

SCHEME AMENDMENT REPORT

1.0 INTRODUCTION

This report has been prepared in support of an amendment to City of Greater-Geraldton Local Planning Scheme No.5 (Greenough) ('LPS5') to rezone Lot 207 Horwood Road, Woorree ('site'), from 'Rural Residential' to 'Highway Commercial' and 'Major Road' Local Scheme Reserve.

The purpose of the report is to provide justification for the proposed rezoning, which will enable the site to be developed in accordance with the land use and development provisions of LPS5 applicable to the 'Highway Commercial' zone.

2.0 SUBJECT SITE

Lot 207 Horwood Road is located 4 kilometres to the east of Geraldton city centre in the locality of Woorree (refer Figure 1 – Regional Location).

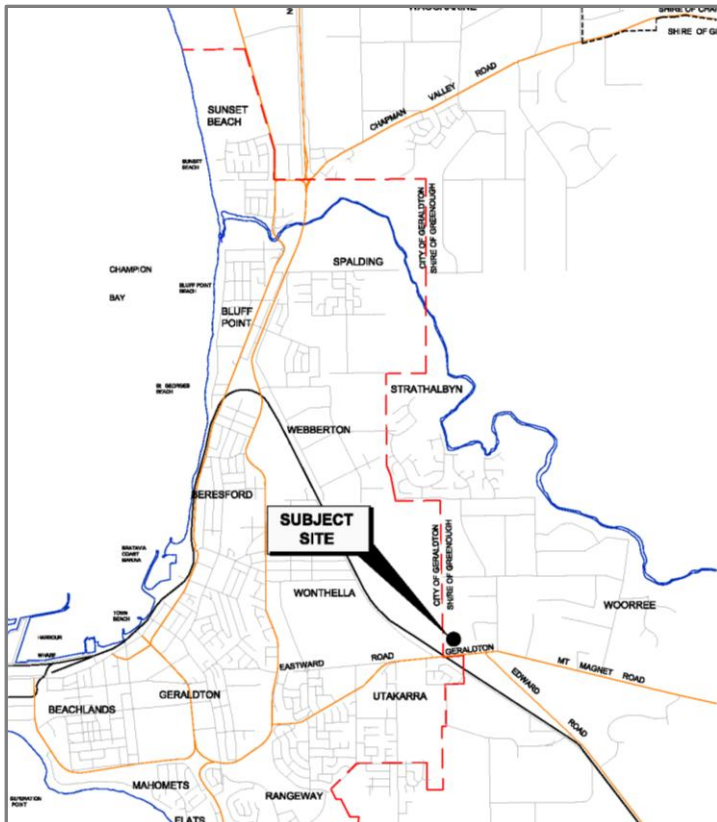


Figure 1 – Regional Location

The site is situated on the north side of Horwood Road, between the alignment of the former railway line and the reserve for the proposed Geraldton North-South Highway ('GNSH'). The land to the north-west of the site is a recreation reserve managed by the City of Greater-Geraldton ('City'). To the north-east of the site, on the opposite side of the alignment for the proposed GNSH, is the site of the proposed Geraldton Business Park. The area on the southern side of Horwood Road, in the vicinity of Alexander Street, is used for low density residential purposes (refer Figure 2 – Local Location).



Figure 2 – Local Location

The site is irregular in shape, with a land area of 8,875m². The site has frontages of 62m to Horwood Road and 180m to the reserve for the proposed GNSH, while the western boundary has a frontage of 148m to the recreation reserve. The south-west boundary of the site is 38m in length and abuts the reserve for the former railway line. The site is flat, vacant and devoid of vegetation (refer Figure 3 – Site Plan and Figure 4 – Aerial Photograph).

An area of 109m² at the northern corner of the site is affected by an easement in favour of Alinta Gas for a natural gas pipe. The pipeline travels in a north – south direction, traversing the northern corner of the site before deviating south-west and running parallel to the site's western boundary.

