPS 7 and review in the light of the

Bunbury Transport Vision 2030 Study (GHD Pty Ltd, 2006). Its application under LPS 8 as a strategic planning policy nevertheless makes it relevant to the Structure Plan area as it provides guidance in relation to vehicular access, speed limits, carriageway widths and bicycle lanes, amongst other things.

These matters inform revisions to the internal road hierarchy of Central Withers proposed by this Structure Plan.

Other Relevant Government Policies

Liveable Neighbourhoods

Liveable Neighbourhoods is a WAPC Operational Policy that guides the structure planning and subdivision for greenfield and large urban infill sites. The Structure Plan area is an urban infill site, but many of the principles applicable to large subdivision or re-subdivision sites will be impractical to apply in this case given that many private sites will not be redeveloped or subdivided. Nevertheless, to the extent that they are appropriate, the Structure Plan takes its design cues from the relevant principles of *Liveable Neighbourhoods*.

In particular, the principles of *Liveable Neighbourhoods* are being addressed by the Structure Plan through:

- Improving the walkable neighbourhood catchment around the existing centre (South Bunbury Marketplace);
- Allowing a range of land use types including residential, mixed use, civic, community and public open space;
- Providing for a range of residential densities to assist in securing a range of dwelling types; and
- Improving connectivity to allow for better traffic and pedestrian movement.

Liveable Neighbourhoods is under review and although a draft revision was advertised in 2015, no replacement to the current (2009) version has yet been adopted.

Development Control Policies

The WAPC has numerous Development Control policies that guide decision making on subdivision and development applications. It is not necessary for the purposes of the Structure Plan to identify these individually.

1.3.5 Pre-lodgement Consultation

Consultation with the following parties was undertaken to inform preparation of this Structure Plan.

City of Bunbury

The City was consulted regarding:

- Extent of Structure Plan area;
- Split coded areas and proposed residential densities;
- Pedestrian accessways.

Department of Communities

The Department was consulted regarding:

- Housing diversity needs;
- Key development sites.

Withers Renewal Project Working Group

The Withers Renewal Project Working Group (WRPWG) comprises the Department of Communities, the City of Bunbury, and the South West Development Commission, with regular attendance at meeting from the WA Police Force, Bunbury Development Committee, and Department of Planning, Lands and Heritage. The WRPWG was kept regularly updated by the DoC during the preparation of the Structure Plan, and feedback from the meetings was provided to the consultant team.

Withers Community

The DoC provided information to the Withers community about the project at the 'Friends of Des Ugle Park' event on 24 November 2018. Initial ideas for the revised Structure Plan, including a preliminary Structure Plan map, proposed road network, and conceptual plans for the Community Hub and land on Jacaranda Crescent were displayed during three 'open day' sessions held at Withers Community Library on 8 and 9 March 2019. The Withers Progress Association also received briefings on the project.

Further consultation with the community and DoC tenants will occur as the project progresses.

Community Service Providers

A wide range of community service providers - local social support groups, government agencies and national providers - were consulted, primarily regarding potential uses of the proposed Community Hub site.

The providers consulted were:

- BHL Community Health
- PCYC
- Men's Shed
- Bunbury Regional Community College
- WA Police Force
- Pathways SouthWest
- Australian Red Cross
- Investing In Our Youth
- Jobs South West
- CentreCare
- Lotteries House

Aged Care Providers

Given Bunbury's socio-economic position relative to Perth, the potential for an aged care facility within Withers was considered. The base land value is lower than other Bunbury suburbs, and much lower than comparable sites within the Perth metropolitan area. Providers that were consulted regarding their interest in locating within Withers and the facilities and site requirements they would require if they did so were as follows:

- MercyCare
- Brightwater Care Group
- Amana Living
- Hall & Prior

2. Site Conditions & Constraints

2.1 Biodiversity & Natural Area Assets

One of the attractive qualities of Withers is the mature trees that grow there, including remnant native trees that existed pre-development.

A tree survey was conducted in 2017 within sub-precincts 2A, 2B(i) and 2B(ii) of the Withers Central Precinct as defined by the *Withers Local Area Plan*. These are key government owned sites with potential for redevelopment (refer to Figure 3 on page 19). The work was undertaken by Strategen on behalf of DoC (then called the Housing Authority) to determine whether the removal of trees within the area would be likely to trigger the Commonwealth Environmental Assessment and Approval process (Strategen, 2017). Amongst other things, the scope of the survey involved providing the following information for any significant trees observed:

- species and sub species name;
- current physical attributes (height, main stem calliper, canopy width, health condition, and structural condition, age, likely life expectancy);
- recommended (root) zone of protection centred on main stem;
- any comments deemed pertinent to the identified tree (i.e. any hazards, defects, issues etc.); and
- suitability as potential foraging, roosting or nesting habitat for any of the three black cockatoo species protected under the *State Biodiversity Conservation Act 2016* (BC Act) or *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), i.e. Carnaby's Black Cockatoo, Baudin's Black Cockatoo, or Forest Red-tailed Black Cockatoo.

2.1.1 Threatened Ecological Communities

No Threatened Ecological Communities (TEC) protected under the BC Act have been identified within the survey area. Two TECs protected under the EPBC Act were identified as potentially occurring within the survey area:

- Banksia woodlands of the Swan Coastal Plain (Endangered); and
- Clay Pans of the Swan Coastal Plain (Critically Endangered).

Neither of these TECs is present within the Structure Plan area.

2.1.2 Fauna

Based on results of the desktop assessment, habitat summaries, location descriptions and records, and existing site information, five species were considered to have the potential to occur within the Survey Area (refer to Table 2 on page 20).

2.1.3 Flora

Areas of remnant native vegetation that exist in the suburb of Withers are primarily associated with Hay Park to the east of the Structure Plan area, and Maidens Reserve to the west.

There are several old-growth (>50 years) trees of varying species that have been highlighted as socially important to the community of Withers. Hay Park contains threatened ecological communities, and a few rare or priority species including Carnaby's Cockatoo and Western Ringtail Possum have been recorded in the Withers area, mainly within Hay Park and Maidens Reserve, although two occurrences are recorded within Central Withers – one on private property.

The field survey determined that the area surveyed contains heavily degraded vegetation, including native trees (largely *Agonis flexuosa* [weeping peppermint] and *Eucalyptus gomphocephala* [tuart], with some *Corymbia calophylla* [marri] and *E. marginata* [jarrah]) and introduced trees over mixed weed species.

Significant trees, as defined in the survey brief, are trees, notwithstanding those whose nature, rarity or uniqueness implies their inclusion, are over approximately 4 metres in height. Additionally, significant trees are those which are considered important as habitat for fauna species protected under the BC Act or EPBC Act. A total of 198 trees were recorded. Of these, 21 trees (19 *Eucalyptus gomphocephala*, one *E. marginata* and one *Agonis flexuosa*) were significant. Five tuarts showed evidence of dry rot and/or termite activity. A Western Ringtail Possum nest site was

observed in the jarrah tree, along with evidence of recent activity (scats). No black cockatoo species were observed during the survey. No evidence of foraging activity (e.g. chewed tuart fruit) was observed during the survey.

Nineteen trees are recommended to be removed and 20 to be trimmed because they are dead or dying or require dangerous limbs removed. Root protection zones of between 4 and 25 metres were identified, which should be observed during design and planning stages to avoid damage to the trees, particularly the *E. camaldulensis* (red river gum) with the highest root protection zone.

Strategen recommended retaining stands of trees as marked in Figure 3 on page 19, which would result in the retention of most of the significant trees recorded within the Survey Area.

2.1.4 Trees on Private Land

No survey of trees on privately owned land has been carried out, yet it is clear that there are many significant trees on private land that contribute to the character of the Structure Plan area and would provide foraging and possibly nesting habitat for various fauna.

Where possible, healthy large trees that contribute to the streetscape or general character of the Structure Plan area or that provide foraging and/or nesting habitat for endangered species (such as Carnaby's Black Cockatoo) should be retained. It is already a requirement of the R-Codes that the position, type, and size of any existing tree exceeding 3 metres and/or significant landscaping features be identified on plans submitted with applications for a proposed development.

Volume 1 of the R-Codes, relating to all single and grouped dwellings and multiple dwellings on land coded less than R40, allows variations to certain 'deemed-to-comply' development requirements (eg: building setbacks) if the variation meets the related design principles. Where retention of a significant tree requires a variation to a deemed-to-comply requirement then it should be supported by the City if the resulting development outcome would be acceptable.

Volume 1 of the R-Codes also provides some discretion for the WAPC to vary minimum site area requirement for subdivision applications only (under clause 5.1.1) by up to 5% in certain circumstances. Those circumstances include to:

- facilitate the protection of an environmental or heritage feature;

- facilitate the retention of a significant element that contributes toward an existing streetscape worthy of retention;
- achieve specific objectives of the local planning framework.

Retention of significant vegetation can fall within any of these circumstances and therefore it is recommended that variation of site area be promoted as an incentive for retention of such vegetation on land subject to redevelopment involving subdivision (green title and survey strata). It is noted that development sometimes precedes subdivision; in such circumstances it will be necessary to identify the extent of variation under a future subdivision that would be possible to determine whether this mechanism can be used to ensure retention of a tree.

Volume 2 of the R-Codes, relating to multiple dwellings on land coded R40 and above, and mixed-use development, encourages the retention of significant trees and provides ample discretion to vary development requirements to achieve tree retention.

2.1.5 Biodiversity & Natural Area conclusions

Based on the findings of the flora survey, fauna desktop assessment and outcomes of the significance assessments, Strategen concluded that the project was unlikely to have a significant impact on any matters of national environmental significance (MNES) potentially impacted by the project due to:

- the TECs 'Banksia woodlands of the Swan Coastal Plain' and 'Clay Pans of the Swan Coastal Plain' do not occur in the Project area;
- Chuditch habitat does not occur in the Structure Plan area;
- the potential Black Cockatoo and Western Ringtail Possum habitat to be cleared is not considered critical for the survival of Black Cockatoos and Western Ringtail Possums. Habitats in the surrounding areas are able to support populations therefore these species would not be solely reliant on trees within the Structure Plan area;
- the DoC will avoid clearing potential breeding trees as far as practicable;

- Black Cockatoos and Western Ringtail Possums are mobile, and the area of the proposed development will not decrease the availability or quality of habitat.

Considering the findings and recommendations of the survey, referral for assessment under the *EPBC Act* is not likely to be required.

2.2 Landform & Soils

2.2.1 Landform

Because Withers was designed to respond to natural topography the original landform of undulating dunes is still evident within the Structure Plan area and this is one of its most distinctive and attractive attributes.

The topography consists of a ridge rising to around 20 metres above sea level that bisects the residential area of the suburb in a generally north-south direction. East of the ridge the topography is flat at 5 metres above sea level with no inclination until the end of Hays Park, east of Bussell Highway at the border of Withers and College Grove.

The topography of the Central Withers precinct is dominated by a high point in Poinciana Place where a conical dune peaks at around 24 metres AHD. The precinct otherwise slopes generally downwards from west to east towards Hay Park.

It will be important for the ongoing character of the area to minimise levelling sites when redeveloping land on sloping land.

2.2.2 Soils

Withers is located on the Perth Basin geologic structure that overlays Pinjarra Orogen Precambrian bedrock, which encompasses most of the south-west coastline of Western Australia. The surface geology consists largely of Tamala and Safety Bay sand dunes with a pocket of swamp deposits found in lower lying land to the east of the residential areas, corresponding with Hay Park.

2.2.3 Acid Sulphate Soils

The western part of Withers has no Acid Sulphate Soil (ASS) risk due to the absence of suitable geological and geochemical information. The eastern part of central Withers is rated as a Class 2 risk for ASS, giving the soils a moderate to low risk of developing ASS within 3 metres of the soil surface and a moderate to high risk of ASS beyond 3 metres in depth (refer to Figure 5 on page 26).



Figure 3: Surveyed significant trees on public land

Table 2: Conservation Fauna with Potential to Occur

| Species | Conservation Status | | Likelihood of Occurrence |
|--|---------------------|------------|--|
| | EPBC Act | BC Act | |
| Carnaby's Black-Cockatoo (<i>Calyptorhynchus latirostris</i>) | Endangered | Threatened | Possible – potential foraging and breeding tree species present. |
| Baudin's Black Cockatoo (<i>Calyptorhynchus baudinii</i>) | Vulnerable | Threatened | Possible – potential foraging and breeding tree species present. |
| Forest Red-tailed Black Cockatoo (<i>Calyptorhynchus banksii naso</i>) | Vulnerable | Threatened | Possible – potential foraging and breeding tree species present. |
| Western Ringtail Possum (<i>Pseudocheirus occidentalis</i>) | Vulnerable | Threatened | Likely – drey and scats observed. |
| Western Quoll, Chuditch (<i>Dasyurus geoffroii</i>) | Vulnerable | Threatened | Unlikely – lack of suitable habitat within Survey Area. |

2.2.4 Contaminated Sites

The Department of Environmental Regulation's contaminated sites database lists no known contaminated sites in Withers (*Department of Environmental Regulation 2017*).

2.2.5 Geotechnical Conditions

Structerre Consulting Engineers conducted borehole logging and permeability tests across the Structure Plan area on two occasions; once in 2016 (Structerre, 2016) and on additional sites in May 2019 (Structerre, 2019). The purpose of these tests was to assess the swale or soakwell catchment sizing and layout required for potential stormwater management systems. The results of the geotechnical investigations have informed the Local Water Management Strategy prepared by Wood & Grieve Engineers (refer to section 3.7).

The field investigation comprised Sample Retrieval Probes over the site for material assessment and soil profiling and in-situ percolation tests to determine the permeability of the materials within the upper 1.0 metre.

There is no reason to expect geotechnical issues within the Structure Plan area as Withers has been established for many years and there have been no significant structural concerns with developments within the area. The scale (height) of future development proposed

by the Structure Plan is not significantly different from what already exists.

The geotechnical composition of the Structure Plan area as identified is predominantly sand with good permeability and clearance to groundwater. Some clearing and earthworking of the Structure Plan area is anticipated as part of future development requirements.

Based on the existing ground conditions, a Class A site classification according to AS2870-2011 is anticipated, consistent with similar developments and earthwork strategies executed in the area.

2.3 Groundwater & Surface Water

2.3.1 Groundwater

Withers is located in the West Bunbury groundwater management subarea, which is defined by the Yarragadee fed superficial aquifer, and is within a Priority 3 public drinking water source area. The superficial aquifer's formation is dominated by Tamala limestone and Safety Bay sands. Alluvium and Bassendean sands comprise the remainder of the aquifer's formation (Department of Water 2009).

The superficial aquifer is thin (<15 metres) and directly connects to the Yarragadee where confining Bunbury basalt is not present.

There are two groundwater licenses currently held within the Central Withers precinct. One in Des Ugle Park is held by the City of Bunbury

for irrigation of public open space from the Yarragadee South aquifer. The second is held by the owners of Strata Plan 57296 (No. 40 Reynolds Way) for private use from the Superficial Swan aquifer.

