

# **CITY OF GREATER GERALDTON**

Local Planning Scheme No. 1 (Greater Geraldton)

## Amendment No. 2

'Commercial' rezoning

Lots 1 and 2 (No's 193 and 191) Durlacher Street, Geraldton

### **PLANNING AND DEVELOPMENT ACT 2005**

### **RESOLUTION TO ADOPT AMENDMENT TO LOCAL PLANNING SCHEME**

### CITY OF GREATER GERALDTON LOCAL PLANNING SCHEME No. 1 (Greater Geraldton)

### **AMENDMENT No. 2**

RESOLVED that the Council, in pursuance of Section 75 of the *Planning and Development Act 2005*, amend the above Local Planning Scheme by:

- 1. Rezoning Lots 1 and 2 (No's 193 and 191) Durlacher Street, Geraldton from 'Residential R40' to 'Commercial'; and
- 2. Modify the Scheme Map accordingly.

The amendment is standard under the provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015* for the following reasons:

- 1. The amendment is consistent with a local planning strategy for the scheme area that has been endorsed by the Commission; and
- 2. The amendment has minimal impact on land in the scheme area that is not the subject of the amendment.

Dated this	day of	2016.

CHIEF EXECUTIVE OFFICER

#### **PLANNING AND DEVELOPMENT ACT 2005**

### CITY OF GREATER GERALDTON LOCAL PLANNING SCHEME No. 1 (Greater Geraldton)

#### **AMENDMENT No. 2**

The City of Greater Geraldton, under and by virtue of the powers conferred upon it in that behalf by the *Planning and Development Act 2005* hereby amends the above Local Planning Scheme by:

- 1. Rezoning Lots 1 and 2 (No's 193 and 191) Durlacher Street, Geraldton from 'Residential R40' to 'Commercial', and
- 2. Modify the Scheme Map accordingly.

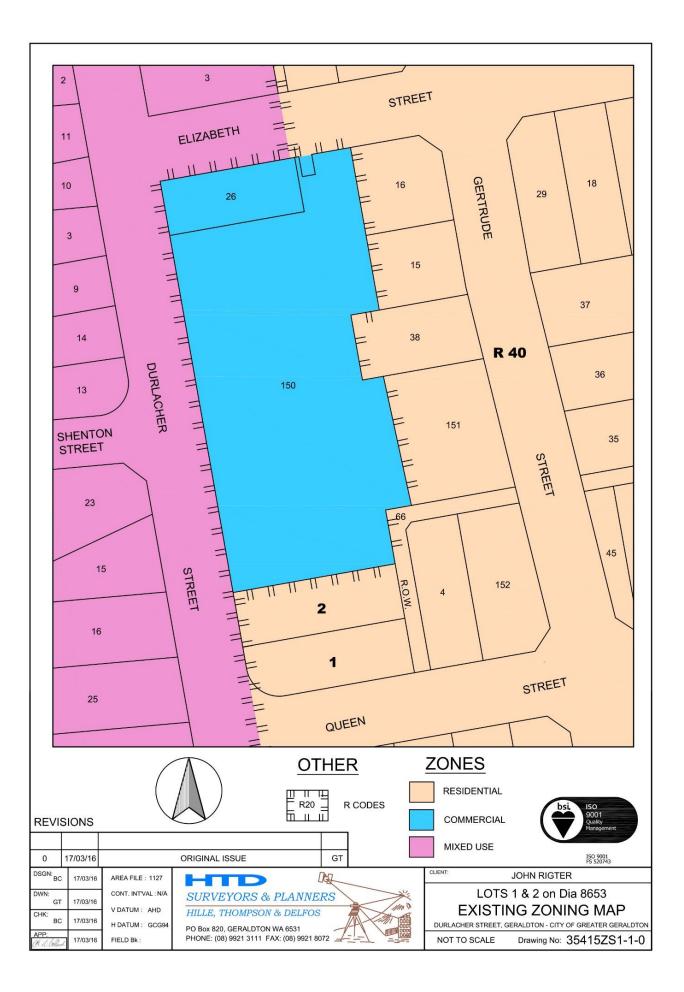
### ADOPTION

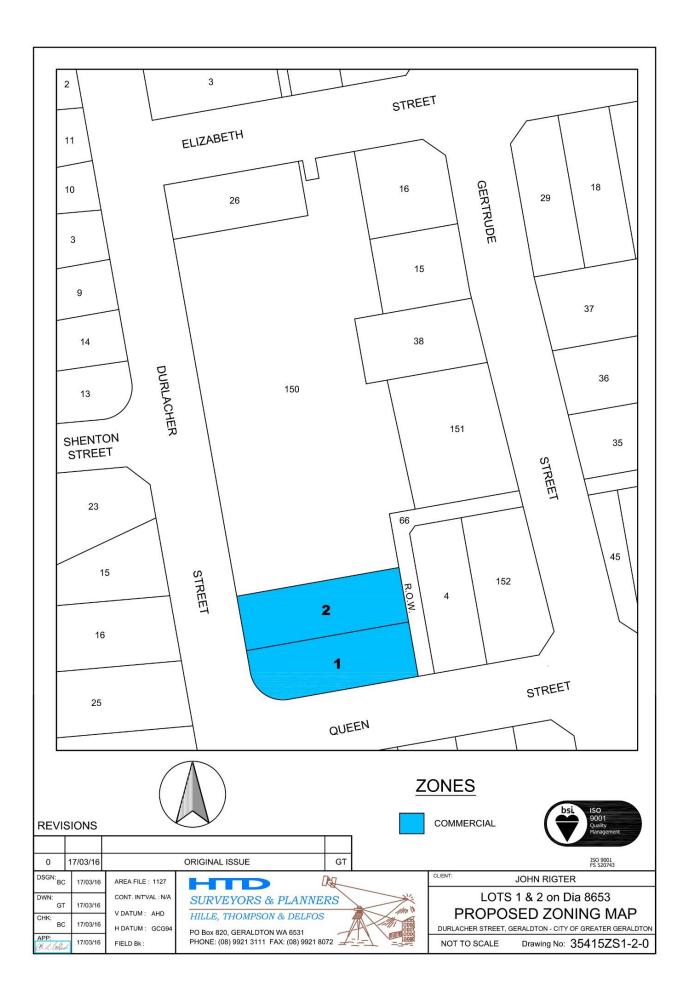
Adopted by resolution of the Council of the City of Greater Geraldton at the ordinary meeting of the Council held on the