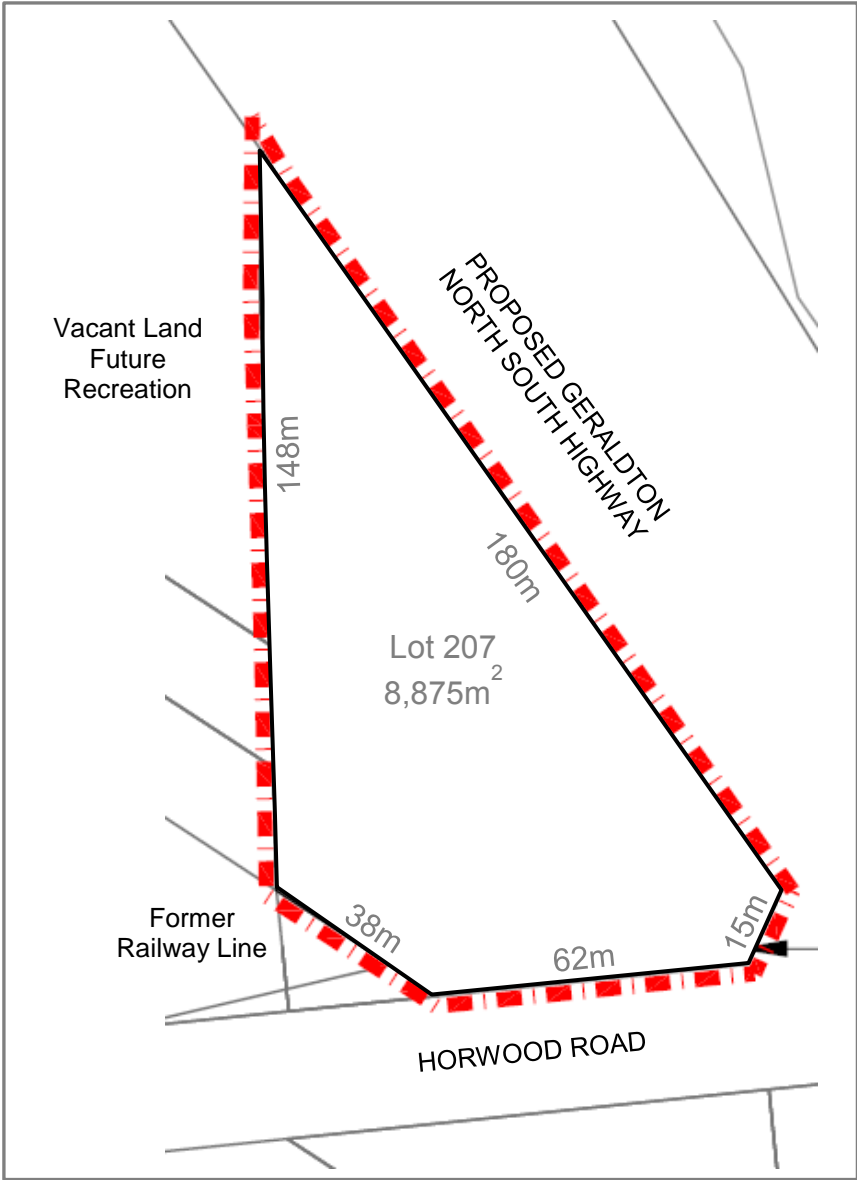


Figure 3 – Site Plan



Figure 4 – Aerial Photograph

3.0 TOWN PLANNING CONSIDERATIONS

3.1 Geraldton Region Plan and Greater Geraldton Structure Plan

The Geraldton Region Plan, released in June 1999, classified the site as 'Open Space and Recreation Reserve (Existing and Future)'.

Following a review of the Geraldton Region Plan, the draft Greater Geraldton Structure Plan ('GGSP') was advertised for public comment (November to December 2010). Under the draft GGSP, the subject site was included in the land use classification of 'Regional Park, Recreation and Conservation'. This classification also applied to the City's vacant landholding to the north-west and the Utaarra Sportsground and Racecourse to the west.

During advertising of the draft GGSP, the owners of the site engaged Greg Rowe and Associates to lodge a submission opposing the inclusion of the site within the recreation land use classification. The submission concluded as follows:

The site's designation as a 'Regional Park' under the GGSP Draft 2010 is not supported, for the following reasons:

- » The establishment of recreation uses on the site is not contemplated by the City's Draft Sporting Futures Report;
- » The irregular shape of the site and proximity to the future GNSH suggest that active sporting facilities would not be desirable in this specific location;
- » Main Roads WA has completed design concept planning for the future GNSH and the site is not required for road widening (or similar) purposes;
- » The site is ideally placed to accommodate a limited range of Highway Commercial land uses, in recognition of the site's position at the north-west corner of Eastward Road / Horwood Road and the future GNSH;
- » The use of the site for a limited range of Highway Commercial uses is considered to represent the highest and best use of the site, and considered to represent a superior land use outcome than the site's current Rural Residential zoning.
- » The City's draft Strategy endorses the site as being suitable for Highway Commercial activities, and to give effect to the Strategy recommendations, the owners intend to proceed with a request to rezone the site from 'Rural Residential' to 'Highway Commercial' under LPS5.

The final version of the GGSP was released in June 2011 and classified the site as 'Rural Living' and being within 'Development Investigation Area 7 – Utakarra', which is described as follows in the final GGSP:

This area was identified as 'open space and recreation reserve' in the previous structure plan. Historically, it contained a waste disposal site that closed in 1998. The area is currently largely vacant with some segments being utilised for recreational purposes. Given its location, there may be opportunities for portions of the land to be investigated for more intensive land uses.

It is acknowledged in the City of Geraldton- Greenough's recently adopted Interim Commercial Activity Centres Strategy that a portion of this development investigation area is identified for highway commercial development.

Any proposal to intensify land use within the development investigation area will require the resolution of issues regarding possible site contamination and proposed and future access. Access issues involving the proposed Geraldton North South Highway, the alignment of which bisects the area, will require consideration from Main Roads Western Australia.

The issue of contamination relates to the site of the former refuse disposal facility, which was situated on the land to the north of the subject site. Further discussion of vehicle access and regional road transport issues is provided below. Figure 5 contains an extract of the GGSP.