There is no remaining availability for groundwater licencing from the Yarragadee South aquifer but there is remaining availability in the Superficial Swan aquifer.

Hay Park, east of the Structure Plan area, is a Conservation Category Wetland with a management trigger of 2.73 metres AHD maximum groundwater drawdown.

Reducing the areas of underutilised public open space within the Structure Plan area will allow the limited amounts of available groundwater to be more effectively utilised to keep the remaining areas of parkland in good condition.

High clay content near the surface has led to high salinity in the superficial aquifer in isolated areas, with most water in the aquifer being fresh to marginally saline (<1000 mg/L TDS). The confined areas of the Yarragadee and the Leederville aquifer have far lower salinity than the superficial aquifer (<200-400 mg/L TDS). The water extracted from these aquifers is used for drinking water as presents to no water quality issues. The West Bunbury management sub-area is listed as a public drinking water source protection area (Department of Water 2009).

2.3.2 Surface Water

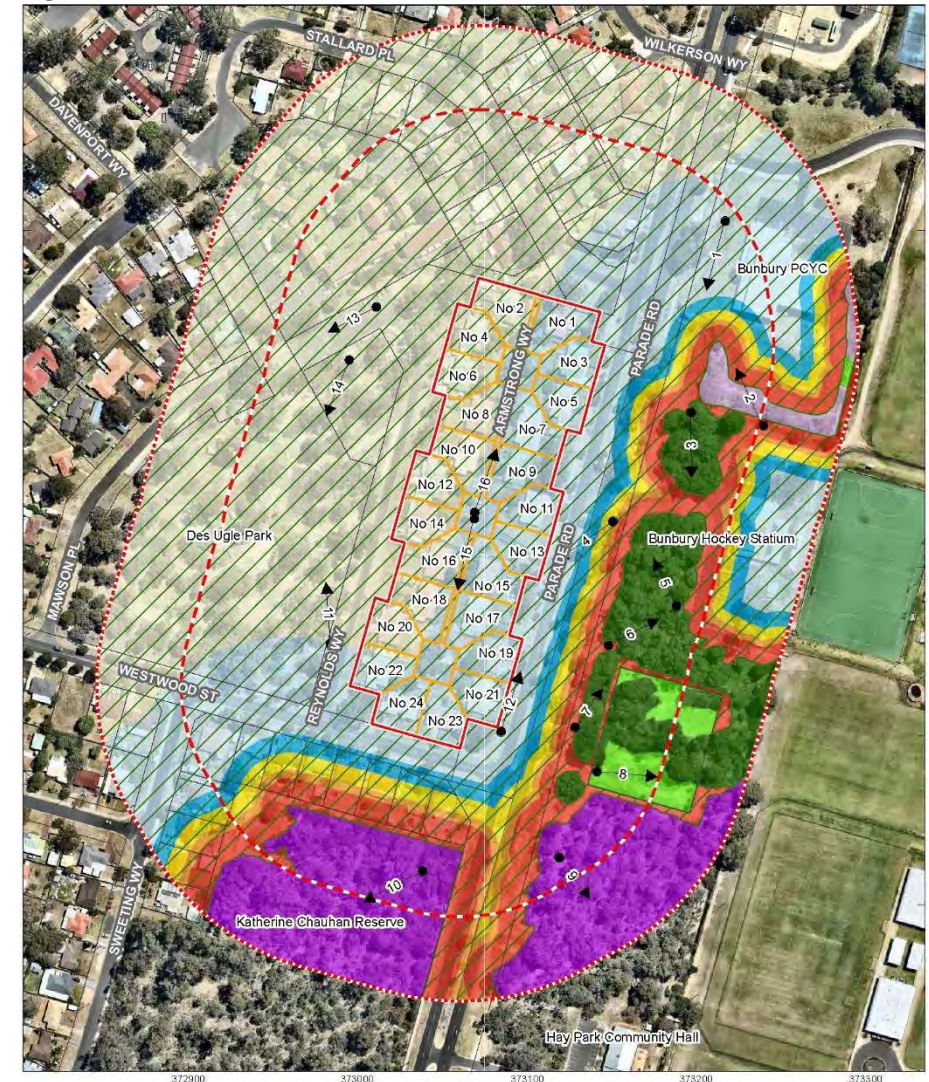
No surface water is present within Withers. Two water bodies exist east of the Bussell Highway on the site of the Bunbury Hospital in College Grove. The closest significant water body is the Big Swamp Wetland Reserve located 4.9 kilometres north of Withers.

2.4 Mosquito Prone Area

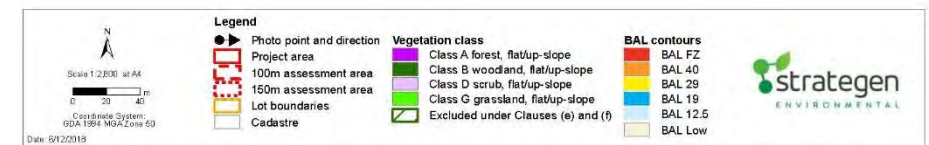
Bunbury is an area identified as being at frequent high risk for mosquito borne virus.

Any subdivision will require a notification to be placed on the Certificate of Title to advise purchasers of the risk.

Figure 4: Bushfire Risk Areas



BAL contour map: Armstrong Way, Withers



2.5 Bushfire Hazard

Native vegetation in Withers has been identified as bushfire prone areas in mapping provided by the Office of Bushfire Risk Management (OBRM). OBRM maps areas identified from aerial photography as being within 100 metres of vegetated areas exceeding 1 hectare in size. Vegetation in Hay Park (east of Parade Road) and Katherine Chauhan Reserve (south of Westwood Street) results in the south-eastern corner of the Structure Plan area being mapped as 'bushfire prone' and therefore subject to the provisions of *SPP3.7 Planning in Bushfire Prone Areas*.

Subject to detailed assessment of the actual risk posed by this vegetation, future buildings within the identified area may require design features to mitigate the risk of combustion through ember attack in the event of a fire at Hay Park. Due to the fire break created by the presence of the dual-carriageway Parade Road, there is little risk of any part of the Structure Plan area being within the Flame Zone.

Figure 4 illustrates the Bushfire Attack Level (BAL) contours applicable to the Structure Plan area prepared by Strategen (Strategen, 2018). It indicates that approximately two thirds of the Armstrong Way site, currently occupied by aged persons accommodation, falls within the BAL 12.5 contour. A Bushfire Management Plan (BMP) will be required to accompany future planning applications to address the provisions of SPP 3.7. The full text of Strategen's assessment and advice is provided Appendix 3.

2.6 Heritage

2.6.1 Aboriginal Heritage

Withers is within the *Gnaala Karla Booja People Indigenous Land Use Agreement* (ILUA) area. On 8 June 2015, six identical ILUAs were executed across the South West by the Western Australian Government and six Noongar groups, and the South West Aboriginal Land and Sea Council (SWALSC).

The ILUAs bind the parties (including 'the State') to enter into a Noongar Standard Heritage Agreement (NSHA) when conducting Aboriginal Heritage Surveys in the ILUA areas, unless they have an existing heritage agreement. An 'Activity Notice' is issued under the NSHA, if there is a risk that an activity will 'impact' (i.e. by excavating, damaging, destroying or altering in any way) an Aboriginal heritage

site. A search of the Aboriginal Heritage Inquiry System reveals no Registered Aboriginal Heritage sites within Withers, however a possible burial site (Site 21700) is located near the end of Hooper Place. If there is any potential of this site being disturbed it will be necessary to investigate and confirm whether there are in fact any human remains and respond accordingly. There are no plans for work by DoC in this location.

There is a strong sense of aboriginal heritage in Withers and its neighbouring suburb College Grove. Before European settlement, Noongar people inhabited Withers. Nearby College Grove has been identified as an old hunting and camping ground. The coast and woodland areas were used for hunting.

The opportunity will be taken to recognise and celebrate indigenous culture within redevelopment, particularly within public areas. This will be done in consultation and collaboration with local Aboriginal people, many of whom are also Withers residents.

2.6.2 Non-Aboriginal Heritage

Suburban Withers began to be developed in 1959 and was named after the Reverend Joseph Withers, the colonial chaplain of Bunbury from 1863 –1893. Joseph's son Ted and grandson Fred were important community members in Bunbury, serving as an aboriginal historian and mayor of Bunbury respectively.

There are no heritage places within Withers that are registered on the State Heritage Register under the *Heritage of Western Australia Act 1990* (Heritage Act), nor on the *City of Bunbury Heritage List* (LPS 8). This means that there are no statutory heritage requirements to be observed within the Structure Plan area.

The central Withers precinct was identified in the City's Municipal Heritage Inventory, prepared to comply with the requirements of the Heritage Act. The Statement of Significance is:

"Withers Housing Estate, a development of a cluster of brick veneer and tile detached houses; duplexes and flats which originally faced public open spaces has cultural heritage significance for the following reasons:

- the Estate demonstrates the principles of the Radburn principle which envisaged a closeness arising out of houses clustered around open public spaces and landscaped walkways; and,

- the place provides evidence of the standard plans for housing adopted by the State government during this period.

It is to be noted that the Estate was not successful resulting in the considerable remodelling of the estate and the closure of many of the pedestrian accessways. Most houses were reorientated to face the streets.”

The spacious character of Central Withers has much to do with the generous, albeit less than successful, provision of public open space. In response to this the Structure Plan identifies higher than the usual 10% of gross subdivisible area as public open space (see section 3.2.2 of this Part) even as it reduces the amount of land available for informal use as public open space.

2.7 Context and Other Land Constraints and Opportunities

Key contextual constraints and opportunities are mapped in Figure 5 on page 26 and briefly described in the following paragraphs.

2.7.1 Existing & Future Transport Routes

The *City of Bunbury Local Planning Strategy* identifies Parade Road, bordering the Structure Plan area on the east, as an Integrator Arterial Road and part of a proposed Bus Rapid Transit (BRT) route linking Dalyellup and Australind via the Bunbury CBD. This has a few implications for Withers Central:

- Potentially more frequent public transport access to the CBD as well Australind and Dalyellup if future BRT buses stop at Withers.
- Minimal vehicle crossovers to Parade Road for new development, to reduce potential conflict with traffic on Parade Road, in accordance with the recommendations of *Liveable Neighbourhoods* for Integrator Arterial Roads.
- Increased difficulty for pedestrians and cyclists to cross Parade Road unless formal crossings are installed to encourage walking and cycling between the Structure Plan area and Hay Park.

The Structure Plan responds to these issues by:

- Specifying that vehicle crossovers to Parade Road should be avoided;
- Recommending that the installation of safe pedestrian and cycle crossings along perimeter roads be investigated.

2.7.2 Activity Centres

The WAPC *Activity Centres for Greater Bunbury* policy adopted in 2012 establishes the activity centre hierarchy for the region and endeavours to ensure equitable distribution and functioning of those centres.

The existing Neighbourhood Activity Centre serving Withers is located on the north-eastern corner of Minninup and Hudson Roads. No new activity centre is proposed.

A proposed ‘community hub’ within the Structure Plan area will complement the Neighbourhood Activity Centre, and improved pedestrian access across Hudson Road is recommended to facilitate easier and safer movement between the two sites (see sections 3.6.4).

2.7.3 Climate Change Impact

The *Local Planning Strategy* recognises that the City of Bunbury has several vulnerabilities in relation to climate change and identifies specific potential impacts as including:

- Changes in species abundance and distribution including potential local extinctions;
- Increased incidence of heat illness and food and water borne disease;
- Reduction in amenity of public open space;
- Community physical and mental health impacts;
- Impacts on properties and infrastructure on the coast and near remnant bushland;
- Potentially increased water costs; and
- Impacts on tourism.

Of specific relevance to the Structure Plan area, the *Local Planning Strategy* aims to:

- encourage greenhouse gas emissions reduction – this can include the use of passive solar design, energy efficient appliances, and material with low embedded energy in new buildings, and reducing the need for travel requiring fossil fuels.
- minimise the use of private transportation – this can include enhancing the built environment to encourage the use of low impact transport modes (eg: walking and cycling) and reducing travel distances through improved connectivity.
- support the movement of species and communities in the future through the conservation of local bushland – this will include the conservation of trees and the appropriate use of indigenous vegetation in landscaping of developments, particularly but not only having regard to foraging and nesting habitat for black cockatoos.
- reduce water consumption – this will include water sensitive urban design and water efficient appliances within new developments.

2.7.4 Regional & District Open Space & Community Infrastructure

Regional Open Space

Hay Park is a major open space within Bunbury and is located on the opposite side of Parade Road from the Structure Plan area. This is an active recreation precinct including playing fields and courts, and community facilities such as the South West Sports Centre, various pavilions, club rooms and kiosks. The *Hay Park Master Plan* (City of Bunbury, 2015) identifies future improvements, including installation of a 'casual bike network' and a 'commuter and recreation bike network'. The latter would benefit residents from the Structure Plan area to access Bunbury City Centre and provide recreational cycling opportunities. It will be important to ensure safe crossing points to Hay Park along Parade Road.

District Open Space

Des Ugle Park, located within the Structure Plan area, will satisfy the *Liveable Neighbourhoods* definition of a District Open Space if, as proposed, Lot 110 on the northern extremity of the existing park is

formally incorporated. This would bring the park to over 2.5 hectares in area, the lower threshold for such a park.

Currently owned by the DoC and zoned for residential development, transfer of Lot 110 to the City of Bunbury for management as part of the park will require the successful conclusion of related negotiations and approvals. This includes agreement that the land will count towards the POS contribution for future subdivision and/or redevelopment of the Armstrong Way land and other DoC land.

Des Ugle Park is located within 600 and 1,000 metres of all the homes within the Structure Plan area, which is also a hallmark of District Open Space according to *Liveable Neighbourhoods*. It is a popular playground and picnic area, notwithstanding that it does not currently provide public toilets for visitors. Sporting facilities are provided on nearby Hay Park.

Community Infrastructure

Within the Structure Plan area, the Withers Library and the Hudson Road Family Centre are the two key items of community infrastructure. These facilities are at opposite ends of Hudson Street. The library building is situated within the proposed 'community hub' as identified by the Withers Local Area Plan and proposed by this Structure Plan. A former kindergarten located at the end of Wilkerson Way near the intersection with Whitley Place is used occasionally by community groups but is not a long-term asset and the site is identified as redevelopment land.

Consultation identified that, based on the socio-economic profile of the Withers community, the relevant community services for Withers would be:

- Policing;
- Mental Health;
- Youth Services;
- Aboriginal Health;
- Education;
- Social Welfare; and
- Aged Care.

Whilst there are limited community services within the Structure Plan area, there are several community-oriented organisations located in the immediately surrounding area.

The Neighbourhood Activity Centre on the north-east corner of Minninup and Hudson Roads has capacity to accommodate retail and professional services and a small scale restaurant and tavern, but the opportunity exists for the precinct south of the existing shopping centre (that is, the Structure Plan area), to be developed as a specialist community hub incorporating relevant community services.

The Structure Plan identifies the south-east corner of Parade and Minninup Roads as a 'community hub' for this purpose.