\_\_\_\_\_ day of \_\_\_\_\_ 2016.

MAYOR

CHIEF EXECUTIVE OFFICER





#### **FINAL APPROVAL**

Adopted for Final Approval by Resolution of the City of Greater Geraldton at the ordinary meeting of the Council held on the

\_\_\_\_\_ day of \_\_\_\_\_ 2016.

and the Common Seal of the City of Greater Geraldton was hereunto affixed by the authority of a resolution of the Council in the presence of:

Seal to be affixed here

MAYOR

CHIEF EXECUTIVE OFFICER

Recommended/Submitted for Final Approval

DELEGATED UNDER S.16 OF THE PD ACT 2005

Date

Final Approval Granted

MINISTER FOR PLANNING

Date

PROPOSED SCHEME AMENDMENT COMMERCIAL ZONE DURLACHER STREET – GERALDTON

MAY 2016 HTD Ref: 354/15



### **Revision History**

Version	Date	Author	Reviewed	Change Description
1.0	21/03/2016	K.McCagh	B.Collard	Creation of Scheme Amendment Document

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# 1. INTRODUCTION

Hille Thompson and Delfos Surveyors and Town Planners (HTD) acts on behalf of Dunmarra Pty Ltd. This report has been prepared in support of a proposal to amend the gazetted City of Greater Geraldton Local Planning Scheme No. 1 ('LPS No.1') to rezone Lot 1 and Lot 2 Durlacher Street ('amendment area') from 'Residential' to 'Commercial'.

The proposal seeks only to amend the zoning of the land, and, in so doing, facilitate opportunities for redevelopment of the amendment area. Rezoning the land will provide added certainty to the landowners/developers that the land will be able to be developed for commercial related purposes, in particular for a garden centre.

This report sets out the strategic planning context and the suitability and capability of the subject site for the rezoning. This report includes a description of the following matters:

- Site details and locational information;
- Background to formulation of the scheme amendment request;
- Description of the existing land uses and site attributes;
- Consideration of relevant State and local statutory planning and policy context;
- Detailed explanation of the proposed Scheme Amendment; and
- Justification for the proposed Scheme Amendment.

We consider the enclosed information adequately demonstrates the appropriateness of the proposed scheme amendment and respectfully request the City of Greater Geraldton (CoGG) to support the initiation of the scheme amendment at the earliest opportunity.

## 2. SITE LOCATION AND CONTEXT

### 2.1 Regional Location

The amendment area is located in the municipality of the City of Greater Geraldton within the Mid-West region of Western Australia.

### 2.2 Local Location

The amendment area is located in close proximity to the Geraldton Central Business District (CBD). It is situated to the east of Durlacher Street and north of Queen Street, and directly adjoins the Rigters Super IGA Supermarket carpark. The Supermarket is already zoned 'Commercial' under LPS No.1, and is part of a complex recognised as a Neighbourhood Centre in the City of Greater Geraldton Commercial Activity Centres Strategy.

Surrounding the amendment area is predominantly low to medium density residential land parcels to the east and south zoned under LPS No. 1 as 'Residential R40'. To the north and west of the site are numerous commercial and low density residential land parcels predominately zoned under LPS No. 1 as 'Mixed Use' with a Residential Design Codes density coding of R80.

Refer to Figure 1 – Location Plan.

Durlacher Street is one of Geraldton's most active streets within the CBD. The street is considered to be an important street which connects central Geraldton with its southern, western and eastern suburbs such as Mount Tarcoola, Beachlands and Utakarra. It serves these suburbs as it offers a wide range of uses including shops, offices, restaurants, a primary school, medical facilities and entertainment.

There are also areas of residential usage along Durlacher Street in the form of single houses, grouped dwellings and multiple dwellings. Located within the CBD and with good public transport, Durlacher Street is increasingly suited to medium to higher density housing development.

The City of Greater Geraldton has identified through the Residential Development Strategy, City Centre Vibrancy Strategy and Geraldton Region Centre Strategy that there is significant development potential which can utilise the high amenity of the street.

## 2.3 Existing Improvements

The amendment area is currently vacant land that has been cleared of two existing houses and three improvements. The subject land is generally flat and does not contain significant vegetation.