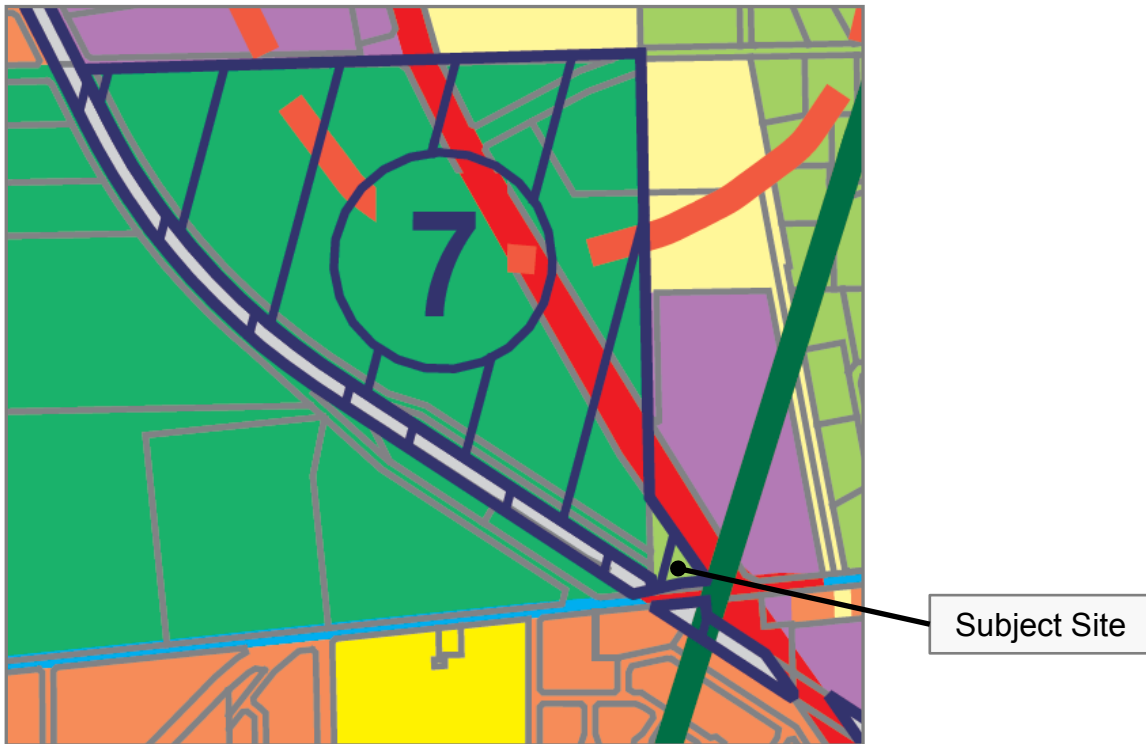


Figure 5 – Greater Geraldton Structure Plan

3.2 Interim Commercial Activity Centres Strategy

The City adopted an Interim Commercial Activity Centres Strategy ('Interim Strategy') in February 2011, to guide the size and location of commercial centres pending the preparation of a Local Planning Strategy and thereafter a new Local Planning Scheme, for the entire municipal area.

As stated in the Interim Strategy:

The principal purpose of the strategy is to provide a broad regional planning framework to coordinate the location and development of shopping and associated commercial activities in the City of Geraldton-Greenough area. It is mainly concerned with the location, distribution, broad design criteria and staging of development for commercial activities at the regional and district level.

With respect to implementation, the Interim Strategy states:

The strategy is intended to provide a guide for centres that is flexible enough to enable commercial development to respond to market conditions and has a degree of certainty to assist in commercial investment decisions...

It is not intended that the Hierarchy of Centres (section 3.2) and Location of Centres (Appendix 2) be the limits on commercial development until a local planning strategy is adopted, but rather the

City will be open to considering proposals for other commercial development, on sites not explicitly identified in this strategy, in accordance with the aims and objectives of this interim strategy.

Prior to its adoption, a draft version of the Interim Strategy was advertised for public comment. During the advertising period (October to December 2010), which coincided with advertising of the draft GGSP, the owners of the subject site lodged a submission supporting the site's classification as 'Highway Commercial' under the draft Interim Strategy. The site's 'Highway Commercial' designation is shown in the final Interim Strategy, which describes the role and function of the Highway Commercial areas as follows:

The primary function of the Highway Commercial Area is for forms of retail (such as large showrooms or bulky goods displays) whose floorspace requirements make them unsuited to locate in other areas of commercial development. Generally, office uses or shopping uses of less than 300m² will not be supported in this area as the primary intent is to ensure that pedestrian-based shopping and uses are located in a pedestrian-friendly urban environment. They are a stopping point for public transport.

Figure 6 contains an extract from the Interim Strategy.