2.7.5 Ecologically Sustainable Development

Urbaqua (Urbaqua, 2017) provided preliminary advice on opportunities for ecologically sustainable development within Withers. Key opportunities can be identified by the consideration of energy, transport, water, community and landscape outcomes. The following opportunities were highlighted for consideration within Withers.

1. Energy system
 - a. Grid connection and energy efficiency;
 - b. Grid connection, Solar PV and energy efficiency;
 - c. Self-generation, Solar PV and energy efficiency;
2. Transport energy
 - a. Home office and local job creation;
 - b. Integrated pedestrian and cycle ways;
 - c. Integrated community facilities;
3. Water management cycle
 - a. Business as usual connection to water, wastewater and stormwater systems;
 - b. Business as usual and WSUD (water efficiency, green stormwater infrastructure);
 - c. Self-managed total water cycle system;

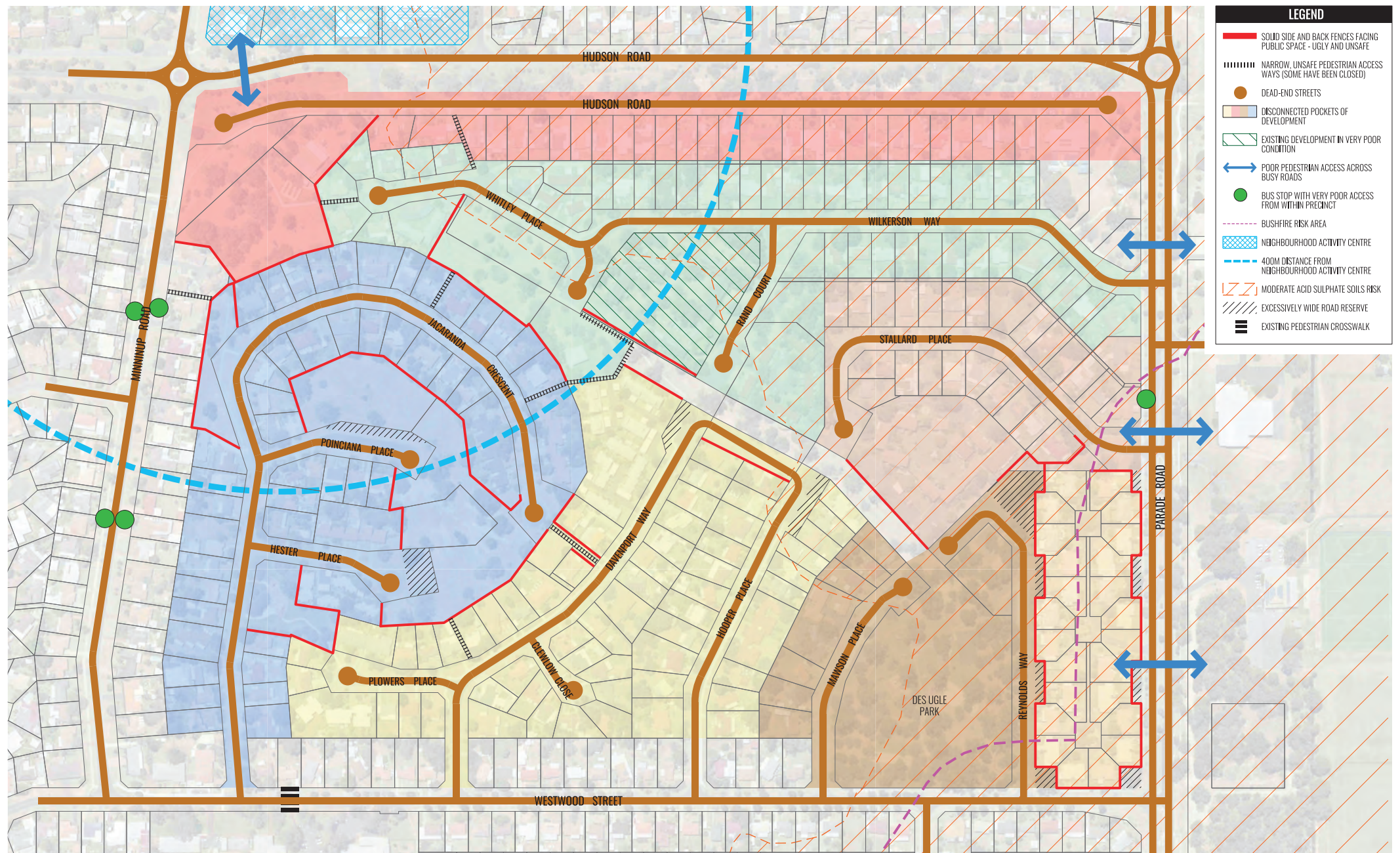
4. Community and Lifestyle

- a. Walkable neighbourhoods;
- b. Connection to regional recreation and environmental assets;
- c. Community environmental initiatives (community garden, landcare group);
- d. Safe, Attractive, Friendly and Efficient (SAFE);

5. Landscape, Civils, Waste and Project Management

- a. Tree retention and use of local species for landscapes;
- b. Materials selection to minimise urban heat;
- c. Recycled materials use and waste management;
- d. Permeable paving.

During detailed design of all future development the potential to incorporate ecologically sustainable elements such as these should be considered.



OPPORTUNITIES & CONSTRAINTS PLAN

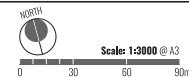
CENTRAL WITHERS STRUCTURE PLAN - FIGURE 5

A Department of Communities Project



Government of Western Australia
Department of Communities

Supported by the Bunbury Development Committee



PLAN: DDCW-5-018
DATE: 09/12/2020
PROJECTION: PG 94
DATUM: AHD

REVISION: 8
DRAWING: JP
PLANNER: DM
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3. Land Use & Subdivision Requirements

3.1 Land Use

The land uses proposed are summarised in the table within the Executive Summary in Part One of this document (Page iii).

Plan 1: Structure Plan Map identifies the zoning, residential densities, and broad land uses proposed. The uses included are:

- Single residential;
- Grouped housing (villas, terraces and the like);
- Multiple dwellings (apartments);
- Aged and dependent persons' housing;
- Public Open Space; and
- Community and civic uses.

3.1.1 Civic & Community

There are two areas of civic and community land uses. The eastern site, at 95 Hudson Road, is the existing Hudson Road Family Centre and this is identified as 'Civic and Community' on the Structure Plan Map.

The western site incorporates the existing Withers Library and adjacent land. The current Library building is located on Lot 662, (Reserve 39152) which is Crown Land with a Management Order to the City of Bunbury for the purpose of "Public Library, Car Park & Multi-Function Centre". The adjacent land includes Lot 680 (Reserve 39445) over which the City has a Management Order with power to lease for "Municipal and Community Purposes", and Lot 607 (Reserve 34725) vested in the City of Bunbury for "Public Recreation", and part of the Hudson Road road reserve near the intersection with Minninup Road.

It is proposed to create a 'community hub' on approximately 1.96 ha of this land that could include accommodation for various community and civic activities in a landscaped setting that retains as many of the existing established trees as possible. Consolidation of the site (marked as Site A on the Structure Plan map) includes use of land currently within the Hudson Road road reserve. A site master

plan/local development plan will be developed to guide location of buildings and car parking to enable staged development.

The Community Hub will complement but not compete with the Neighbourhood Centre on the north-eastern corner of Minninup and Hudson Roads. Land uses within the Community Hub will have a community rather than commercial focus but may include minor commercial elements such as a small café to complement the community uses and support the local community.

A site master plan will be required for the Community Hub site to guide staged development over time. The City of Bunbury may also prepare or require preparation of a Local Development Plan to guide implementation of the master plan.

The table in section 3.5 on page 38 provides an outline of the principles to be observed when preparing the master plan and/or Local Development Plan on the Community Hub site.

Until such time as the design and layout of the community hub is confirmed the land will remain in the 'Urban Development' zone. Final zones will depend on the exact nature and distributions of land uses developed on the land.

Civic and Community land uses should be developed generally in accordance with the following design criteria:

- a) Maximum of one vehicle entry from each adjoining road unless otherwise justified by a traffic impact assessment.
- b) Existing Tuart trees and other well-established trees endemic to the Bunbury area are to be retained unless otherwise advised by an expert arboriculturist.

3.2 Public Open Space

3.2.1 Existing Public Open Space

The original layout of Central Withers was an adaptation of the 'Radburn' principle of separating vehicular and pedestrian traffic by providing pedestrian linkages through public open space, with buildings oriented towards the public open space. Much (although not all) of the currently vacant land was originally created as reserves for public recreation, but homes have since been oriented towards

the streets and high, opaque fences have been erected to separate housing from the intended parklands, which remain largely devoid of paths, seating or play equipment. This situation is far from compliant with *Liveable Neighbourhoods*, which aims to ensure that parkland is overlooked by nearby buildings, with a perimeter street generally required around open space.

Table 3 identifies the land formally and informally used as public open space within the Structure Plan area. Some of this land is vested as Reserve for Recreation notwithstanding that it is not reserved as 'Public Open Space' in LPS 8. Only the land reserved for POS under LPS 8 is developed and actively managed as such by the City of Bunbury.

The amount of POS required under Government policy is 10% of gross residential area.

Under LPS 8 about 5.09 hectares land is identified as 'Local Reserve – Public Open Space' (refer to Figure 2 on page 10 of this Part). This includes Des Ugle Park (excluding the northern portion currently owned by DoC) and Moriarty Park, sections of the 'green link' from Des Ugle Park to the former kindergarten site on Wilkerson Way (Lot 5457), and two sections of the median island within the Hudson Road road reserve. As the existing gross subdivisible area of the Structure Plan area is about 38.67 hectares, land currently reserved as POS equates to about 13%, meaning that there is a technical 'over supply' of 3%.

The Hudson Road reserve is unusually wide at approximately 60 metres, and the median is around 32 metres wide. A dual use path and playground equipment are located within the median. Both Des Ugle Park and Moriarty Park have been attractively upgraded to include play equipment, barbecues, grassed areas and shade structures.

The 2019-20 State Budget included an allocation for the provision of public toilets at Des Ugle Park. Table 8 lists amenities available within the 'developed' parks within the Withers Central precinct. Currently, the 'Poinciana/Hester Reserve' (Reserves 39609 and 14727, zoned 'Urban Development') is the only off-leash dog exercise area in Withers.

If all the undeveloped land in public ownership originally intended to be used as parkland is included, the supply of POS increases to around 25% of residential area. The quality, functionality and distribution of much of this additional land is poor and does not meet

various performance criteria for public parkland as set out in *Liveable Neighbourhoods*, particularly regarding safe walkable distance from homes, and surveillance from adjacent properties. These shortcomings are primarily a result of the layout of central Withers and the limitations on circulation.

Although much of it is low in functionality, the generous provision of open areas in central Withers is an important visual characteristic that sets it apart from other areas. Future redevelopment of these 'surplus' areas of open space should respond in a way that maintains the sense of openness while improving amenity and function.

3.2.2 Proposed Public Open Space

The gross subdivisible area of land within the Structure Plan area (excluding the area of the Hudson Road Family Centre, the proposed Community Hub and existing and proposed roads) is approximately 36.6681 hectares. Compliance with the requirement of *DC 2.3 Public Open Space in Residential Areas* to provide 10% of the gross subdivisible area for residential development would require 3.67 hectares of public open space. The Structure Plan proposes approximately 5.71 hectares of public open space, which equates to 16%. See Table 5: Public Open Space Schedule for a summary.

The amount of proposed POS is a reduction in the current provision as it involves rationalisation of existing vacant land and consolidates public open space into eight parks, as shown in Figure 6 and summarised in Table 5. The Department of Communities wishes to ensure that each dwelling has access to quality POS within walking distance. The main challenge to this at present is not the amount of POS currently provided, but its distribution and the ease and safety of walking to and using it. *Liveable Neighbourhoods* recommends that most dwellings be within 400 metres of a park.

It is the intention of this Structure Plan to introduce more housing near a rationalised distribution of POS. Combined with a better connected and safer pedestrian network, all parts of Withers will be able to comply with this *Liveable Neighbourhoods* recommendation.

The detailed design of proposed development land will need to balance several factors relevant to public open space, including but not only:

- Availability of water for irrigation.
- Role of parks in providing safe and attractive pedestrian and cycle links to improve connectivity and permeability.

- Provision of both passive (eg: seating, retreat spaces, walk trails) and more active (eg: playgrounds, courts, open grassed areas, running tracks) recreation opportunities.
- Outlook and amenity from buildings.
- Provision of view corridors.
- Retention of significant trees and provision of urban canopy.
- Ease of maintenance.

Table 3: Land currently used as POS

| LPS 8 Zoning | Description | Reserve | Lot | Area Ha |
|--|-----------------------------------|---------|------|---------|
| Public Open Space | Des Ugle Park & linear open space | R35848 | 56 | 2.829 |
| Public Open Space | Moriarty Park | R34727 | 605 | 0.3508 |
| Public Open Space | Hudson Road medians | - | - | 1.3767 |
| Public Open Space | Parade Road open space | R40244 | 300 | 0. 4090 |
| Public Open Space | Wilkerson/Parade | R33256 | 5191 | 0.1184 |
| Urban Development | Hudson Road land | R39445 | 680 | 0. 3650 |
| Urban Development | Hudson Road land | R40244 | 300 | 0.4090 |
| Urban Development | Hudson Road land | R33256 | 5191 | 0.1185 |
| Urban Development | Jacaranda Crescent land | R34725 | 607 | 0.8197 |
| Urban Development | Jacaranda Crescent land | R34725 | 608 | 0.2720 |
| Urban Development | Jacaranda Crescent land | - | 352 | 0.3739 |
| Urban Development | Jacaranda Crescent land | R38821 | 5449 | 0.3188 |
| Urban Development | Poinciana Place land | R39609 | 688 | 0.5954 |
| Urban Development | Poinciana Place land | - | 369 | 0.2965 |
| Urban Development | Poinciana Place land | R34727 | 605 | 0.9534 |
| Total Area currently used as public open space | | | | 8.8321 |

Table 4: Facilities available in existing Withers Parks

| Park Amenity | Des Ugle Park | Moriarty Park | Hudson Road POS | Parade Road POS |
|-------------------|---------------|---------------|-----------------|-----------------|
| Shade structures | Y | Y | Y | Y |
| BBQ facilities | Y | N | N | Y |
| Power | N | N | N | N |
| Parking | N | N | N | N |
| Play equipment | Y | Y | Y | N |
| Toilets | Y | N | N | N |
| Water fountain | N | Y | N | N |
| Seating | Y | Y | Y | Y |
| Picnic setting | Y | N | N | Y |
| Public Art | Y | N | N | N |
| Dog Exercise Area | N | N | N | N |



Image 1: Location of a proposed green link between Reynolds Way & Stallard Place.