Refer to Figure 2 – Aerial Map and Figure 3 – Detail Survey Plan.

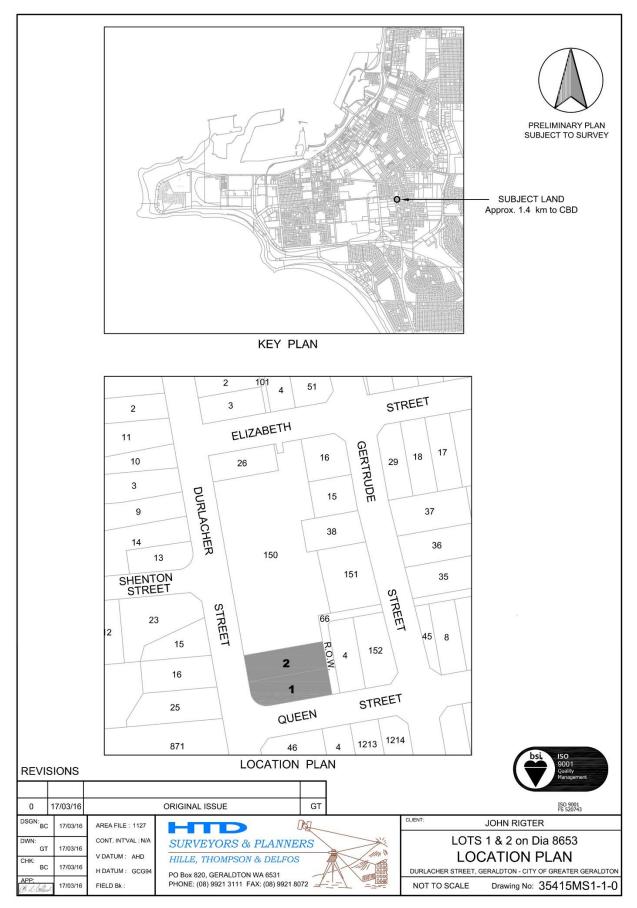


Figure 1 – Location Plan

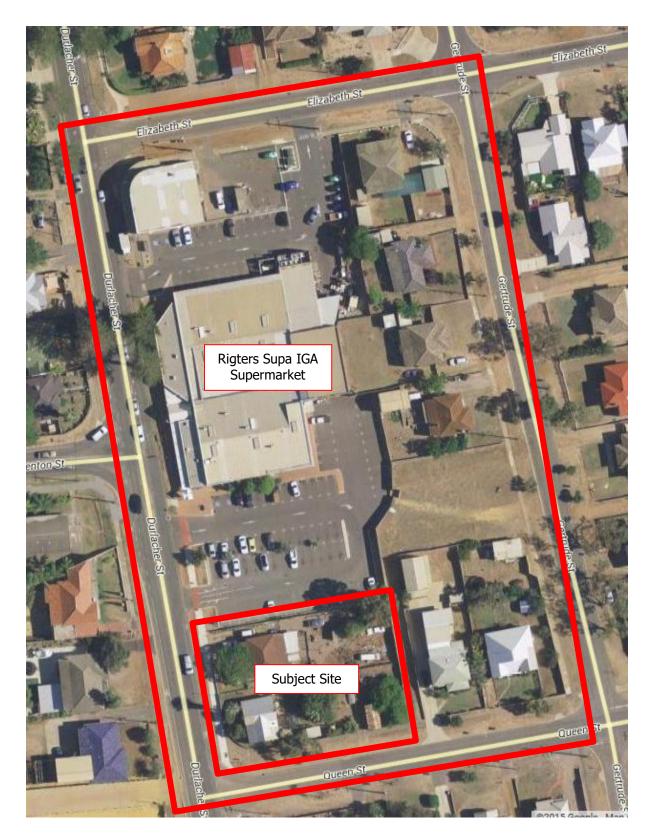


Figure 2 – Aerial Map

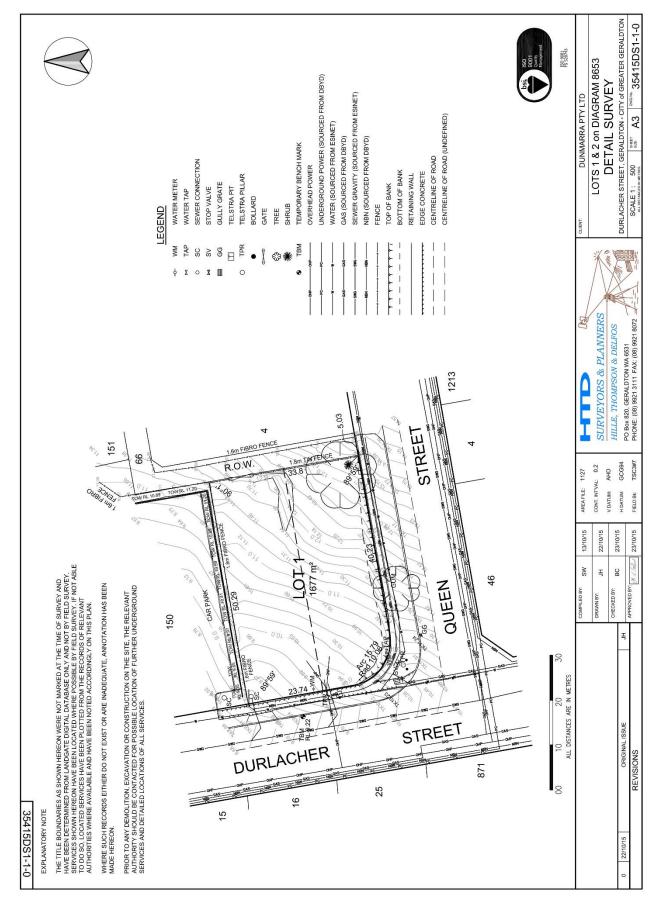


Figure 3 – Detail Survey Plan

## 2.4 Cadastral Information

The subject site is comprised of two Land Titles being:

- ♦ Lot 1 on Diagram 8653 on Certificate of Title Volume 2875, Folio 500; and
- ✤ Lot 2 on Diagram 8653 on Certificate of Title Volume 1038, Folio 849.

Each lot is owned by Dunmarra Pty Ltd. The subject site has a total land area of 1,677m<sup>2</sup>.

Lots 1 and 2 also have the benefit of a Right of Carriageway easement over adjoining lot 66 on Diagram 8653. Lot 66, which was created as a Right of Way, abuts the eastern boundary of the subject lots and has frontage onto Queen Street and Gertrude Street.

There is currently a Western Australian Planning Commission (WAPC) conditionally approved amalgamation occurring at Lots 1 and 2 Durlacher Street (WAPC reference 152586). Demolition of the two dwellings has occurred.

## 3. PROPOSED SCHEME AMENDMENT

Dunmarra Pty Ltd is seeking a scheme amendment to the City of Greater Geraldton Local Planning Scheme No. 1 to rezone Lot 1 and Lot 2 Durlacher Street from a 'Residential' zone to a 'Commercial' zone.

Refer to Figure 4 which displays the current zoning of the subject site and Figure 5 which displays the proposed zoning for the site.

The intention of the scheme amendment is to provide a suitable zone with permissible uses pertaining to the future development of a garden centre that is cognisant of contemporary planning principles and that responds to and takes maximum advantage of its highly accessible and proximal commercial location.

The Amendment is considered appropriate for the following key reasons:

- It facilitates the maximum potential utilisation of the land for commercial purposes;
- It shall allow for the immediate development and future redevelopment, thus contributing to the areas effective commercial business; and
- Maximise the development potential of the land with a more suitable land use. The proposed zone will be in keeping with the commercial activities between Elizabeth Street and Queen Street, and will contribute to the western side of this precinct being solely commercial by the rezoning.