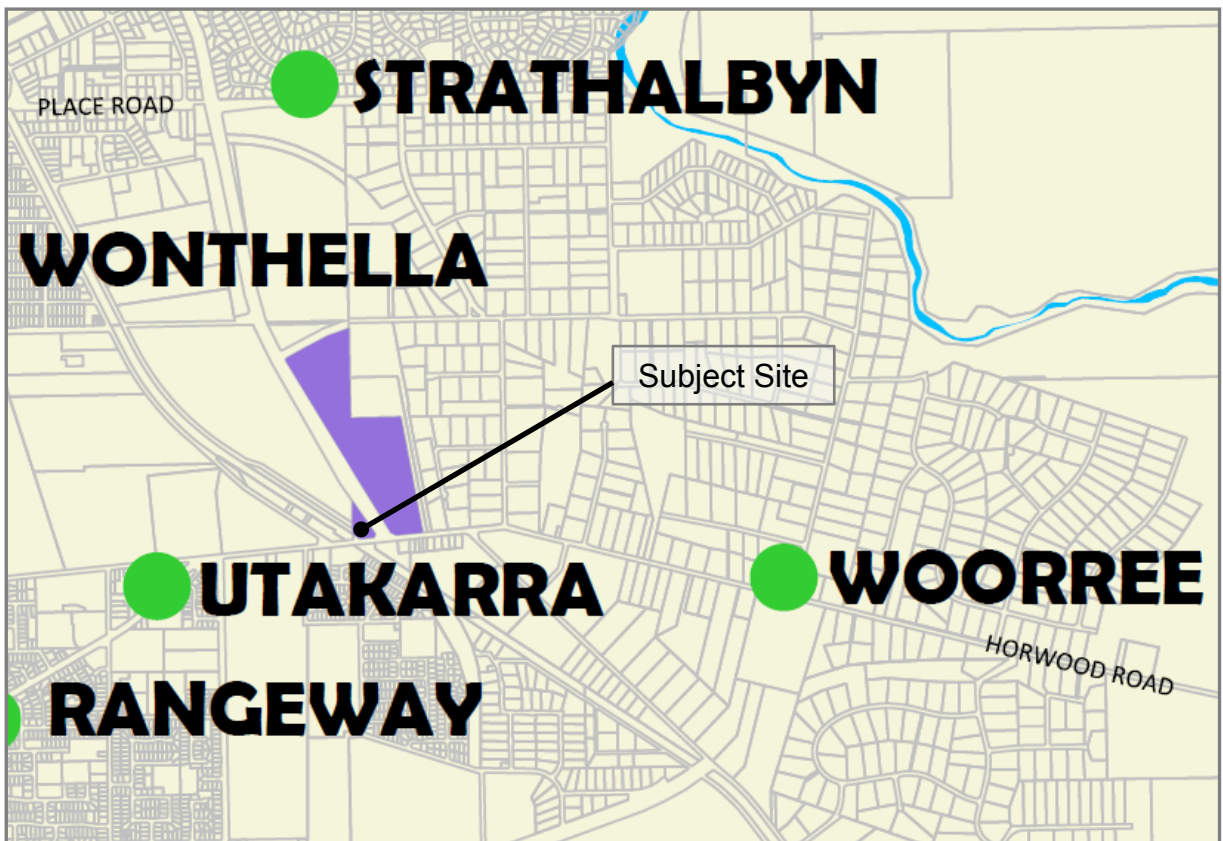


Figure 6 – Interim Commercial Activity Centres Strategy

3.3 Commercial Activity Centres Strategy (draft)

As part of the current planning framework review, the City is completing a Commercial Activity Centres Strategy which will replace the ICACS and inform a new Scheme and Strategy. The Strategy was adopted as a draft in October 2012.

Under the draft Strategy the site is located within the Geraldton Business Park 'Highway Commercial' precinct.

The Strategy describes the roles and function of Highway Commercial sites as follows:

The primary function of the Highway Commercial Area is for forms of retail (such as large showrooms or bulky goods displays) whose floorspace requirements make them unsuited to locate in other areas of commercial development. Generally, office uses, or shopping uses of less than 300m² should not be supported in these areas. The number and smaller size of the existing land parcels along the North-West Coastal Highway may make this difficult to achieve, however preference will be given to larger forms of retail as the primary intent is to ensure that pedestrian-based shopping and uses are located in a pedestrian-friendly urban environment in the core of the activity centres.

3.4 Local Planning Scheme No.5 (Greenough)

The site is presently zoned 'Rural Residential' under LPS5, consistent with the site's 'Special Rural' zoning under former Town Planning Scheme No.4 (Shire of Greenough). The alignment of the proposed GNSH, abutting the site's north-east boundary, is set aside as a 'Major Road' Local Reserve under LPS5. The Geraldton Business Park to the north-east of the GNSH is zoned Highway Commercial. The Highway Commercial zoning over the Geraldton Business Park was originally introduced by Amendment No.134 to former Town Planning Scheme No.4. Amendment No.134 was supported by a needs analysis demonstrating the site was suitable for the establishment of a comprehensive mixed business precinct to meet anticipated demand the wider Mid West region.

The land to the north-west, west and south of the site is located within the area of Town Planning Scheme No.3 (City of Geraldton). Under Town Planning Scheme No.3, the land to the north-west and Uta Karra Sportsground and Racecourse to the west are within a 'Recreation' Local Reserve, while Uta Karra Road and Horwood Road are reserved for 'District Distributor Road' purposes. Land on the south side of Horwood Road is contained within various zones and reserves, including Light Industry and Residential zonings, commensurate with the mix of existing land uses in this area.

4.0 Environmental Considerations

4.1 Vegetation

The site has been cleared of all significant vegetation. The surface of the land comprises grass, consistent with former land uses.

4.2 Topography

The topography of the site is generally flat, with a level of 25 metres Australian Height Datum ('AHD').

4.3 Acid Sulfate Soils

Acid Sulfate Soils is the common name given to naturally occurring soil and sediment containing iron. The Western Australian Planning Commission has published Planning Bulletin No.64 to *“provide advice and guidance on matters that should be taken into account in the rezoning, subdivision and development of land that contains acid sulfate soils.”*

Landgate's on-line WA Atlas identifies areas with a risk of acid sulfate soils occurring within 3 metres of natural soil surface. The subject site is not within an area known to have either "high to moderate risk" or "moderate to low risk" of acid sulfate soils.

The rezoning of the site and subsequent development for commercial purposes is not expected to have any adverse environmental impact as a result of the disturbance of acid sulfate soils.

4.4 Infrastructure

Following is a summary of existing infrastructure in the locality:

- » Sewer: The site is not connected to sewer. The nearest sewer is approximately 350 metres to the west, in Alexander Street, on the south side of Horwood Road;
- » Water: A water supply main is located in the reserve of Horwood Road, on the southern side of the carriageway;
- » Power: Overhead powerlines run along the southern side of Horwood Road, and an overhead supply is provided to the site;
- » Gas: An underground gas supply is available in Horwood Road. A 150-millimetre diameter high-pressure gas pipeline runs in a north-south direction adjacent to the site's western boundary.