Table 5: Public Open Space Schedule

Central Withers – Public Open Space Schedule

| | | |
|---|----------|--------|
| Calculation of Required POS Provision | | |
| Total site area (ha) | | 52.099 |
| Deductions | | |
| Non-Residential Land Uses | | |
| • Community Hub (ha) | 2.68 | |
| • Hudson Road Centre (ha) | 0.384 | |
| • Roads (existing and proposed) | 12.381 | |
| Other | | |
| • Surplus Restricted Public Open Space Not Credited (ha) | 0 | |
| Total Deductions (ha) | | 15.445 |
| Gross Subdivisible Area (total site area minus deductions) | | 36.654 |
| Required Public Open Space (10%) | | 3.67 |
| Breakdown of POS Provided | | |
| Restricted Public Open Space | 0 | |
| Total Restricted POS | 0 | |
| Total Creditable Restricted POS (maximum of 20%) | 0.7731 | |
| Surplus Restricted POS Not Credited i.e. over the maximum 20% | - 0.7731 | |
| Unrestricted Public Open Space by function | | |
| • Sport | 0 | |
| • Recreation | 5.71 | |
| • Nature | 0 | |
| Total Unrestricted POS (ha) | 5.71 | |
| Total Unrestricted POS | | 5.71 |
| Total POS provided (ha) | | 5.71 |
| POS Provision as Percentage of Gross Subdivisible Area | | 16% |



PUBLIC OPEN SPACE PLAN

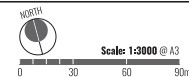
CENTRAL WITHERS STRUCTURE PLAN - FIGURE 6

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PROJECTION: PG 94
DATUM: AHD

REVISION: A
DRAWING: JP
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3.3 Residential

3.3.1 Existing Housing

The Structure Plan area is principally residential but much of the housing stock is former State housing that is now privately owned and for the most part is now in fair to poor condition. There has been little investment in building new housing. A disproportionately high amount of housing in Withers is rental housing and 40% of that is State housing whereas in Western Australia as a whole, only 13% of housing rentals are State housing.

Data from the most recent *Census of Population and Housing* in 2016 identified the following key characteristics for the suburb of Withers, of which the Structure Plan area is part. Graphs illustrating the relevant data can be found in Appendix 4. The total number of dwellings in the whole of Withers in 2016 was 1,436, of which approximately 520 or 36% were in the Structure Plan area.

Housing Type

- 73.1% of all occupied private dwellings were separate (detached) houses, 20.9% were semi-detached, row or terrace houses, townhouses, etc, and 5.7% flats or apartments. This represents a significantly higher proportion of grouped housing than the averages for Western Australia and Australia (14.1% and 12.7% respectively) and fewer detached (single) houses than for the whole of Western Australia but about the same as the national average (79.1% and 72.9% respectively). The proportion of apartments is equivalent to the average for Western Australia but considerably less than the national average of 13.1%.
- An estimate for just the Structure Plan area suggests that the proportions here in 2016 were 51% single detached houses, 35% semi-detached, and 15% flats or apartments. All Withers apartments (76 total) are located in the Structure Plan area on two sites.
- The majority of Withers dwellings (55.6%) have three bedrooms whilst 20.6% have two or fewer bedrooms. This is higher than the State and national proportions of 3-bedroom homes (37.8% and 41.1%) and broadly similar for the smaller homes. Homes with four or more bedrooms, however, are far fewer in Withers (20.4%) than in the rest of Western Australia (44%) and Australia (32.3%).

- 100% of dwellings with four or more bedrooms are single houses. 92% of all single houses have three or more bedrooms.
- More than half of the 2-bedroom dwellings are flats or apartments. 100% of flats or apartments have three or fewer bedrooms.

Housing Tenure

- Almost half of all dwellings (47.3%) are rental, compared with 28.3% in Western Australia and 30.9% nationally.
- 95% of dwellings that are owned outright or owned with a mortgage are single detached houses.
- 80% of semi-detached, row and terrace homes are rented, 75% of those from a State housing authority. 34% of single houses are rented, 43% from a real estate agent and 27% from a State housing authority.
- 100% of apartments are rented, all privately.

Households & Housing Type

- Withers has a similar proportion of families comprised of couples without children as Western Australia and Australia as a whole (37% compared with 38.5% and 37.8%) but at 30.5% considerably more single parent families than either the State or national proportions (14.5% and 15.8%).
- In terms of household composition, families comprise only 59% of all Withers households compared with 72.7% across Western Australia and 71.3% nationally. In contrast, 37.4% of Withers households are single or lone person households compared with 23.6% for Western Australia and 24.4% for Australia.
- 84% of couple families without children live in detached houses; 11% live in semi-detached homes.
- 56% of lone person households live in single detached houses and 16% in flats or apartments.
- 93% of couple families with children live in single detached houses, as do 81% of single parent families.

There is a need to achieve a more diverse housing supply in Withers including more owner/occupiers and more variety in the building

types and numbers of bedrooms available in each, to better cater for community needs.

3.3.2 Proposed Housing

Greater diversity in the types of housing available within the Structure Plan area will be supported by removing the existing split coding in favour of the higher of the two codes, and by applying an R60 or R80 code to selected sites that have been identified as suitable for redevelopment at the higher density. Examples of housing types at various densities are provided in the images on the following pages.

These changes will be implemented to encourage replacement of low-quality and ageing housing stock in favour of better-quality design and construction to suit a broader demographic.

More innovative building design and construction is encouraged that will allow for quicker, more affordable construction, improved energy performance and more sustainable living.

Aged and dependent persons' housing will be part of the housing mix and may be provided within any part of the precinct. More broadly, a range of dwelling types and sizes is required to provide more choice for households.

If large sites are proposed to be subdivided as building sites, a density plan will be required that demonstrates that the designated density is being achieved, and that a variety of housing types will be provided.

3.3.3 Density Targets

Implementing specific dwelling yield and density targets for an established area is extremely challenging as redevelopment and re-subdivision can occur incrementally over several years. Unlike in a greenfields development, urban renewal through incremental infill cannot be managed through the mechanism of density plans across the whole precinct.

Diversity will be monitored through the development approval process and influenced by circumstances at the time of development.

3.3.4 Dwelling Mix

The Structure Plan area has a reasonable mix of single, grouped and multiple building types compared with other locations but the quality and mix of dwelling configurations of much of the existing housing stock is limited. There is limited choice for households.

Table 6 identifies the estimated mix of dwelling typologies currently provided within the Structure Plan area. The proportion of each broad dwelling type is quite good, however the quality and mix of accommodation options to suit different lifestyles and life stages is inadequate.

Table 6: Dwelling Mix

| Type | 2019 Supply (Approx.) | 2019 Proportion Total |
|---|-----------------------|-----------------------|
| Apartments (Multiple dwellings) | 76 | 15% |
| Duplexes, Villas, Terraces (Grouped and Single dwellings) | 181 | 35% |
| Detached houses (Single dwellings) | 263 | 50% |
| Total | 520 | 100% |

Central Withers needs:

- A better range of apartment types to provide choice for different household types including families, and owner-occupiers as well as rentals. New apartment development will be required to meet the objectives of SPP 7.3 (Apartment Codes) and this will ensure that a range of dwelling types, sizes and configurations will be provided to cater to diverse household types and changing community demographics.
- Grouped housing that provides a wider range of dwelling types, sizes and configurations to cater to diverse household types and changing community demographics.
- Single detached houses of different sizes and on a variety of lot sizes to cater for different needs.
- Dwellings designed to be adaptable over time to suit the changing needs of the population without the need to demolish and redevelop.

As an established area, there is limited opportunity to significantly alter the urban structure of Central Withers. Most existing lots contain single storey detached houses or duplexes. Lot sizes are generally

larger than is typical in contemporary urban development and in many cases could accommodate additional dwellings under current density codes.

The Department of Communities aspires to achieve:

- 11% (or 1 in every 9 dwellings) social housing;
- 15% affordable housing (housing is considered affordable when it costs no more than 30% of gross household income);
- Balance – market housing.

3.3.5 R-Codes Proposals

Remove Split Coding

It is proposed to remove the current dual or split codes that apply to Residential zoned land within the Structure Plan area and instead to apply the higher of the codes applicable to each area. This means that the R40 code will be applied to lots fronting onto Hudson Road, and R30 the other Residential zoned land. The exception is where it is proposed to apply the R60 and R80 codes.

The rationale for abandoning the R20/R30 split coding is that most properties within the Structure Plan area are limited by their existing lot size to a maximum of two lots at the higher density. Therefore, the minimum frontage requirements set at clause 26 of LSP 8 are not applicable.

In most cases infill development and the transition from low to medium density can be effectively managed through the existing pattern of lot sizes and does not require the split density control framework.

Up-Code Prime Redevelopment Sites

R60 is proposed on the larger land holdings running between the proposed Community Hub in the north-west of the Structure Plan area. Land in the south-east corner between Des Ugle Park and Hay Park (Armstrong Way land) is proposed to be coded R80. Due to their size and location these land parcels have excellent potential to accommodate significant, transformative redevelopment. The proposed coding provides the opportunity for higher density infill development on largely vacant and underdeveloped land in close proximity to the Neighbourhood Activity Centre and areas of high amenity.

The current dual R20/R30 code on the large privately-owned apartment and grouped housing sites (for example, see Image 3 on page 35) is inadequate to motivate the owners to redevelop as development yields would be too low to provide a suitable return on investment. R60 is a more appropriate density and would allow for a mixture of low to medium-rise apartments, grouped housing and small lot houses.

The Armstrong Way land is suitable for R80 development that will benefit from views and access to public open space on three sides as well as proximity to public transport on Parade Road.

The R60 and R80 coded land will form a central spine of higher density housing along the green pedestrian and cycle link between the Community Hub and Hay Park.

Residential R30

Land designated R30 will continue to be mainly single housing, with further subdivision possible on some lots, although a greater variety of homes including 'cottage' homes on smaller lots and attached or 'terrace' houses will be encouraged, especially on redevelopment sites.

Residential R40

Land designated R40 will comprise a combination of single and grouped housing.

Residential R60

Land designated R60 will provide a corridor of more intensive development running diagonally through the centre of the precinct from south-east to north-west following the amenity provided by the linear public open space.

Development will comprise apartments and higher density grouped and single housing forms such as terrace houses. Apartments will generally be low rise (two to three storeys) but on larger sites it may be possible to build higher development behind lower rise buildings if very high standards of design and amenity can be achieved, in line with the R-Codes Part Two (Apartments).

R60 is also nominated on the Community Hub site, in case residential development is ever contemplated on it (noting that aged persons housing is an acceptable use of Civic and Community land).

Residential R80

Land designated R80 will allow for high density apartments and grouped housing to be developed on the Armstrong Way land, which has outlooks to both Des Ugle Park and Hay Park, as well as frontage to Parade Road, a public transport route.

3.3.6 Housing Yield

Within the Structure Plan area there are approximately 520 existing dwellings. Of these, approximately 241 dwellings are on land for which a change in the applicable R-Code is proposed ('up-coded' - approximately 11.76ha in total). This does not include private land for which the only change proposed by the Structure Plan is removal of the split coding (refer to 3.3.5).

If this 'up-coded' land had already been redeveloped under the existing R-Code, there would be up to 436 dwellings (approximately). If no change to the R-Code was proposed (ie: all remained R30) but roads etc proposed by the draft LSP were implemented, the yield would be about 384 dwellings.

Redevelopment on the 'up-coded' land as proposed by the Structure Plan could yield up to 630 dwellings in total. This is around 389 more dwellings than currently exist, and 246 more than would be possible under existing densities. Assumptions used to arrive at this figure are reproduced in Appendix B of the LWMS (**Error! Reference source not found.**).

If 50% of the remaining (ie: removal of split code only) land were redeveloped to provide two dwellings instead of one (possible on most lots) then a further 140 dwellings would be added. This brings the estimated total yield for the Structure Plan area to 1,049 (384 + 279 + 140).

3.3.7 Population

Based on the average household occupancy rate for Western Australia (2016 Census) of 2.52 people, if all publicly and privately owned land is developed to its full potential, the ultimate potential population of the Structure Plan area would be 2,643, compared with approximately 1,310 currently (2016 Census).



Image 2: Original Withers house built with its back to the street.



Image 3: These Withers apartments achieve only R30 density on their large site.



Image 4: Houses built to face a park in Ellenbrook, Perth.



Image 5: R50 apartments in Coolbellup, Perth, facing a linear park.



Image 6: Microlot houses in Ellenbrook, Perth - R80.



Image 7: Backyard of a microlot house, with garage.

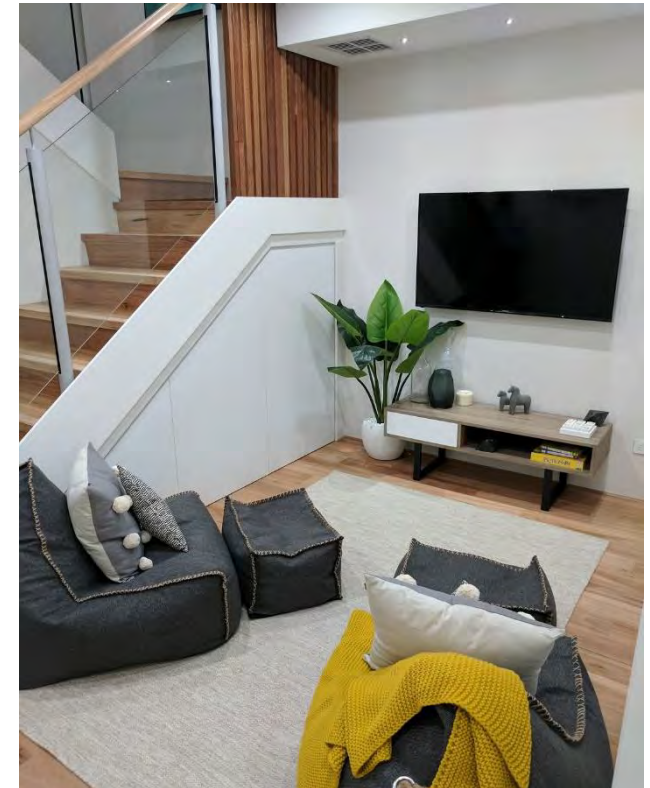


Image 8: Interior of a microlot house, Ellenbrook.



Image 9: Gen Y house – 3 dwellings, White Gum Valley.



Image 10: Apartments in Coolbellup, Perth - R50 density.



Image 11: Affordable houses concept - R60 - Yolk Property Group, Girrawheen.

3.4 Built Form & Urban Design

Built form within the Structure Plan area will primarily be residential development between one and three storeys, with the potential for higher development on some key sites subject to design quality. Residential development will continue to be guided by application of the Residential Design Codes (R-Codes) except where additional requirements apply to particular sites to ensure that specific matters are addressed, such as building orientation, minimum site area, fencing requirements and/or vehicle access.

Limited additional or site-specific requirements are identified for sites with significant redevelopment potential (refer to section 3.5).

The Structure Plan area is a perfect example of an area that will benefit from a non-standard approach to building design and construction. The steep slopes that characterise this area require built form responses that do not rely on extensive cut and fill to achieve uniform building sites for standard forms of brick-and-tile construction. Instead there is the opportunity to use alternative construction approaches and material selection. For an example, see Image 12.