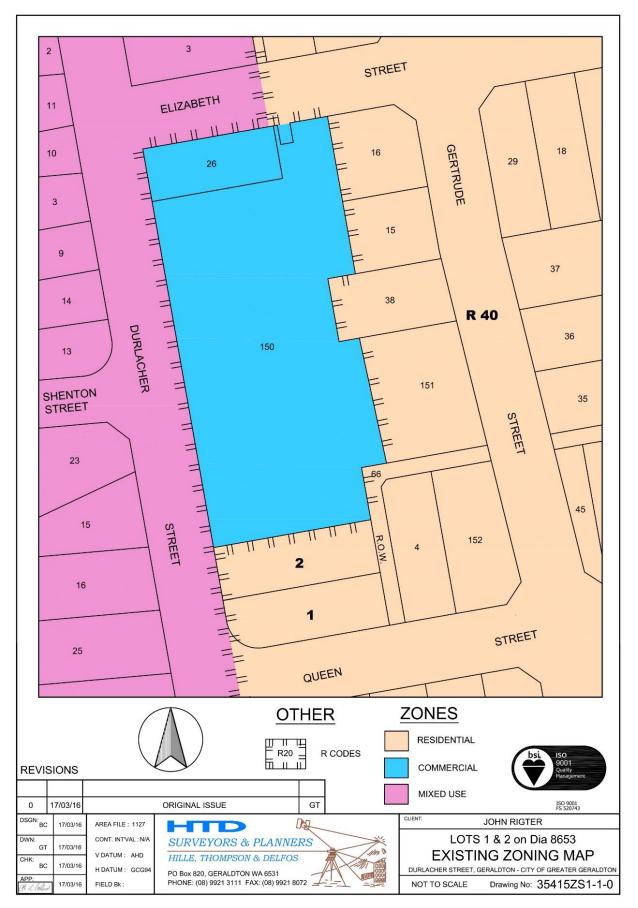


Figure 4 – Existing Zoning Map

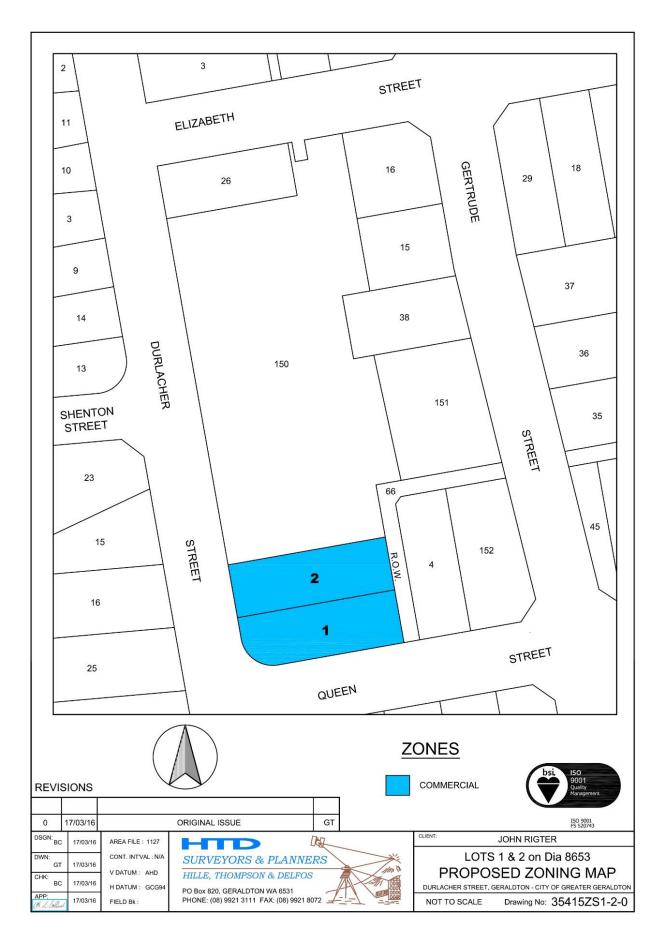


Figure 5 – Proposed Zoning Map

# 4. PROPOSAL CONTEXT

The expansion of the 'Commercial' zone to include the subject site would provide opportunity for further commercial and residential development which could follow from the Garden Centre establishment.

The owner of Lots 1 and 2 Durlacher Street and the Rigters Supa IGA supermarket (Lot 150), also owns Lots 16, 15, 38 and 151 Gertrude Street. These lots each immediately abut the Rigters Supa IGA supermarket and associated other commercial uses at the site to the north of the IGA. These lots are zoned 'Residential R40' under LPS No. 1.

In the future, there is potential to rationalise the western boundaries of these lots and develop some higher density residential lots fronting Gertrude Street. The residential area will benefit from the central location and adjoining commercial facilities. It is noteworthy that currently there is limited demand in the area for higher density residential lots.

Another alternative would be to undertake higher density residential development of part of the land currently zoned Residential within the bounds of the Neighbourhood Centre. There is potential for some of the land currently zoned Residential to be re-zoned to Commercial to allow the expansion of the existing commercial site. It is noteworthy that currently there is no requirement to expand the Rigters Supa IGA Supermarket commercial operations.

A laneway has been shown in Figure 6 across the rear of the potential future sites. Rear vehicle access to the sites may be an opportunistic option for the higher density residential lots fronting Gertrude Street in the future. Potentially there is also the option of rear exit from the commercial sites via Queen Street that has been recognised to provide maximum accessibility.

Refer to Figure 6 which displays this development opportunity (Note all lots in the vicinity have been displayed with the zoning to define the commercial zone).

The addition of either of the two development opportunities in the future would increase the vitality of Durlacher Street and would stimulate similar development types along the entire street, as well as Gertrude Street. Currently, Durlacher Street is car-oriented due to it being a connector road and predominately commercial street in the north. Higher density residential lots will assist in creating a congenial location for residents that will stimulate activity with a pedestrian-oriented focus and offer increased development opportunities in keeping with the character of Durlacher Street, as supported by the Residential Development Strategy, City Centre Vibrancy Strategy and Geraldton Region Centre Strategy by the City of Greater Geraldton.

It is intended that a garden centre will be developed on the subject area. Currently, there is no garden centre located in the CBD or in the southern part of Geraldton, which is a greatly populated area. A garden centre located within the CBD, particularly on Durlacher Street, will provide a convenient destination to many residents, especially those in the south of town, with a unique shopping experience offering a combined opportunity to shop at the adjoining IGA as well as the garden centre in one trip. With the projected population increases to Geraldton in the future, this location assists in meeting the amenity needs of residents in a compact manner. The site layout aim is to concentrate any building on the site to the Durlacher Street frontage with a vision to define the corner of the site and to provide maximum road exposure for the development. It is intended that the scale of the buildings will be developed to reflect a commercial frontage to Durlacher Street, and a residential scale along Queen Street.

The entry will be on the north side of the building to take advantage of the wind screening provided by the proposed garden centre. The developers are conscious of the access and egress issues around this area and will work with the City to arrive at an acceptable solution.

There are currently discussions being undertaken between the City of Greater Geraldton and the architects for the project, Eastman Poletti Sherwood Architects. The primary focus of these discussions is to determine if the Right of Way on Lot 66 can be used for egress and to direct traffic exiting the site onto Queen Street. Because there is currently no determined outcome of this at this stage, there is only a preliminary design of the garden centre available. The final design of the garden centre will be determined following this proposal being approved and further discussions with the City regarding access and egress.

Development along Queen Street is intended to take a less rigid form with covered unenclosed shade structures and open gardens in order to minimalise any potential adverse effects to the residential amenity of Queen Street. This will be reflected in the landscaping fronting the street along Queen Street.

The open areas of the site will be secured with palisade security fencing which will be screened in part by the landscaping. In addition, the main commercial frontage to Durlacher Street is deliberate, the intent is to focus commercial activity towards Durlacher Street which is the main traffic route past the site, and maintain the residential character of the Queen Street frontage as much as possible.