4.5 Heritage

A search of the Department of Indigenous Affairs Register of Aboriginal Sites did not reveal any known sites of significance to Aboriginal people within the vicinity of the land. Notwithstanding, it is acknowledged there may be sites that have not been entered on the Register and that the Aboriginal Heritage Act protects all Aboriginal sites, whether on the Register or not, and stipulates procedures for damaging, excavating or disturbing a site.

A search of the Heritage Office's InHerit data base did not identify any sites of European heritage significance.

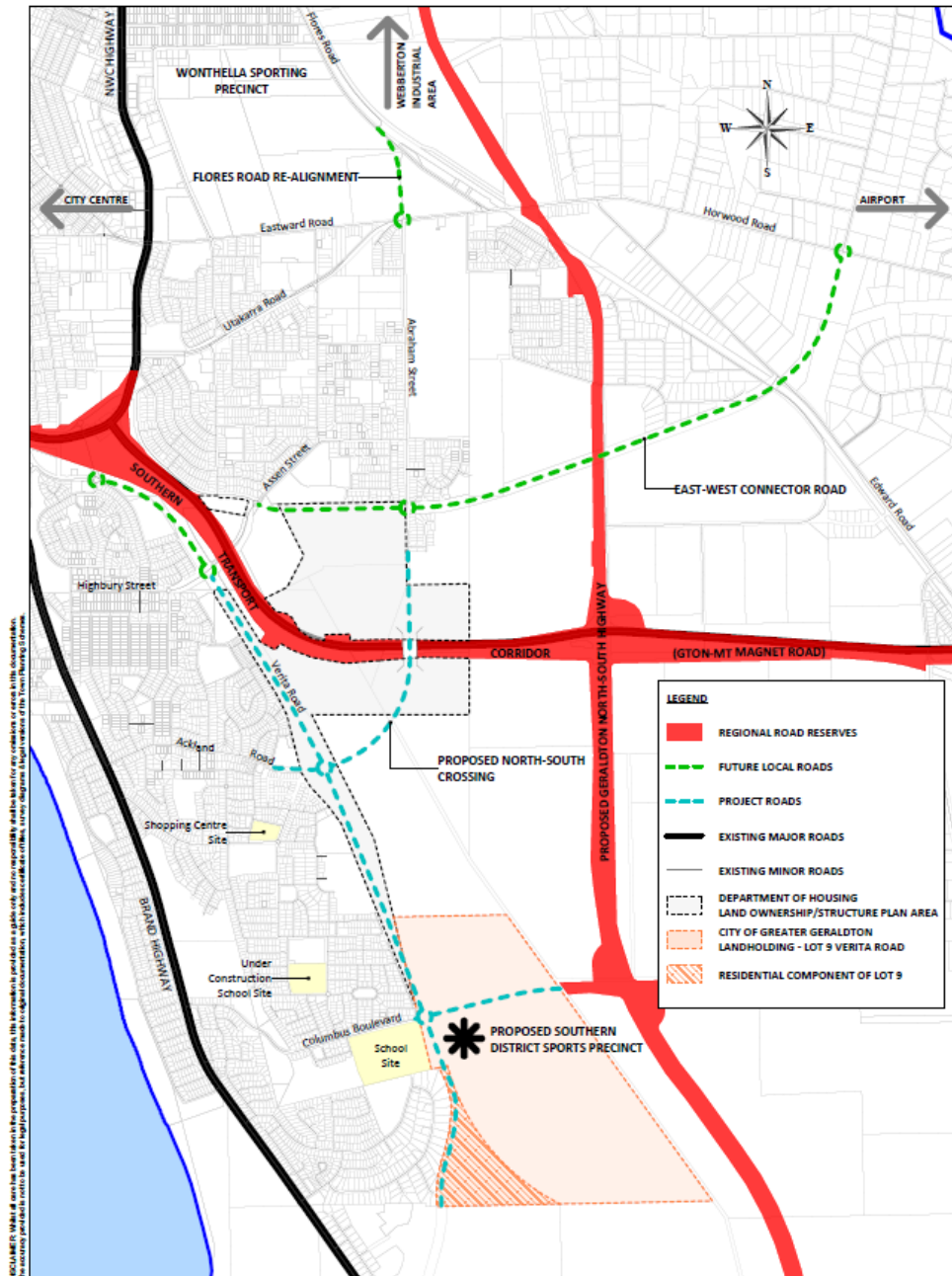
5.0 TRANSPORT CONSIDERATIONS

Horwood Road runs along the southern boundary of the site and is presently the only means of access to and from the site. The reserve for the proposed GNSH abuts the site's north-east boundary.

Prior to the opening of the Southern Transport Corridor, Uta Karra Road, Eastward Road and Horwood Road (formerly Geraldton – Mount Magnet Road) acted as the main road linking Geraldton to the airport and beyond, with Main Roads Mid West Traffic Digest showing in excess of 8,000 vehicles per day travelling this route in 2008 – 2009.

It is highly probable that the opening of the Southern Transport Corridor has resulted in a reduction in the volume of traffic using Eastward Road / Horwood Road, however, neither the City nor MRWA has undertaken any traffic counts since the Southern Transport Corridor was completed.

Notwithstanding, the roads in the vicinity of the site will continue to play an important role in the distribution of traffic, at both a district and regional level, and traffic volumes are expected to increase.