Large sites suitable for redevelopment provide designers with the opportunity to create well-oriented, energy efficient and sustainable buildings that can demonstrate the possibilities for developments to break the mould of past practice in favour of future-friendly,

comfortable and affordable accommodation of which the Withers and wider Bunbury communities can be proud.

3.4.1 Considerations Applicable to All New Development

Building Design & Construction

- Innovation in building design and construction that will achieve more affordable, adaptable and sustainable housing to accommodate a range of household types is strongly encouraged.
- Building orientation to achieve passive solar efficiency and cross ventilation is to be considered in all buildings.
- Building design and construction should be contextually responsive and sensitive to existing neighbourhood fabric, especially regarding massing, form, material use and relationship to public space. It should respond to the natural site topography rather than rely on extensive cut and fill. The use of retaining walls is to be minimised.



Image 12: Example of a house built of lightweight materials on a sloping site (photo courtesy Schlager Group).

Orientation of Buildings

- a) Any new development is to address each site frontage to a public place - that is, any adjacent street, pedestrian accessway or public open space - to facilitate activation and/or passive surveillance of the public place.
- b) To the extent possible buildings should be oriented to achieve optimal solar orientation and natural ventilation.

Visually Permeable Fencing

- a) Site fencing along a street, pedestrian accessway or public open space frontage is to be visually permeable for at least 50% of the frontage above a height of 0.75 metre, to reduce expanses of blank walls and to facilitate passive surveillance of the adjacent street, pedestrian accessway or public open space. Provision of gates to allow for direct pedestrian access from each property to the public land is recommended to support activation of the public realm.

Building and Site Security

- a) The principles of Crime Prevention Through Environmental Design (CPTED) should inform the design, layout and landscaping of all new development. Solid security shutters and screens, excessively high and/or visually impermeable boundary walls and fences, and other visually obtrusive 'target hardening' measures will not generally be supported. Visually unobtrusive measures will be considered if necessary.
- b) Priority should be given to maintaining the safety of occupants and people within the adjacent public realm by maximising passive surveillance from within developments.

Site Vehicle Access

- a) The number of vehicle access points or crossovers to any development site should not exceed one per street frontage unless a traffic impact assessment can demonstrate that additional crossovers will improve vehicle circulation and/or not negatively impact on the amenity of the location. Alternative restricted access points for emergency vehicles may be provided if deemed necessary by the City of Bunbury.

Response to Topography

- a) New development, including subdivision site works, is to respond to the natural topography of the site and minimise the need for site levelling and retaining walls and the removal of established vegetation.

3.5 Site Specific Development Considerations

Preparation of Local Development Plans for those sites identified on the Structure Plan Map as requiring them should be guided by the guidance contained in the following Table 7. The rationale for these sites requiring specific controls are summarised in Table 8.

Table 7: Site Specific Development Considerations

| Site ID | Specific Development Guidance |
|---------|--|
| A | <ul style="list-style-type: none"> • Development is to be generally in accordance with an overall site master plan or Local Development Plan prepared in consultation with the Withers community, which identifies the location of key elements including car parking. The following design principles should be considered in preparing the plan. • Provide a visual gateway to Withers, encouraging inclusiveness, vibrancy, activation, and a strong sense of place. • Provide for the retention of existing established trees in good condition. • A 'campus style' development with buildings in a park-like setting and linked by accessible paths is preferred. • Buildings should be designed 'in the round' with attractive elevations and good passive surveillance to all sides, addressing a centrally located area suitable for community events and passive recreation. • Other than provision for emergency vehicle access, vehicle access to the site should be limited to the periphery of the site; the core of the site should be a safe pedestrian zone. • The number of vehicle crossovers per street frontage should be kept to a minimum. • Car parking areas should not visually dominate street frontages or be located adjacent to existing dwellings on neighbouring sites. • Car parking areas should incorporate shade tree planting. • Loading areas, bin stores and other building services should be screened, located away from sensitive land uses and shared where possible. • Housing, including but not confined to aged or dependent persons' dwellings, may be permitted if it is complementary to the predominantly civic and community purpose of Community Hub. • Housing, if proposed, should be integrated with both adjacent residential areas and parkland, whilst being provided with a distinct 'address' to the adjacent road. • Temporary or interim land uses may be considered as part of the staged development of the site. |
| B | <ul style="list-style-type: none"> • This land is to be comprehensively developed for residential purposes. • New development is to minimise the visibility of and public access to the rear fences of adjoining lots fronting Jacaranda Crescent. • Development is to address both Whitley Place and Wilkerson Way. • This site may also incorporate all or part of Site C. |
| C | <ul style="list-style-type: none"> • A portion of this site is to be converted to POS to achieve widening of the green link to a minimum 18 m wide. • A maximum of one vehicle crossover is permitted from Wilkerson Way. • New development is required to provide passive surveillance and an attractive elevation to the adjacent POS. • Fencing along the POS boundary is to be 100% visually permeable above 0.75 m in height. • This site may be incorporated in part or in full into the comprehensive redevelopment of Site B, or any adjacent lot. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |

| Site ID | Specific Development Guidance |
|---------|---|
| D | <ul style="list-style-type: none"> • An area of POS no less than 1,900 m² is to be created fronting Poinciana Place as part of site subdivision and development. • A public road or mews is to be created to provide access to housing and create a publicly accessible edge around the park. • New development is to address the street/mews and the POS to provide passive surveillance and an attractive elevation. • New development is to minimise the visibility of and public access to the rear fences of adjoining lots fronting Jacaranda Crescent. • New development is to respond to existing topography by minimising the amount of recontouring and retaining walls. • Single dwellings are preferred although grouped or attached dwellings that address the street and POS well may be acceptable. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |
| E | <ul style="list-style-type: none"> • A portion of this site is to be created as a generous green pedestrian link as part of site subdivision and development to connect Poinciana Place to Jacaranda Crescent/Hester Place and the existing PAW to Davenport Way. • Development is to respond to existing site topography by minimising the amount of recontouring and retaining walls. • New development is to address the street and the pedestrian link. • Site fencing adjacent to the pedestrian link is to be 100% visually permeable above 0.75m in height. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |
| F | <ul style="list-style-type: none"> • Development is to respond to existing site topography by minimising the amount of recontouring and retaining walls. • Post development site levels on boundaries shared with properties facing Davenport Way are to differ from existing levels by no more than 1 metre. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |
| G | <ul style="list-style-type: none"> • The land is to be comprehensively redeveloped for residential purposes. • A new 15.2 m wide public road may be created mid-block between Parade Road and Reynolds Way to provide additional road frontage for development, safe pedestrian access between the two roads, and a visual connection between Des Ugle Park and Hay Park. • A generous, safe, green pedestrian link between Stallard Road and Reynolds Way is to be incorporated into the redevelopment and development on the site is to provide passive surveillance for this link. Alternatively, and subject to traffic impact assessment, this link could be an access road including a footpath on each side. • Multiple dwellings are the preferred housing typology but other forms or a combination will be considered. • A maximum of one vehicle crossover each to Reynolds Way and Westwood Street and the new public road is permitted per new street block created by the new public road. Direct vehicle access to Parade Road is not permitted, except if necessary and approved for emergency vehicle access only. • Direct pedestrian access at multiple points along each frontage to a road or pedestrian accessway is encouraged. • Development is to respond to the requirements of SPP 3.7 Planning in Bushfire Prone Areas. • Site fencing adjacent to POS is to be 100% visually permeable above 0.75m in height. All other perimeter fencing should be more than 50% visually permeable. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |

| Site ID | Specific Development Guidance |
|---------|--|
| H | <ul style="list-style-type: none"> • Site fencing should be entirely visually permeable above 0.75 m in height along every public frontage. • A maximum of one vehicle crossover is permitted to each street frontage. • Buildings around the perimeter of the site should not exceed three storeys in height. • A minimum building setback of 4 m is to be maintained to all frontages. • Pedestrian access and egress from the property is to be provided to all public frontages. • Multiple dwellings are the preferred housing typology but other forms or a combination will be considered. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |
| I | <ul style="list-style-type: none"> • Site fencing should be entirely visually permeable above 0.75 m in height along every public frontage. • A maximum of one vehicle crossover is permitted to each street frontage • The minimum setback to primary and secondary street frontages is 3 m. • Existing healthy mature trees on the site should be incorporated into any redevelopment. |
| J | <ul style="list-style-type: none"> • Site fencing should be entirely visually permeable above 0.75 m in height along every public frontage. • A maximum of one vehicle crossover is permitted to each street frontage. • The minimum setback to primary and secondary street frontages is 3 m. • The minimum setback to the POS is 4 m. • Existing established trees in good condition on the site should be incorporated into any redevelopment. |
| K | <ul style="list-style-type: none"> • In return for a strip of land 3.5 m wide adjacent to the existing PAW being provided and secured (by ceding, easement or other acceptable legal mechanism) for the purposes of widening the PAW, development of this land will be permitted up to the equivalent of R60. • Development on this land is to address all public frontages (POS, PAW, road) by providing attractive elevations with passive surveillance and fencing that is no less than 50% visually permeable. |
| L | <ul style="list-style-type: none"> • In return for a strip of land 3.5 m wide adjacent to the existing PAW being provided and secured (by ceding, easement or other acceptable legal mechanism) for the purposes of widening the PAW, development of this land will be permitted up to the equivalent of R60. • Development on this land is to address all public frontages (POS, PAW, road) by providing attractive elevations with passive surveillance and fencing that is no less than 50% visually permeable. |

Table 8: Rationale for Site Specific Development Requirements

| Plan 1 Site ID | Rationale |
|----------------|--|
| A | <ul style="list-style-type: none"> Proposed 'Community Hub'. Site access and the location of car parking and buildings, and the preservation of mature trees all require guidance. Development of the site may require relocation of existing services. Temporary or interim uses within the site may be appropriate to manage staged development. |
| B | <ul style="list-style-type: none"> Vacant land suitable for development for a variety of housing. Presently rear and side fences of adjoining properties are exposed. Currently the site includes drainage infrastructure that extends to and through an adjoining closed PAW. |
| C | <ul style="list-style-type: none"> The former kindergarten site will be reduced in size to accommodate an extended green link to replace the current narrow and problematic PAW. The site could potentially be incorporated into adjacent sites to create larger redevelopment sites or could be developed independently. Any development on this land is to provide for and address the linear POS to provide passive surveillance and a feeling of spaciousness. There is some attractive mature vegetation on the land, retention of which should be considered in any redevelopment. The site has limited street frontage for vehicle access. |
| D | <ul style="list-style-type: none"> Elevated land with the potential for good quality single or grouped housing and is to provide an area of public open space. If developed for single houses, a narrow road or laneway will be required to provide access to lots, the frontages of which should not be dominated by garage doors. Development on this land should improve security on adjacent land that currently has exposed fencing. Some significant trees on site will require consideration in a detailed design. |
| E | <ul style="list-style-type: none"> This steeply sloping land will require development that responds to the site and addresses the adjacent green pedestrian link that will be created from part of the existing land parcel. The interface of new development with the pedestrian link should contribute to the safety and activation of the new park. The site has frontage to both Poinciana Place and Hester Place. |
| F | <ul style="list-style-type: none"> Like site E, development on this site is to address the significant slope and front onto a new road reserve (extension of Hester Place/ Jacaranda Crescent) that will provide a pedestrian and cycle link and possibly vehicle access. Development on this land will abut existing lots that currently have exposed rear fencing. This site is higher than the adjacent land and any site works should not result in development looming over the lower land or creating adverse overshadowing or overlooking impacts. This will be a good site to consider alternative, lightweight construction methods that don't require on-ground concrete slabs. |
| G | <ul style="list-style-type: none"> Despite appearances, Armstrong Way is not a public road. The site as a whole has significant redevelopment potential once suitable new accommodation has been found for occupants of the current housing, which is old and not suited for its current use. Redevelopment of the site would provide the opportunity to provide a wide, safe, and more attractive pedestrian link through to Stallard Way from Reynolds Way. Combined with the vacant land at the bend in Reynolds Way (part of a very wide road reserve), an attractive green link retaining many of the existing trees, or potentially a road can be created. The interface with this new link will be important so specific controls and setback are required. Ideally, redevelopment of the site will include a new road connection between Reynolds Way and Parade Road – not because it is essential for traffic circulation but because it would provide additional development site frontage and safe and attractive pedestrian access through to Parade Road as well as providing a visual connection from Hay Park to Des Ugle Park, enhancing the sense of continuity of the green link. The site or sites would be ideal for apartment development but could include a mixture of typologies. The aspect to both Hay and Des Ugle Parks provides ample opportunity for a high-quality development surrounding by parkland. The site could take higher-than typical development without overlooking neighbours. The expense of relocating existing services within the site (eg: sewer and NBN) requires a higher density to make this exercise viable. |

| Plan 1 Site ID | Rationale |
|-------------------|--|
| H | <ul style="list-style-type: none"> • Good quality redevelopment of this privately-owned site would be transformative for the area. As a site with public land on all sides, the interface of development on this land to the public realm is very important and it has no 'rear'. • The safety and quality of the adjacent POS is very much affected by the current poor quality and solid fencing of this site and other adjacent sites. Redevelopment should provide passive surveillance and a sense of space by setting well back from the POS and providing visually permeable fencing as well as multiple points of access from within the development. • Setbacks greater than those allowed for in the R-Codes are required to prevent development on this site from 'crowding out' the neighbouring development. As a large site there is potential for it to accommodate higher development but buildings on the perimeter of the site should remain at a maximum of three storeys to provide a good transition to lower-scaled neighbouring development and POS. |
| I | This is a large site currently in private ownership and could accommodate significantly more density than the existing single storeyed development. As one of the large sites integral to creating a central spine of more intensive development adjacent to the linear green POS link, the interface of development on this site with the public realm is critical. |
| J | Like sites H and I, this is a large site with potential beyond its current development. The interface of development on this site with the adjacent public realm – particularly existing and future POS, is critical to the safety and amenity of land accessible to the public. |
| K & L | These sites are located either side of a critical PAW that is currently narrow and unattractive and bordered by blank fences. Provisions are proposed to provide an incentive for these sites to be redeveloped and in so doing to widen the PAW and provide a better interface, thereby enhancing public access and safety. |

3.6 Movement Networks

Cardno (Cardno, 2019) prepared a Transport Impact Assessment in accordance with the *WAPC Transport Impact Guidelines Volume 2 – Planning Schemes, Structure Plans & Activity Centre Plans* (2016). A copy of this report is provided in Appendix 5.

3.6.1 Local Road Hierarchy

The *Local Planning Strategy* identifies Minninup Road north of Hudson Road as a 'Neighbourhood Connector Road' and part of a proposed Circular Bus Route.

Hudson Road (north) and Westwood Street are proposed to be classified as 'Neighbourhood Connector Roads'.

Parade Road is classified as an 'Integrator Arterial Road'.

These proposed classifications differ slightly from the current Main Roads WA classifications as described in the Transport Impact Assessment which describes all roads within and bounding the Structure Plan area as Access Roads except for Parade Road which is classified as a 'Local Distributor'. This difference relates to the existing and proposed status of the roads.