Further, heavy vehicle movement and unloading of trucks will be far more limited than at the existing IGA site due to the nature of the business proposed. Similarly, there will be far less mechanical plant (air conditioning, refrigeration) associated with the premises than the existing IGA premises on the adjacent site. It is anticipated that noise emanating from operations on the site will be minimal.

For site levels it is proposed that the development will involve some filling at the front and cutting at the rear to set a building level that matches existing site levels in the middle of the site. The intended garden centre use is based on the Bunnings Garden Centre model and there will be no so sale of bulk materials. Items for sale will be pre-packaged and it is intended that all plants will already be potted or in seedling trays.

Refer to Figure 7 for the preliminary configuration of the garden centre.

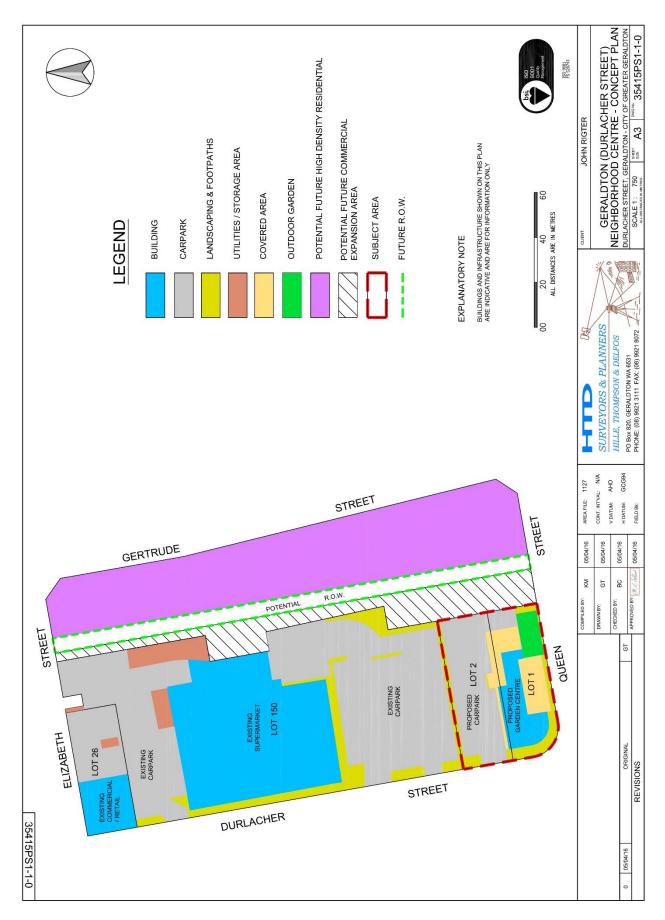


Figure 6 – Potential Development Opportunity

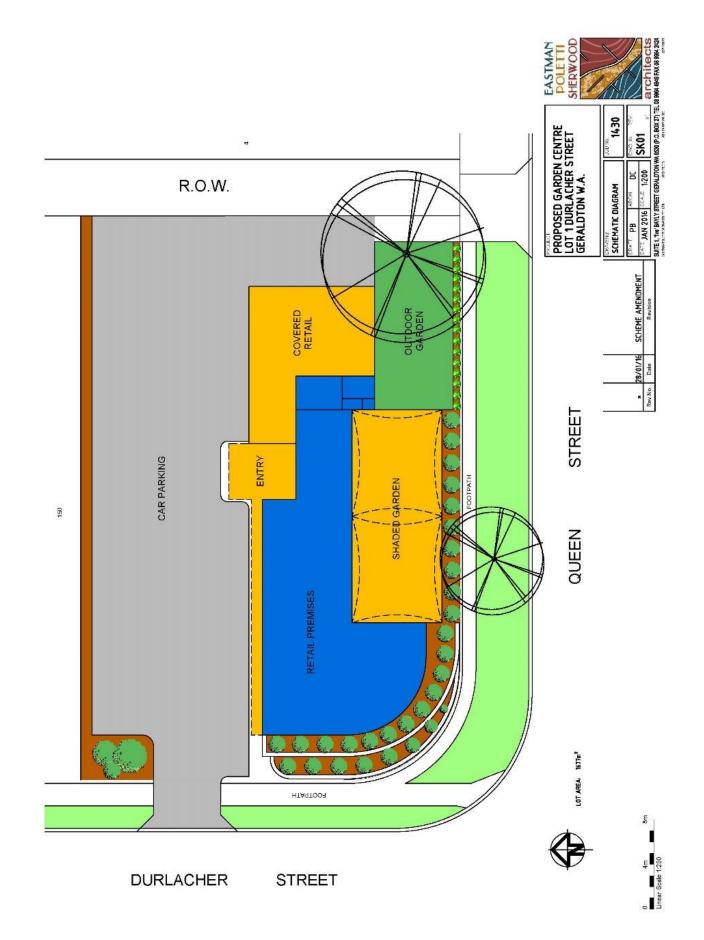


Figure 7 – Proposed Garden Centre

# 5. STATE PLANNING FRAMEWORK

## 5.1 State Planning Strategy 2050

The State Planning Strategy's vision for the future planning of Western Australia is:

By 2050, Western Australia will have a diverse range of interconnected and vibrant local communities and regional centres. The people in these communities will be healthy, resilient, active, prosperous, respectful of cultural difference and participate in the public domain. Standards of living will continue to be amongst the highest in the world. Improved connections and smarter technologies will enhance the State's ability to attract global and domestic investment capital where and when it is most needed. A 'can do' attitude will prevail, inspiring new ways of thinking and working, which will deliver optimal outcomes for the economy and communities of Western Australia (2014).