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 Department: IPD
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 Date: 10/03/12 Scale: 1:50,000

Figure 8 – Indicative Strategic Road Network

The indicative strategic road network plan (see Figure 8) has identified the key subregional infrastructure within the Karloo-Wandina and surrounding localities and was compiled in order to support the City’s application to the Building Better Regional Cities grant. The plan proposes the northern extension of Abraham Street to link into the realigned southern portion of Flores Road, to form a new four-way intersection (likely with a roundabout) at Eastward Road. In

conjunction with this, the plan proposes to cul-de-sac Utakarra Road west of where it presently runs into Eastward Road, so that Eastward Road becomes the main east-west connection to North West Coastal Highway and the Geraldton city centre. This arrangement will significantly improve access to the district.

The site's north-east boundary abuts the reserve for the GNSH, which is identified as a Regional Road on the plan. The GNSH will become the primary north-south road servicing the wider Geraldton area, and will function as a bypass for non-heavy vehicles. The GNSH will take pressure off the North West Coastal Highway, which presently experiences high levels of congestion due to its design constraints and proximity to numerous traffic generating developments.

5.1 Geraldton North South Highway Alignment Definition Study

In October 2009, MRWA released an Alignment Definition Study for the GNSH, which described the Planning Concept for the GNSH as follows:

The GNSH concept is planned as a four lane divided highway with a central median and pedestrian and cyclist facilities. It will have no direct frontage property access and only limited side road access. Limited side road access enhances safety and maximises the highway's efficiency as a transport route...

At grade intersections (roads that intersect on the same level) are proposed with the majority of the existing side road connections. The configuration of some intersections may change in the future to integrate with existing and future land use proposals for the area.

The diagram included in this brochure shows the preliminary GNSH concept, and reservation requirements and intersection access points for public comment.

The Alignment Definition Study proposes an at-grade intersection at Horwood Road to facilitate access to and from GNSH (refer Figure 9). Land near the intersection was originally reserved to accommodate a roundabout, however, it is now proposed to construct a signalised intersection and the reservation has been reduced accordingly. A small portion of the site is required along the site's frontages for earthworks associated with a left-turn entry lane from Horwood Road into the northbound lanes of the GNSH.

Rezoning of the site to 'Highway Commercial' will facilitate land uses that can take advantage of the site's exposure to the GNSH and proximity to the regional road network.. It is anticipated development on the site will be accessed via a crossover off Horwood Road, which will be positioned as far west as possible to maximize the separation distance to the GNSH intersection. The site's frontage of 62 metres to Horwood Road will ensure a sufficient separation distance can be achieved.

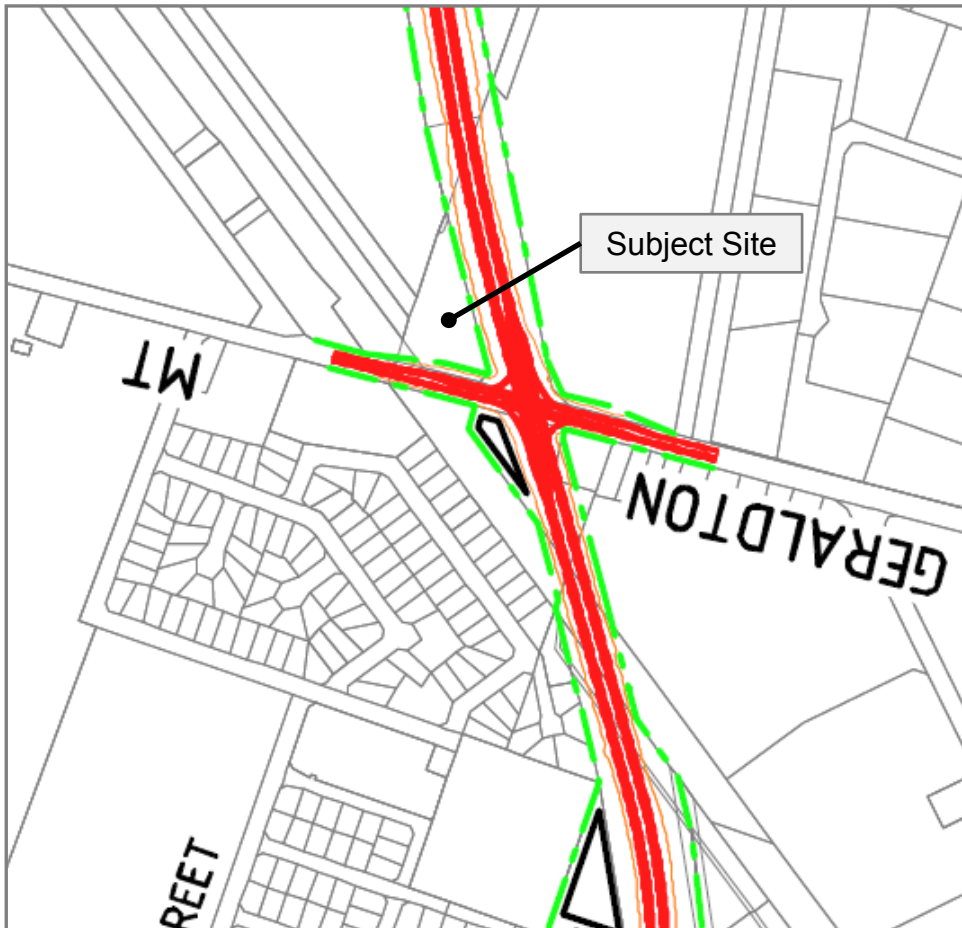


Figure 9 – Geraldton North South Highway Alignment Definition Study

5.2 Geraldton North South Corridor (Position Statement) Local Planning Policy (draft)

In September 2012 the City adopted, as a draft, the Geraldton North-South Corridor (Position Statement) Local Planning Policy. The policy seeks to provide a clear position on the City's prioritisation of the north-south corridor in Geraldton, which is as follows;

The North-South Highway Inner Bypass (in particular the northern section from Horwood Road to

North West Coastal Highway) should be prioritized over all other alternatives.