3.6.2 Proposed New Road Connections

Cardno undertook a connectivity study in the early stages of the Structure Plan preparation that confirmed that Central Withers has issues with connectivity (Cardno, 2018). The extremely poor internal road connectivity results in excessively long road trips, poor access for emergency and delivery services, and limited access to public transport (bus) routes. Drivers incur additional costs in time, fuel and vehicle wear and tear when the required travel route is longer than necessary.

For example, a driver wanting to get from the end of Whitley Place to the corner of Hudson and Minninup Roads, a distance of approximately 185 metres 'as the crow flies' would have to drive about 1.7 kilometres on the current road network, essentially doubling back on themselves. If a connection from the end of Whitley Place to Hudson Road were to be provided, as proposed, the same journey would be reduced to about 300 metres.

Cardno estimated that conservatively this reduction in travel distance alone would save the community around \$21,000 annually in travel costs. The more permeable the street network becomes, the larger

the savings. **Figure 7**, prepared by Cardno, illustrates travel distances from various points.

A more connected road network would allow more effective and quicker responses from emergency services and would also allow for better dispersal of traffic without compromising neighbourhood amenity. At present the street network comprises a series of culs-de-sac that require every vehicle to enter and exit every street from the same direction. Almost all the existing culs-de-sac exceed contemporary standards for length. *Liveable Neighbourhoods* recommends a maximum length of 120 metres serving no more than 20 houses.



Figure 7: Travel Distances

In order to improve connectivity within the suburb and with the surrounding areas the following road connections have been proposed:

- A new access road from Minninup Road to Jacaranda Crescent to connect residents to the major roads;

- A new access road from Hudson Road to Jacaranda Crescent to increase access points and improve connectivity;
- A possible new access road from Parade Road to Reynolds Way;
- A 'mews' type access loop road off Poinciana Place to create a new park and provide frontage to new residential lots;
- Connect the ends of Davenport Way and Rand Court as identified by the Local Road reservation in LPS 8;
- Connect the ends of Hooper Place and Stallard Place as identified by the Local Road reservation in LPS 8; and
- Connect the ends of Mawson Place and Reynolds Way as identified by the Local Road reservation in LPS 8.

The proposed new roads are described more fully in Table 9.

The ultimate internal road network for the Structure Plan area is illustrated in Figure 8 on page 50.

3.6.3 Impact of Redevelopment on Traffic

Cardno (Cardno, 2019) calculated trip generation and distribution based on proposed land uses and road network using a gravity model to determine turning movements and factoring in changes to surrounding land use and road network. Traffic generated was analysed for the redevelopment with an assumed completion year of 2029 and a 1% annual growth rate for the 10-year period.

Analysis of the traffic impacts of the proposed Structure Plan amendments was carried out using the SIDRA analysis program for the following intersections:

- Parade Road and Hudson Road;
- Minninup Road and Hudson Road;
- Minninup Road and Westwood Street; and
- Parade Road and Westwood Street.

SIDRA provides values for the Degree of Saturation, queue lengths, delays, level of service, and 95th Percentile Queue. These parameters are defined as follows:

- Degree of Saturation (DOS) - is the ratio of the arrival traffic flow to the capacity of the approach during the same period. The theoretical intersection capacity is exceeded for an unsignalized intersection where $DOS > 0.80$;
- 95% Queue - is the statistical estimate of the queue length up to or below which 95% of all observed queues would be expected;
- Average Delay - is the average of all travel time delays for vehicles through the intersection. An unsignalized intersection is considered to be operating at capacity where the average delay exceeds 40 seconds for any movement; and
- Level of Service (LOS) - is the qualitative measure describing operational conditions within a traffic stream and the perception by motorists and/or passengers. LOS A is the best level, LOS E indicates operations at capacity, and LOS F indicates a breakdown in vehicular flow.

The SIDRA analysis showed that currently the intersection of Parade Road and Hudson Road operates at an acceptable LOS of 'A' with the right turn at the western leg of Hudson Road operating at a LOS B. The Minninup Road and Hudson Road intersection and the intersection of Minninup Road and Westwood Street also operate at LOS A. The analysis showed that the intersection of Parade Road and Westwood Street performs at a LOS A during the AM and PM peak period.

SIDRA analysis of the proposed redevelopment includes the increased background traffic plus traffic from the redevelopment. This showed that all the intersections still performed at a LOS 'A', however the western leg of Hudson Road at the intersection of Parade Road and Hudson Road operated with a LOS 'B' during the AM and PM peak hour. Similarly, the western leg of the intersection of Minninup Road and Hudson Road was also expected to operate at LOS 'B' during the AM and PM peak hour.

Overall, the proposed redevelopment will not result in a significant increase in the number of vehicles and intersections will continue to operate at an acceptable LOS.

Furthermore, the reconnection of the roads redistributed the vehicles from within the site to the different access routes and reduced the number of vehicles using some intersections which will in turn reduce

any delays currently experienced. This provides additional access routes, improving safety and connectivity within the Site and an ease of access to surrounding external road network. It also reduces the

time taken to travel to the major attractions outside the site as it reduces the distance travelled.

Table 9: Proposed New Roads

| Figure 8 ID | Description | Rationale | Comment |
|-------------|---|---|---|
| 1 | New road link from Minninup Road to Jacaranda Road. | <ul style="list-style-type: none"> Currently no road connections into precinct from Minninup Road. Reduces travel distance between Jacaranda Crescent and Minninup Road Provides safe footpath access to Minninup Road and bus stops. Provide frontage for new development on adjacent (currently vacant). Provides potential for bus access. Improves access for emergency vehicles. | <ul style="list-style-type: none"> No private land affected. Small portion of publicly-owned site will be impacted, requiring realignment of driveway. Does not require removal of any existing buildings. Relatively flat land for good sight lines. Minimal existing services; some relocation required. Avoids removing Tuart trees. |
| 2 | New road link from Hudson Road (south) to Jacaranda Crescent via Whitley Place. | <ul style="list-style-type: none"> Significantly reduces travel distances from Whitley Place to north and west. Provides safe pedestrian route to Hudson Road. Provides additional frontage for expanded Community Hub. Improves access for emergency vehicles. | <ul style="list-style-type: none"> Could be built in 2 stages, north and south of Whitley Place. Northern section is already reserved as a Local Road in LPS 8. Hudson Road to Whitley Place would require demolition of one publicly owned house. Whitley Place to Jacaranda Place would require acquisition of one privately owned property and demolition of one publicly owned duplex. Land remaining after road construction would be developed or incorporated into the Community Hub. |
| 3 | Provide mid-block road link between Reynolds Road and Parade Road. | <ul style="list-style-type: none"> Create two development sites with multiple street frontage. Provide continuous and safe pedestrian link between Hay Park on Parade Road, Des Ugle Park, and green link to Community Hub. Improve access for emergency vehicles. | <ul style="list-style-type: none"> Publicly owned land. Would only occur as part of ultimate overall Armstrong Way site redevelopment. Exact alignment would be determined as part of a future redevelopment of the site. |
| 4 | Provide link between ends of Jacaranda Crescent and Hester Place. | <ul style="list-style-type: none"> Provide road frontage for future development sites and enable provision of services to new lots. Provide pedestrian and vehicle access. Reduce vehicle travel distances, particularly from the far end of the existing Jacaranda Crescent cul-de-sac. | <ul style="list-style-type: none"> Publicly owned land. Some services can only be provided within road reserves (eg: electricity supply). Would only be created as part of a subdivision to create future adjoining development sites. |

| Figure 8 ID | Description | Rationale | Comment |
|-------------|---|--|--|
| | | | <ul style="list-style-type: none"> Construction of a road within the road reserve as part of a future subdivision would be subject to detailed design and may not be the same width or pavement as the existing road. |
| 5 | New road as part of future subdivision. | <ul style="list-style-type: none"> Provide road frontage for future residential lots. Define pocket park to be created as part of the subdivision. | <ul style="list-style-type: none"> Publicly owned land and existing Poinciana Place road reserve. May incorporate some on-street parking for the park and residential visitors. Exact alignment, width and paving type subject to detailed design and Local Development Plan. |

3.6.4 Proposed Pedestrian Network

As acknowledged by *Liveable Neighbourhoods*, to encourage people to walk, a place must have high pedestrian amenity and efficiency, be stimulating, legible and safe for pedestrians.

The original 'Radburn' inspired design of central Withers was intended to separate pedestrian and vehicle traffic by providing a network of parks and pedestrian accessways overlooked by houses, providing passive surveillance. In practice, solid fences have been built along the property boundaries facing onto the parks and accessways, with homes oriented towards the streets. This has resulted in the parks and pedestrian paths becoming fenced-in and unsafe.

Footpaths

Liveable Neighbourhoods states that footpaths should ideally be provided on both sides of all streets although for cost reasons, footpaths may be omitted from one side of lower order access streets, unless the street forms an important pedestrian link (eg: to a school, centre or station).

In central Withers the footpath network along internal roads is incomplete and disconnected, requiring pedestrians to walk on the roads or negotiate the verge. Notwithstanding that traffic volumes on the internal streets are low, the topography and significant length of most streets makes the situation for pedestrians unattractive and potentially unsafe and walking on verges uncomfortable and difficult.

The Structure Plan proposes that there be a footpath on at least one side of all roads as shown on Plan 1.

Pedestrian Accessways

In response to security concerns, several of the pedestrian accessways (PAWs) that previously provided walking routes between the many culs-de-sac have been closed, reducing options for pedestrians in a community where many people have limited transport options.

Several of the PAWs that have been blocked to prevent public access contain stormwater drainage infrastructure and have not yet been amalgamated with adjacent properties; this makes them vulnerable to anti-social behaviour.

Of the remaining original PAWs it is proposed that those that are still required for access be widened and improved as part of the redevelopment of the adjacent land. Only one of these runs between private land (between Davenport Way and Jacaranda Crescent), and it is recommended that development incentives are to be offered to encourage widening of the PAW through redevelopment of the sites so that the pedestrian route benefits from passive surveillance from facing buildings, and the path itself can be improved.

Future pedestrian links are proposed in two locations as indicated on Figure 8 – between Poinciana Place and Hester Place/Jacaranda Crescent, and between Stallard Place and Reynolds Way. Provision for safe and attractive public access is to be incorporated into the redevelopment of the adjacent land. These pedestrian links should be

wide, landscaped, illuminated at night, and as far as possible accommodate universal access. They must be overlooked by adjoining development to provide passive surveillance.

Crosswalks

There is just one formal (road marked/controlled) crosswalk within the Structure Plan area; this is a crosswalk to Maidens Primary School across Westwood Street. There are no crosswalks on any of the other perimeter roads, meaning that there is a strong disincentive to walk to the neighbouring shopping centre or to the sporting and recreation facilities in Hay Park. The volume and speed of traffic, combined with the width of these perimeter roads, makes safe crossing a challenge.

Major peripheral intersections – Hudson Road with Minninup and Parade Roads – are controlled by round-a-bouts, which are not pedestrian-friendly due to the added distances these necessitate. Pedestrian paths leading to perimeter road crossings are few and far apart. In some cases, there is no path leading to bus stops (eg: east side of Minninup Road, both sides of Hooper Place, south side of Davenport Way) which make it particularly challenging for people with mobility challenges such as wheelchairs, walking frames, and prams.

Summary

The Structure Plan is intended to focus pedestrian movement onto footpaths that run within road reserves, and through wide, safe linear parks that are fronted onto by housing. By creating safe and attractive pedestrian routes, people are more likely to opt to walk to destinations than drive, which will have health benefits for the individuals and result in more people out and about, leading to a more activated and safer environment.

Pedestrian routes should be:

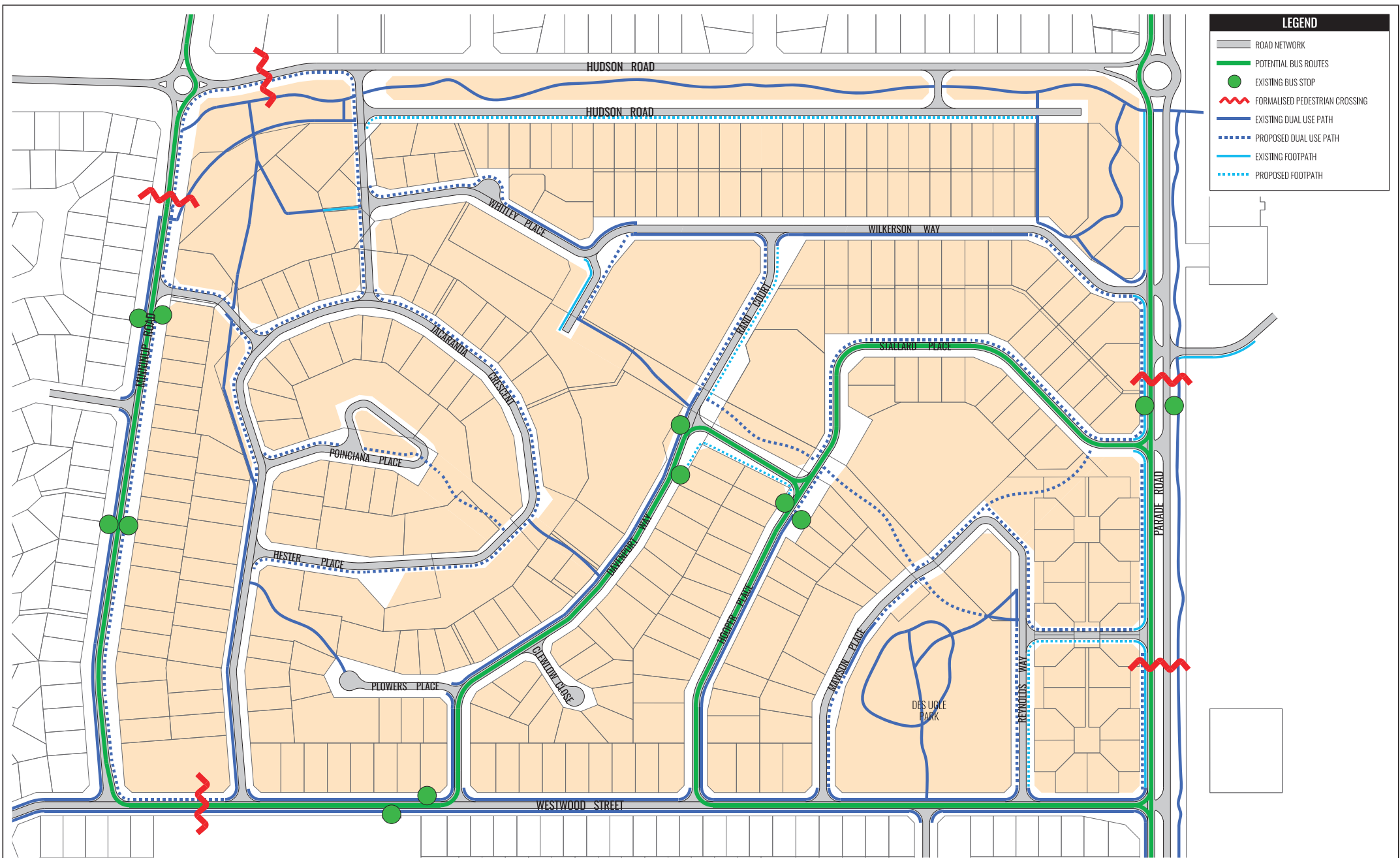
- Convenient.
- Connected.
- Universally accessible, to maximise access for people in wheelchairs, mobility scooters, and pushing prams.
- Continuous, with safe crossings where they intersect with roads and other vehicle routes.
- Well defined and not unnecessarily meandering; minimising walking distances.
- Well-lit at night.
- Overlooked by windows and balconies from adjacent buildings, to maximise natural (or passive) surveillance and thereby enhance safety.
- Designed for safety.
- Attractive, with shade, shelter, and seating available at reasonable intervals to maximise comfort for users.
- Along each street other than very lightly trafficked local streets, preferably on both sides so that pedestrians do not have to walk on the road pavement or across variable surfaces on road verges.
- The City of Bunbury is responsible for the existing pedestrian network. Unless special funding can be sourced, improvements to existing footpaths and dual use paths within the Structure Plan area will be programmed, funded and implemented over time as part of the City's general works programme, as will safe pedestrian crossings between the Structure Plan area and the Neighbourhood Centre, across Parade Road to Hay Park, and across Minninup Road.
- It is a standard requirement for subdivision that the subdivider provide any required new roads, footpaths and associated streetscape works and servicing.
- The proposed pedestrian network for the Structure Plan area is illustrated in Figure 8 on page 50. This includes an extension of the dual use path network.