The strategy has been designed to, among other things, plan for a growing population in urban settlements which are more responsive to community needs.

### 5.2 State Planning Policy No. 3: Urban Growth and Settlement

This policy sets out the principles and considerations which apply to planning for urban growth and settlement in Western Australia. It is a broad policy that is to be implemented by more detailed policies.

The aim of the policy is to facilitate sustainable growth of urban areas by setting out requirements for sustainable settlements and communities. The objectives of this policy are:

- To promote a sustainable and well planned pattern of settlement across the State, with sufficient and suitable land to provide for a wide variety of housing, employment, recreation facilities and open space;
- 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;
- To manage the growth and development of urban areas in response to the social and economic needs of the community and in recognition of relevant climatic, environmental, heritage and community values and constraints;
- To promote the development of a sustainable and liveable neighbourhood which reduces energy, water and travel demand while ensuring safe and convenient access to employment and services by all modes, provides choice and affordability of housing and creates an identifiable sense of place for each community; and
- To coordinate new development with the efficient, economic and timely provision of infrastructure and services.

This proposal coincides with the objectives of each of these State Planning Policies as it proposes to incorporate new development with existing infrastructure and services, as well as providing assistance to support the growth and development of the surrounding urban area. This proposal also provides safe and convenient access to services and employment.

# 6. LOCAL PLANNING FRAMEWORK

## 6.1 Local Planning Scheme No. 1

LPS No. 1 controls and regulates the development and use of land in the greater Geraldton area.

Currently under the LPS No. 1 Lots 1 and 2 are zoned 'Residential R40', however this proposal is to rezone the subject lots from Residential R40 to Commercial. The LPS identifies the 'Commercial' objectives as:

- a) Provide for a range of shops, offices, restaurants and other commercial outlets in defined townsites and activity centres;
- b) Ensure activity centres provide for appropriate uses that do not undermine the established and/or planned hierarchy of centres; and
- c) Provide for efficient, intense and compact centres with a diversity of activity appropriate to the purpose of the centre.

This proposal is consistent with these objectives, as the site is abutting an existing Commercial area without compromising the hierarchy of centres, and the development offers an added type of commercial facility which will diversify the area of the Neighbourhood Centre, in a compact manner as it is abutting an existing Commercial area.

## 6.2 Commercial Activity Centres Strategy

The purpose of this strategy is to provide a framework for the location and development of shopping and activity centres in the City of Greater Geraldton region. Under the strategy, the subject area is classified under the hierarchy as a Neighbourhood Centre Status 2, described as:

2: Maintain current role with future private sector driven expansion possible.

The strategy identifies the role and function of Neighbourhood Centres as:

Neighbourhood centres have a greater focus on servicing the daily and weekly household shopping needs of residents and providing community facilities and a small range of other convenience services. Their relatively small scale and catchment enables them to have a greater local community focus and provide services, facilities and job opportunities that reflect the particular needs of their catchment.

The objectives of this strategy in relation to this proposal are:

- a) Identify the amount of additional shopping floorspace required to service anticipated population growth (inclusive of the wider Mid West catchment) and indicate where this expansion will be most beneficial to the community;
- b) Identify and promote development of centres and nodes that provide a wide mix of activities, services and other uses that are complimentary to their retail function and that promote use of the centres by local communities and consolidate complementary activities within centres; and
- c) Identify drivers of change in retailing.

The eight guiding principles of the strategy are assessed against the proposal in the Table 1 below.

<b>T</b>		
Table 1 – Assessment of	proposal against the Commercial	Activity Centres Strategy
	proposal against and commendial	

PRINCIPLE	JUSTIFICATION
Efficient, intense and compact centres	The garden centre is proposed to abut an
	existing commercial facility, within the CBD.
<u>Desired Outcomes:</u>	
Delivery of efficient, intense and compact	This location is an efficient use of the land and
centres.	is considered to be compact and intense due
A network of centres that meet the full range     of user needs,	to this, and the overall location being within
<ul> <li>Development of centres that facilitate</li> </ul>	the CBD which contributes to the area offering a full range of user needs.
multiple purpose trips.	
<ul> <li>Encouragement of land use synergies which</li> </ul>	The garden centre will also deliver a solely
create useful spaces and character areas.	commercial precinct between Elizabeth Street
Maximisation of the hours of activation of	and Queen Street which offers a destination
centres.	for multipurpose trips, with no adverse affects
• Delivery of centres that are adaptable and	on the existing commercial facilities or
well-staged without adverse impact on the	surrounding residential area.
efficiency and intensity.	
Optimise the frequency and quality of	The addition of the garden centre to the
transactions within the City	existing neighbourhood centre offers a
Desired Outcomes:	secondary activity to the IGA supermarket.
Recognition and prioritisation of activities in	In particular, the garden centre offers
centres that maximise the performance of	convenience to the supermarket patrons as
the centre according to its purpose and user	they will not have to visit north of town for
mix.	their garden needs, and therefore the garden
	centre maximises the performance of the
	centre.
Support the maturation of Geraldton CBD	The garden centre adds diversity that is
into a diverse, intense and highly connected	currently not present within the CBD, and in
activity centre	addition offers diversity overall to the south of
Desired Outcomes	town as there are currently only garden centres in the north and far north of town.
<ul> <li><u>Desired Outcomes:</u></li> <li>The maturation of Geraldton CBD into a</li> </ul>	
diverse, intense and highly connected	It supports the intensity and connectivity of
activity centre.	the CBD as it is proposed to abut an existing
,	commercial site and is to be configured in a
	manner that is highly connected to the
	existing commercial site.