The development of this site is supported by the City's prioritisation of the northern portion of the North South Corridor and in turn supports the City's position that the creation of this alignment will facilitate new development within the district.

6.0 JUSTIFICATION FOR PROPOSED ZONING

The site is considered suitable for development in accordance with the land use provisions and development standards applicable to the 'Highway Commercial' zone under LPS5.

The site's relatively small size of only 8,875m², and its irregular shape, mean any future development is likely to be limited to small-scale, low intensity uses that do not generate significant levels of traffic. Potential uses include a service station, convenience store, restaurant, consulting rooms or service commercial tenancies.

The proposed rezoning will facilitate development that can take advantage of the site's exposure to traffic on the district and regional road network, including the proposed GNSH..

Accordingly, the potential exists for development on the site to be designed with an active frontage to the northern recreational area as well as to abutting roads, presenting an opportunity for users of the adjacent recreation facilities to access the site on foot. Future land uses and detailed development design will be subject to a separate Application for Planning Approval after completion of this Amendment to LPS5.

As evident from this report, there are no planning, environmental or transport constraints affecting the site's ability to be developed in accordance with the provisions of the 'Highway Commercial' zone.

In December 2007, the City resolved to initiate Amendment 138 to former Town

Planning Scheme No.4 (Greenough), for the purpose of rezoning the subject site from 'Special Rural' to 'Special Zone – Additional Use (Education and Training Establishment).' Following initiation, Amendment 138 was referred to the WAPC for consent to advertise, and in November 2008, the WAPC advised that the Minister for Planning had withheld consent, for the following reason:

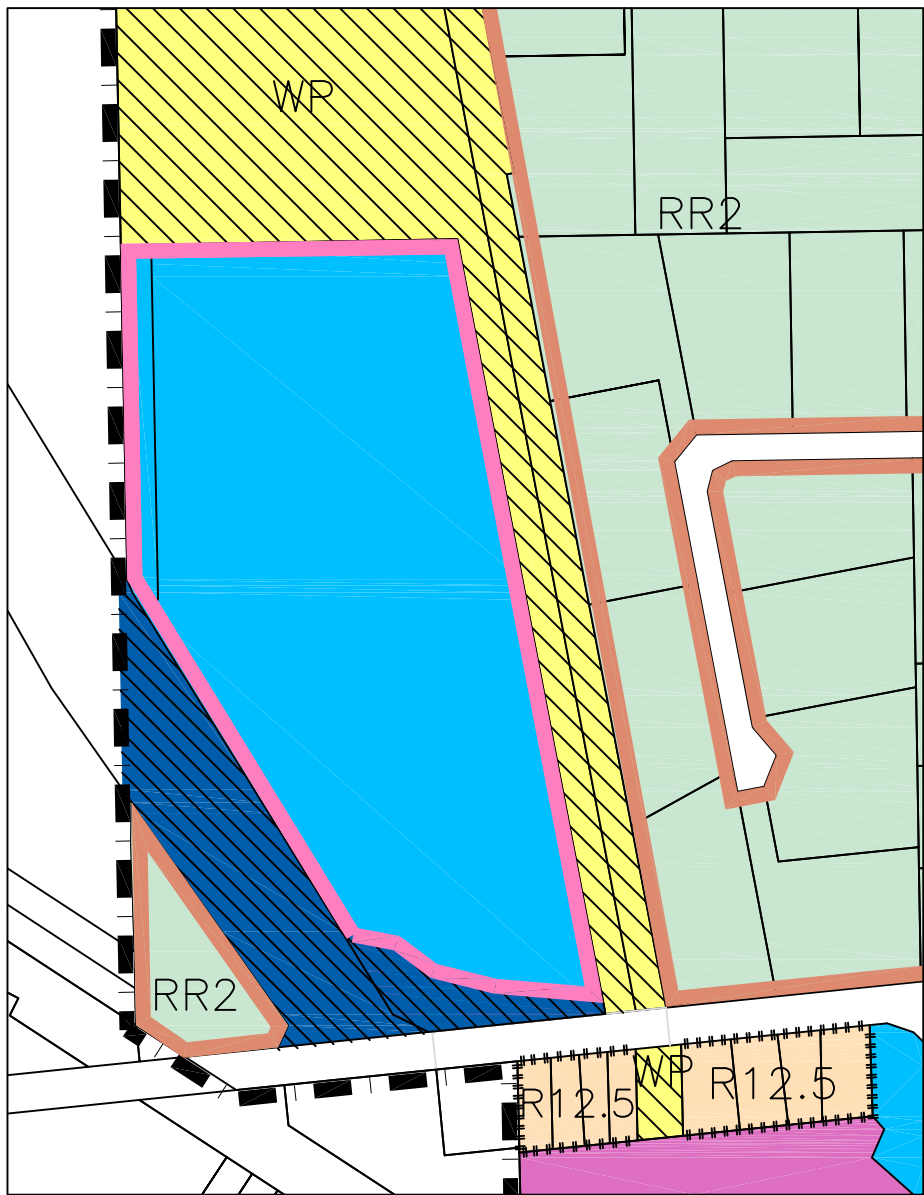
A significant portion of Lot 207 will be required for the future intersection of the Geraldton-Mt Magnet/North-South Road. The balance portion is intended to be added to the Eighth Street Regional Recreation Precinct, as shown on the Greater Geraldton Structure Plan. The proposed rezoning and subsequent development of Lot 207 would limit the ability to achieve these regional planning objectives.