Image 13: Poor pedestrian access in Withers with no passive surveillance.



Image 14: Redevelopment in Coolbellup with footpaths overlooked by development.



PROPOSED MOVEMENT NETWORK

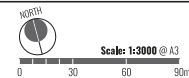
CENTRAL WITHERS STRUCTURE PLAN - FIGURE 8

A Department of Communities Project



Government of Western Australia
Department of Communities

Supported by the Bunbury Development Committee



PLAN: DOCW-5-0218
DATE: 09/10/2020
PROJECTION: PCG 94
DATUM: AHD

REVISION: 8
DRAWN: RW
PLANNER: DM
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3.7 Water Management

Wood and Grieve Engineers (now part of Stantec) prepared a site specific Local Water Management Strategy (LWMS) to reflect the key development sites within the Structure Plan area (Wood & Grieve Engineers (Santec), 2020). The full text of the LWMS is contained in Appendix 2.

The purpose of the LWMS is to demonstrate how the proposed sites address water management, to guide all stages of subdivision. It was prepared in consultation with the Department of Water and Environmental Regulation (DWER) and the City of Bunbury. As the surrounding area has already been developed, the focus of the LWMS is on the management of stormwater infiltration on site for the 1 in 100 year storm events.

3.7.1 Existing Drainage System

The City of Bunbury provided a layout of the existing drainage network, which appears to cater for the road runoff only and does not connect to the lots (refer to Appendix D of the LWMS Appendix 2). It is evident from a site inspection that within the existing street network there exist several 'trapped low points' where, in the event of the exceedance of the piped drainage system capacity, there does not exist a formal overland flood route or flow path within appropriate easements/reserves.

Although the lots the subject of the LWMS are not affected by inundation from these historical 'trapped lows', other existing lots within the Structure Plan area do not have flood routing capacity due to topographical aspects which are a legacy of development approximately 50 years ago. The presence of these trapped lows would need to be confirmed with features survey and/or flow modelling.

3.7.2 1 in 100 Year Events

Communities & Private Lot Development

Due to the high permeability of the existing soils and separation to ground water it is proposed that storm events up to the 1 in 100-year flood event will be retained and infiltrated onsite (within the lot/site). This will reduce the impact to the existing downstream flooding issues at Five Mile Creek.

Underground storage using storage cells will likely form a key component to provide enough storage and to maximise the useable area for development. However, depending on the availability of space and suitability of the topography, the use of above ground storage (basins and swales) may also be used to provide storage, as well as providing visual landscape amenity.

Road & POS modifications

The LWMS for possible road modifications demonstrates that both treatment and storage of the 1 in 100-year storm event is possible through the use of onsite landscaping, hydrocarbon separators and infiltration however, detailed calculations will be required at planning and development stage to determine the infiltration requirements for each specific road area and the allowable impermeable areas.

3.7.3 Water Management Conclusions & Recommendations

There should be no adverse effects of the proposed planning changes to the existing drainage system, environment or surrounding properties provided that 'best management practices' are adopted, and adequate storage and treatment areas provided.

It is recommended that as planning and building layouts are progressed a suitably qualified engineer be engaged to ensure adequate storage, treatment and overland flow paths are provided.

3.8 Educational Facilities

No new schools are proposed within the Structure Plan area. The existing public and private schools in the locality adequately cater for the population within the area including new residents within redevelopment areas.

Clause 18(7) of LPS 8 states that where the Zoning Table (Table 3 of LPS 8) does not identify any permissible use for land in a zone, then the local government may have due regard to a Structure Plan or Local Development Plan in considering an application for development approval. Therefore, an educational establishment could be considered land currently zoned 'Urban Development' in LPS 8. Location on land reserved for 'Civic and Community' purposes could also be considered.

3.9 Activity Centres and Employment

The WAPC *Activity Centres for Greater Bunbury* policy adopted in 2012 establishes the activity centre hierarchy for the region and endeavours to ensure equitable distribution and functioning of those centres.

The existing activity centre serving Withers is located on the north-eastern corner of Minninup and Hudson Roads (the 'South Bunbury Marketplace' and adjacent land). The Neighbourhood Centre zone applies to all the land bounded by Minninup Road, Hudson Road, Comet Street, Devonshire Street and Island Queen Street, distributed across five lots. Under the *Local Planning Strategy* this is referred to as the South Bunbury activity centre and a maximum 6,000 m² NLA of retail floorspace is allowed. There is no limit identified for non-retail uses within the neighbourhood centre.

The existing shopping centre is much smaller than 6,000 m².

A 'community hub' accommodating complementary activities is proposed on the south-eastern corner of Hudson and Minninup Roads within the Structure Plan area, opposite the Neighbourhood Centre. No retail or commercial activity of any significance is proposed within the Structure Plan area, but small-scale retail such as a café would help to provide a local community focus and activate the Community Hub without affecting businesses within the shopping centre, and office space for community support agencies might also be suitable, along with community, civic, cultural and/or recreation facilities.

The proximity of the Neighbourhood Centre to the Structure Plan area is an opportunity, and it will be important to facilitate safe pedestrian access across busy Hudson Road to the shopping centre and community services located there.

Employment opportunities within the Structure Plan area are limited, however the Withers Community Library and possible future community support agencies within the Community Hub and Hudson Road Centre will employ some people and importantly will help support residents to obtain employment. Access to other employment areas within Bunbury from the Structure Plan area is reasonably good given the inner urban location and will be improved as the pedestrian links to bus services are improved.

3.9.1 Commercial

The Community Hub is not intended to be a traditional commercial/retail area but will provide accommodation for civic and community focussed activities which may incorporate office accommodation for administration, and minor retail elements to support activation.

Activities within the Community Hub will complement rather than compete with the South Bunbury Neighbourhood Centre (north-eastern corner Hudson and Minninup Roads).

3.10 Infrastructure Co-ordination, Servicing & Staging

Cossill and Webley Consulting Engineers provided an Engineering Servicing Report that provides the current infrastructure provision and strategies for servicing the Structure Plan area as communicated by the relevant regulatory and servicing authorities (Cossill & Webley, 2019). The full report is included as Appendix 6. The key findings of this report are as summarised in the following paragraphs.

3.10.1 Wastewater Reticulation

The Water Corporation has advised that the increased density proposed by the Structure Plan may create capacity constraints in the sewer network, however the Water Corporation will modify the existing network to provide additional capacity as required and does not object to the proposal.

The Structure Plan area is currently serviced by existing sewer reticulation within existing road reserves and at the rear boundaries of lots. The existing sewer reticulation network will be retained as part of proposed development, and where required would be protected with an easement through developed lots. Proposed development sites will be connected into the existing sewer system adjacent to proposed lots.

3.10.2 Water Reticulation

Aqwest has confirmed there is sufficient capacity within the existing network to service the future development yields anticipated for the Structure Plan area.

There are a number of large diameter water mains abutting the Structure Plan area, which extend within the existing road network via reticulation sized mains. Future development can be serviced off existing reticulation water mains throughout the site.

Aqwest has run the proposed densities through its hydraulic model and advised that the increased density would have an insignificant effect on water pressure and flows.

3.10.3 Power

The Structure Plan area can be readily serviced via connections to the existing overhead power network in the existing roads. Some undergrounding of the overhead network may be required as part of future development.

The existing power network has capacity to serve proposed development and it is not anticipated that offsite upgrades will be required, however within the Structure Plan area the existing high voltage power distribution network will need to be upgraded as part of development to meet the increased power demand; the timing of these upgrades will depend on the staging of development.

3.10.4 Telecommunications/Broadband Data Network

The Structure Plan area can readily be serviced with telecommunications via connections to the existing network within the existing roads. No off-site headwork upgrades are anticipated since the Structure Plan area will fall within NBN footprint.

3.10.5 Gas Reticulation

The proposed development can be fed off existing medium pressure gas infrastructure within the existing road network. No gas upgrades are anticipated to service proposed development.

3.11 Funding Arrangements

It is not proposed to create a Development Contributions Special Control Area (DCA) over the Structure Plan area as the rate of redevelopment is unlikely to proceed rapidly enough to justify setting up and administering a Development Contributions Plan, and would not bring in enough money quickly enough to proceed with necessary transformational works in the short term. Indeed, a DCA would likely further disincentivise redevelopment in the area.

This means that without a significant injection of funding to support redevelopment and community development within the Structure Plan area, change is likely to be slow and incremental. Relying on the normal State and local government budgetary processes and responsibilities is unlikely to achieve the radical improvements to public realm that are required to kick-start the revitalisation of central

Withers as the opportunity to reprioritise internal budgets is limited. For most proposed improvements agencies will need to source additional funding from outside the normal budgetary allocations. The availability of such funding is not assured.

Subdivision of land will be subject to the normal requirements relating to the construction of roads, landscape or other public realm works intrinsic to the subdivided land, including POS. As additional POS is not required beyond that which is shown in the Structure Plan Map (Plan 1), any site that is subdivided rather than developed may be required to make a cash-in-lieu contribution in lieu of providing land. These funds would then be applied towards improvements to existing POS within the Structure Plan area.

If a landowner has already made a land contribution towards POS benefiting the Structure Plan area, a further contribution of cash would not be required.

Outside of redevelopment sites, funding will be required for:

- Completion of footpath/dual use path network to ensure continuous and safe off-road passage for pedestrians including those with mobility impairments, and cyclists;
- Design and installation of improvements to existing parks including the central green link, including installation as appropriate of lighting, seating, public toilets, drinking water fountains, shade trees and structures, garden areas, public art, barbecues, play equipment, rubbish bins, fencing, bicycle parking, etc.
- Detailed design and progressive development of the Community Hub as a community asset.
- Design and construction of new road from Minnipup Road to Jacaranda Crescent.
- Design, land acquisition and construction of new road from Hudson Road to Jacaranda Crescent.
- Design and construction of the links between Davenport Way and Rand Court, Hooper Place and Stallard Place, and Mawson Place and Reynolds Way.

3.12 Other Requirements

3.12.1 Land Acquisitions & Exchanges

Crown land identified as development land will have to be reallocated for the intended purpose and/or transferred to freehold before development plans can be implemented. There are statutory procedures and negotiations that must be pursued through relevant legislation, which may vary depending on the nature of the current tenure. In some instances, there are drains or other infrastructure that will require easements and/or relocation as part of any future development.

Table 10 identifies current reserves affected by proposals in this Structure Plan and requiring alteration in some way – whether boundary change, change of purpose and/or change of Management Order.

Table 10: Reserves requiring change

| Reserve | Lot | Management Order | Purpose | Creation Date | Proposed Use |
|---------|------|------------------|--|---------------|----------------------------|
| R39445 | 680 | City of Bunbury | Municipal and Community Purposes with power to lease | 30/05/1986 | Community hub |
| R39152 | 662 | City of Bunbury | Public Library, Car Park & Multi-Function Centre | 9/08/1985 | Community hub |
| R34725 | 607 | City of Bunbury | Public Recreation | 1/07/1977 | Community hub |
| R34725 | 608 | City of Bunbury | Public Recreation | 1/07/1977 | Road, development |
| R38821 | 5449 | City of Bunbury | Recreation | 17/08/1984 | Development |
| R39609 | 688 | City of Bunbury | Community Purposes | 27/02/1987 | Development and park |
| R34727 | 605 | City of Bunbury | Public Recreation | 1/07/1977 | Road, park and development |

The processes necessary to close road reserves and repurpose and transfer Crown reserves will be initiated at the appropriate time to ensure there are no unnecessary delays to redevelopment of individual sites when delivery is feasible.

Coordination of this process should be included in an implementation strategy, to be developed jointly by the City of Bunbury and the Department of Communities (refer to 3.12.6 on page 55).

3.12.2 Partial Road Closures

Some sections of road reserves within the Structure Plan area are exceptionally wide. This is particularly so at the heads of culs-de-sac. Where a wide road reserve is adjacent to vacant Crown land identified as development land it would be desirable to close the unnecessary section of road reserve and combine it with the Crown land to achieve a larger and more regularly shaped land parcel for development purposes.

The specific sections of road reserve that could be closed and converted to alternative use are shown in Table 11. Before this takes place, it will be necessary to investigate whether existing services would have to be relocated and if so, whether development is feasible at that point in time.

If these sections of road reserve are not closed and amalgamated with the adjacent development land then the development potential and design flexibility of the development land will be reduced.

In locations where closure would not be essential, the amount of pavement could be reduced in favour of landscaping, on-street parking, pocket parks, or similar improvements to improve amenity.

Hard road surfaces absorb heat which adds to the ambient urban temperature. The amount of road pavement should therefore be reconsidered before the road is next resurfaced.

3.12.3 Closure and amalgamation of PAWs

Closing PAWs considered to be security risks has already commenced, however it is also desirable that the land constituting the PAWs be amalgamated with adjacent land so that it can be used rather than lie idle and unmaintained. PAWs are Crown land. For amalgamation to occur requires the land tenure to be changed to freehold or, where it is adjacent to other Crown land or an existing or proposed parcel of POS, for the purpose of the reserve to be changed.

Many PAWs include drains or other infrastructure such as NBN cables. If these PAWs are closed it may also be necessary to create an easement over the infrastructure to maintain access by the provider for maintenance purposes.

Where land is to be amalgamated with freehold land it will need to be acquired by the owner of the freehold land. This may involve a negotiation on land value.

It would be preferable for PAWs to remain open if they can't successfully be amalgamated with adjoining land, in which case the objective will become one of improving their safety and quality, however this is only viable if they can be connected to the rest of the pedestrian network.