The site is not required for the intersection of the GNSH and Horwood Road, with only a small portion of the site's frontage required for earthworks for the intersection left-turn lane. In addition, the City's most recent Sporting Futures Report (2012) indicates the site is not required for recreation. Accordingly, the previous constraints that prevented the site being considered for an alternate zoning no longer apply.

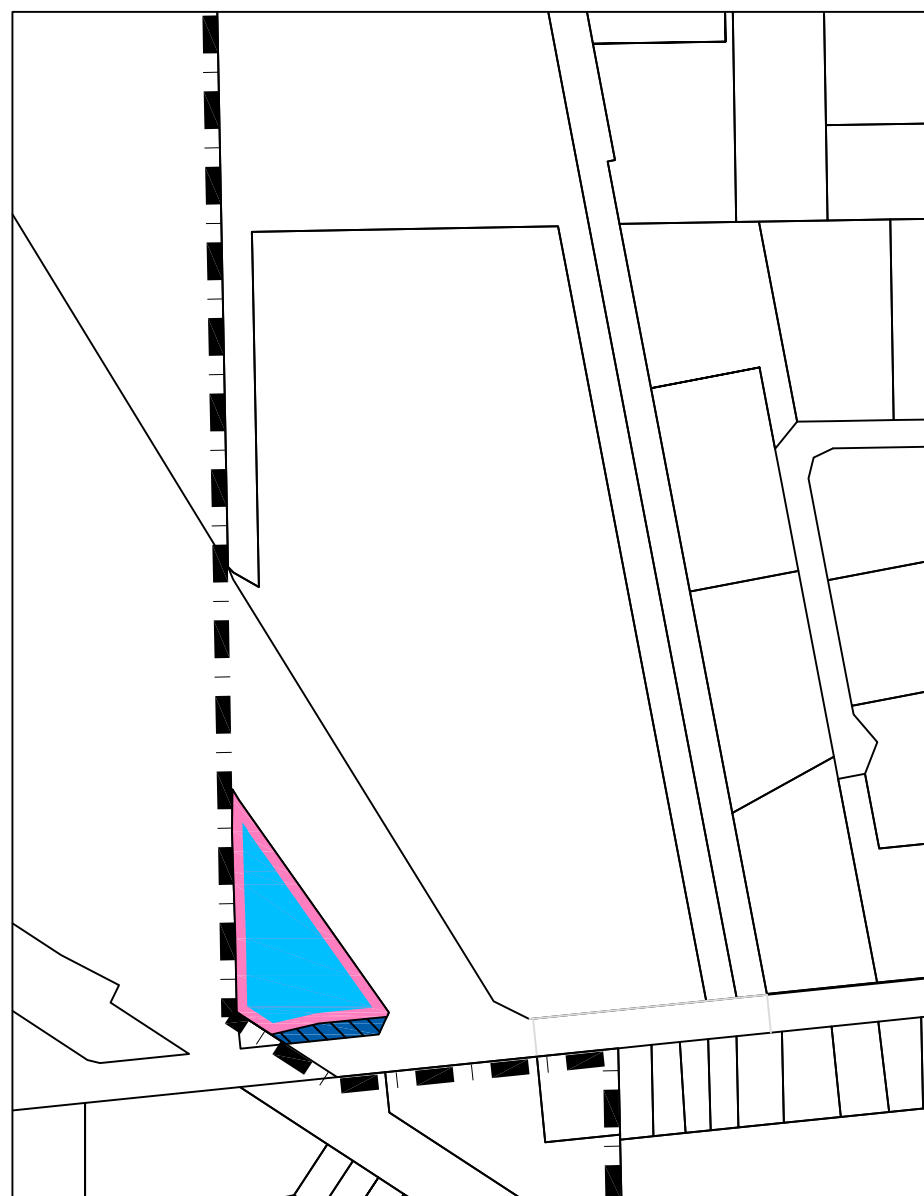
The site is earmarked for Highway Commercial purposes under the City's Interim Strategy and it is considered the site's location and characteristics make it ideal for commercial development. Given the small size of the site, it is unlikely future development will have any adverse impact on the performance of other existing and planned commercial areas in Geraldton.

The existing 'Rural Residential' zoning is unlikely to realize the site's potential and its position abutting the proposed GNSH means any future rural living uses are unlikely to provide occupants with a high level of amenity.

For all of these reasons, it is considered the site ought to be rezoned from 'Rural Residential' to 'Highway Commercial' under LPS5.














EXISTING ZONING

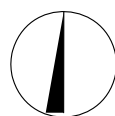


PROPOSED ZONING

LEGEND
 LOCAL SCHEME RESERVES

-  ROAD
-  MAJOR ROAD
-  PUBLIC PURPOSES
 DENOTES AS FOLLOWS:
 WP WESTERN POWER
-  RURAL RESIDENTIAL
-  RESIDENTIAL
-  HIGHWAY COMMERCIAL
-  LIGHT INDUSTRY
- OTHER**
-  SCHEME BOUNDARY
-  R CODES

- ZONES**
-  HIGHWAY COMMERCIAL
- OTHER**
-  SCHEME BOUNDARY



NORTH
 SCALE N T S