3.12.4 Scheme Amendment

As provided for by clause 45(g) Part 5 Division 1 of the *Planning and Development (Local Planning Schemes) Regulations 2015*, once endorsed by the WAPC, a basic amendment to LPS 8 to reflect the zoning shown on the Structure Plan map can take place.

As the Structure Plan does not override LPS 8, proposal affecting land not currently zoned 'Urban Development' cannot be implemented before LPS 8 is amended and this should be undertaken as soon as practical. A later amendment to LPS 8 will then be required to:

- a) Apply an R-Code of R60 or R80 to land shown as such on the Structure Plan Map that is currently zoned Residential R20/30.

R60 is proposed along the central public open space/pedestrian link (the 'green spine'). R80 is proposed on the Armstrong Way land. This higher density will provide greater incentive for the redevelopment of this land which will be required to provide a more attractive and safer interface to the green spine than currently exists.

- b) Remove the split R-Code from Residential zoned land in favour of the higher of the two codes as shown on the Structure Plan Map.

The size of the vast majority of lots in Central Withers is already enough to allow for redevelopment at the higher density and the split coding is not necessary. Unless it is explicitly written into LPS 8 via clause 26, the City is unable to vary the minimum lot size required by the R-Codes and hence would not be able to offer this incentive to encourage widening of an important

pedestrian accessway between privately owned land, and the retention of significant trees on private land.

- c) Include Lot 110 on Plan 11215 into the 'Public Open Space' reserve.

3.12.5 Local Development Plans

The Structure Plan Map (Plan 1) identifies several key redevelopment sites for which specific design parameters beyond those already contained in LPS 8 and the R-Codes are required to achieve the desired development outcomes. Rationale for these sites requiring special controls is provided in Table 8.

- a) A Local Development Plan is required for the proposed 'Community Hub'.
- b) On other sites, the City may require the preparation of Local Development Plans if developments are proposed that vary from the requirements of the Structure Plan or considers that a Local Development Plan is required for the purposes of orderly and proper planning.

3.12.6 Implementation Strategy

The City of Bunbury and the Department of Communities will jointly prepare an Implementation Strategy to address:

- Roles and responsibilities;
- Land transfer requirements, processes, and timing;
- Land tenure requirements including lifting of Management Orders where necessary;
- Road closures and new road reserve creation;
- Public open space provision and improvements;
- Tree retention requirements;
- Protocols relating to communication with Department of Communities tenants;
- Implications and strategies relating to impacts on Department of Communities properties; and
- Any other relevant matter.

Table 11: Recommended Partial Road Closures

| ID | Description | Proposed Alternative Use | Implications of Non-Closure | Other Comments |
|----|---|---|---|---|
| 1 | Jacaranda Crescent adjacent to R34725 (Lot 608) | Amalgamate with R34725 land and create a land parcel for grouped or aged persons' housing | <ul style="list-style-type: none"> R34725 is oddly shaped and redevelopment yield would be much reduced without the amalgamation of part of the road reserve, which is particularly wide in this location. The rear fences on lots facing Minninup Road would remain exposed, creating an ongoing security issue for those lots. Existing excessively wide verge will remain in front of any redevelopment of R34725. R34725 is currently a reserve for Public Recreation but is not developed, used or required as such. Maintenance of the land by the City is a cost burden to ratepayers. | <ul style="list-style-type: none"> Already zoned Residential in LPS 8 but current status does not allow residential development to take place in accordance with the zone. This section of road reserve includes overhead power, power poles, gas, water and drainage infrastructure which would have to be relocated or accommodated within new development. Portion of R34725 is required to achieve new road connection from Minninup Road. |
| 2 | Head of Jacaranda Crescent cul-de-sac adjacent to R34727 and Lots 556 and 557 | New residential lot backing on to Lot 557 Davenport Way; part of new POS link. | <ul style="list-style-type: none"> Rear boundary fences of Lots 556 and 557 Davenport Way and side boundary fence of Lot 367 Jacaranda Crescent remain exposed, with concomitant security risk continuing. The unused portion of road reserve could be developed as part of the POS without closure, but this would not address the visual and security issues of the exposed fences. Any future redevelopment of the rear strata on Lot 557 should be required to address Jacaranda Crescent. Future development of the rear strata on Lot 556 should be required to address Jacaranda Crescent. | <ul style="list-style-type: none"> Rear boundary fences of Lots 556 and 557 Davenport Way and side boundary fence of Lot 367 Jacaranda Crescent are exposed. The rear strata lot on Lot 556 is currently vacant and unfenced. Water and overhead power services would not require relocation. |
| 3 | Reynolds Way 'indents' adjacent to Armstrong Way Lots 96 - 107 | Amalgamate with Armstrong Way land to create regularly shaped development sites and road reserve. | <ul style="list-style-type: none"> The current 8m deep 'indents' will remain in the road reserve but serve no useful purpose. Could possibly be used for on-street parking embayments. Redevelopment potential of the Armstrong Way land would be reduced due to smaller size and odd shape. | <ul style="list-style-type: none"> Anecdotally, the existing houses were built to face Reynolds Way and the indents were intended for tree planting. However, these frontages have since become back fences and there are very few trees present. Fencing presents very poorly to Des Ugle Park, opposite and provides no passive surveillance of the park or street. |
| 4 | Reynolds Way, bend in road adjacent to Lot 2. | Part of improved pedestrian link to and from Stallard Place and bus stop on Parade Road. | <ul style="list-style-type: none"> Land can still be developed in conjunction with adjacent Lot 2 but will remain as 'road reserve'. | <ul style="list-style-type: none"> Part of road reserve is zoned Residential. There is an existing path leading into the 'park' but it no longer connects to Stallard Place; this is unsafe. |

| ID | Description | Proposed Alternative Use | Implications of Non-Closure | Other Comments |
|----|--|---|---|--|
| | | | <ul style="list-style-type: none"> Although partly zoned for Residential, it could not be developed for this purpose. | |
| 5 | End of Wilkerson Way adjacent to Lot 5457. | <p>Reduce width of Wilkerson Way from 30 m to 15m by closing western portion and amalgamating with the development site created by combining R38821 and Lots 352 and 5457.</p> <p>Extend reduced width Wilkerson Way to connect to Pt Lot 5457 (former Kindergarten).</p> | <ul style="list-style-type: none"> Alternative is that excess sealed width could be removed and landscaped as part of the green link from Des Ugle Park but would require maintenance as such and would not be contiguous with the rest of the green link. | <ul style="list-style-type: none"> Eastern side of Wilkerson Way provides vehicle access to existing development on Lot 227. Much of this section of road reserve is currently paved and used as informal on-street parking for former Kindergarten. |

4. Technical Appendices Index

The following technical reports are appended to this Structure Plan.

| No. | Document Title | Author & Date | Document Type | Referral/ Approval Status & Recommendations/ Amendments |
|-----|---|---|---------------|---|
| 1 | Land Ownership Map | CDP Town Planning & Urban Design 2019 | Plan | N/A |
| 2 | Site Specific Local Water Management Strategy | Wood & Grieve Engineers (Santec) 12 February 2020 | Report v 6 | Report prepared in consultation with DWER & CoB |
| 3 | Bushfire Management Advice | Strategen Environmental 17 December 2018 | Letter | Rev A |
| 4 | Housing Statistics | CDP Town Planning & Urban Design April 2019 | Figures | N/A |
| 5 | Transport Impact Assessment | Cardno (WA) Pty Ltd 31 January 2020 | Report Rev E | N/A |
| 6 | Engineering Servicing Report | Cossill & Webley Consulting Engineers 31 May 2019 | Report | N/A |

Note: references in Technical Appendices to Creative Design + Planning refer to CDP Town Planning & Urban Design.

Appendices.



Appendix 1.

Land Ownership Map



SITE OWNERSHIP PLAN

CENTRAL WITHERS STRUCTURE PLAN

A Department of Communities Project



Government of Western Australia
Department of Communities

Supported by the Bunbury Development Committee

Scale: 1:3000 @ A3

PLAN: DOCW-5-016A
DATE: 18/03/2020
PROJECTION: PG 94
DATUM: AHD

REVISION:
DRAWING: JP
PLANNER: DM
CHECK: DM

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Appendix 2.

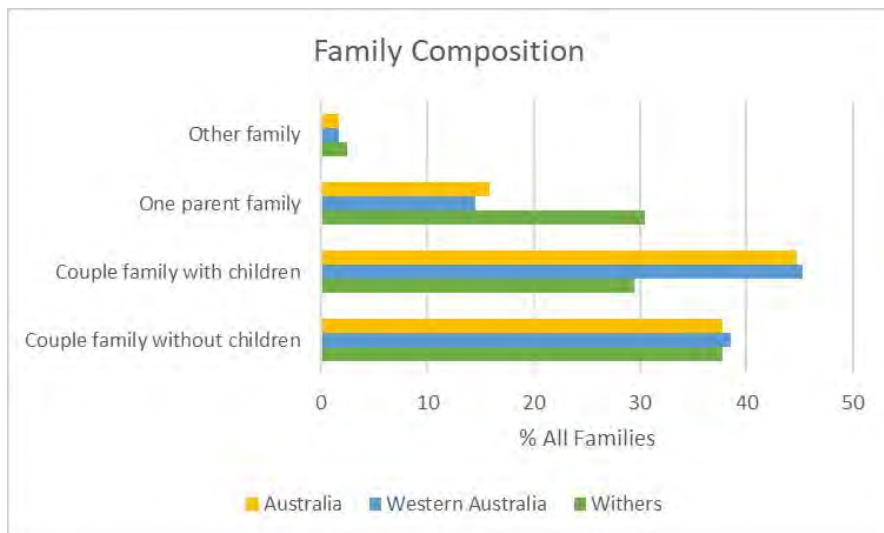
Local Water Management Strategy

Appendix 3.

Bushfire Management Advice

Appendix 4.

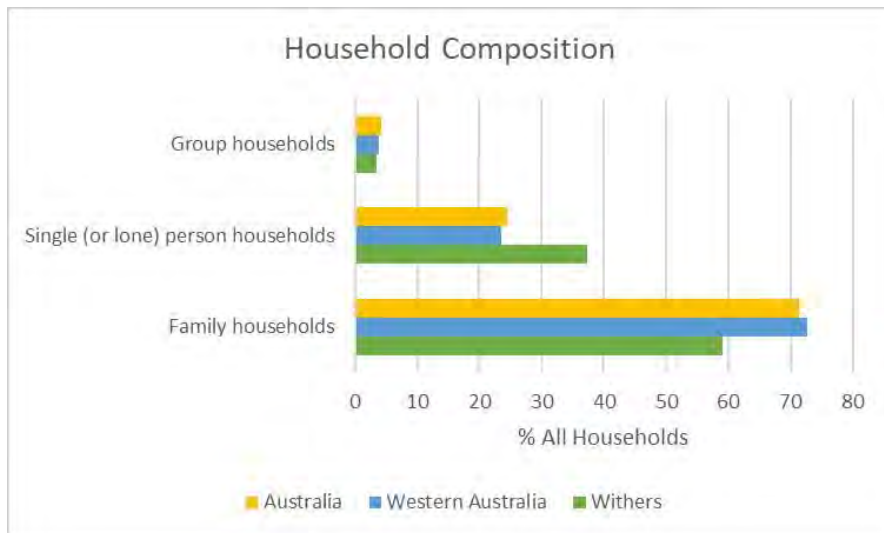
Housing Statistics 2016



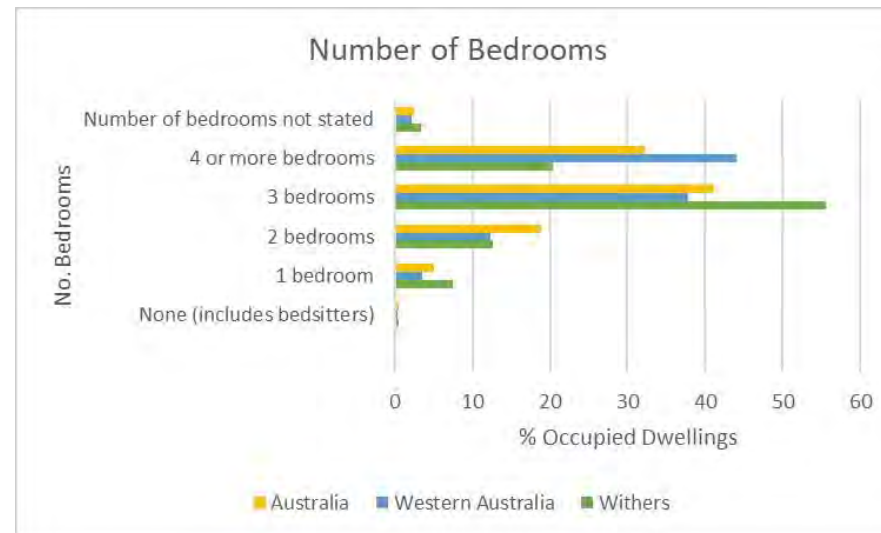
Withers has significantly fewer couple families with children and more single parent families than average.



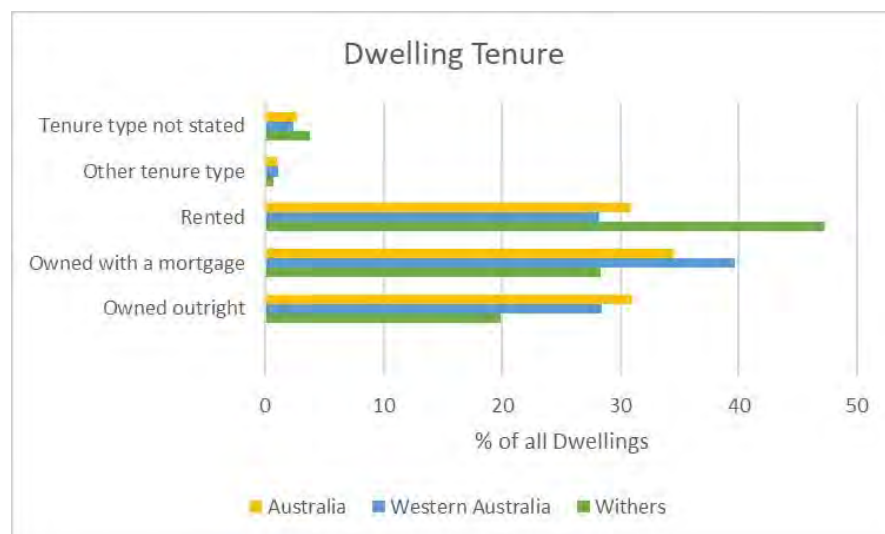
Like most places, Withers housing stock is predominantly detached housing, but it has more grouped houses than average.



Withers has significantly fewer family households and more lone person households than average.



Withers has far more one- and three-bedroom homes and fewer four-bedroom homes than average.



Almost half of Withers homes are rented, far higher than average.

Appendix 5.

Traffic Impact Assessment

Appendix 6.

Engineering Services Report



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