PRINCIPLE	JUSTIFICATION	
Optimise access to and within centres to	The role of the Durlacher Street	
residents, workers and visitors	neighbourhood centre as identified above, in	
,	short is to service the daily and weekly	
Desired Outcomes:	household shopping needs of residents.	
Activity centres that facilitate multiple		
purpose, higher occupancy trips in alignment	The garden centre will add an additional,	
with their defined role.	regular purpose for shoppers that meets the	
<ul> <li>Activity centres that encourage active</li> </ul>	role of the neighbourhood centre, adding a	
transport options for users accessing and moving within the centre.	higher occupancy to trips.	
• A highly efficient movement network at the local, district and regional levels.	The centre is proposed to abut the IGA, meaning walkability and car parking between the two commercial facilities will be optimum.	
	The design of the garden centre will also have frontage to the IGA further enhancing active transport options within the centre.	
	The garden centre is considered to be within an existing, highly efficient movement network due to it being located within the CBD and off a main street.	
Place identity, amenity and integrity	Currently the patronage to the neighbourhood	
	centre is primarily to shop at the IGA	
Desired Outcomes:	supermarket. There is also a hair dresser, fish	
The creation of places that are more than their utilitarian function.	and chip shop and a butcher.	
The creation of places that communities can	The addition of a garden centre will allow the	
care about.	centre to be unique and present a larger	
• The creation of places that are demonstrably	range of services to the community, offering	
authentic with a sense of integrity.	more than the centre's utilitarian function.	
• Alignment between place identity and the		
mix of amenity with the intended purpose		
and user mix.		
Place Equity	All users will have equitable access. The	
	garden centre is proposed to be situated	
Desired Outcomes:	abutting an existing commercial centre and	
Equitable access for all users to fulfil their range of required transactions	the garden centre will comply with all Planning	
range of required transactions. Meet the needs of future as well as current	and Building Standards. The garden centre adds another commercial	
users	use to the existing neighbourhood centre. This will generate more users to the centre	
Desired Outcomes:	with a different transaction choice and thus	
Equitable planning that balances the needs	assists the centre to meet the needs of the	
of current centre users with future centre	current and future populations.	
users.		
Appropriate configuration of land inside and outside of activity centres	The land has no vegetation and does not contain any land with significant agricultural value.	
Desired Outcomes:		
• Equitable planning that balances the needs		
of residents and commercial development		
while placing a high value on the		
preservation of the natural environment and natural resources.		

Currently the overall floor space of the proposed development is desired to be a total of 700m<sup>2</sup>, broken down by:

*	Retail Premises	280m <sup>2</sup>
*	Covered Retail/Entry/Awning	165m <sup>2</sup>
*	Shaded Garden	150m <sup>2</sup>
*	Outdoor Garden	105m <sup>2</sup>
*	TOTAL	700m <sup>2</sup>

As per Figure 8 of the City of Greater Geraldton Commercial Activity Centres Strategy, the proposed floorspace does not exceed the  $4,000m^2 - 6,000m^2$  Shop Retail Floor Space Guide for a Neighbourhood Centre.

As per Figure 54 Scenario 2 – Shop Retail of the City of Greater Geraldton Commercial Activity Centres Strategy, the current floorspace of the site is 2,362m<sup>2</sup>. After the development of the proposed Garden Centre the total retail floorspace will be 3,062m<sup>2</sup>. This still leaves significant scope for further potential expansion of the commercial area in the future.

## 7. INFRASTRUCTURE AND SERVICING

The subject area is not currently serviced by power as the two existing houses have been demolished. There is a low voltage and high voltage overhead line as well as an underground power main line that runs in a north-south direction in Durlacher Street in an east-west direction in Queen Street.

The subject area is serviced by a water main that runs down Durlacher Street in a north-south alignment and Queen Street in an east-west direction.

Reticulated underground sewer services the subject area off Durlacher Street in a north-south direction.

An underground gas supply services the subject area in Durlacher Street in a north-south direction and Queen Street in an east-west direction.

Telstra NBN services the lot in a north-west direction in Durlacher Street and an east-west direction in Queen Street.

# 8. CONCLUSION

In conclusion, the proposal seeks to only amend the zoning of the land, and, in so doing, facilitate opportunities to redevelop the amendment area with suitable commercial related development.

As demonstrated within this report, the proposed rezoning of the amendment area is considered to be justified and appropriate for the following reasons:

- The proposal accords with the objectives of the State and Local Planning Framework;
- A Commercial zone over the amendment area is appropriate given the strategic location;
- It shall allow for the immediate development, and future redevelopment, thus contributing to the areas effective commercial operational capabilities and higher residential opportunities;
- It facilitates the maximum potential utilisation of the land for commercial purposes;
- Maximises the development potential of the land with more suitable land uses permissible within the Durlacher Street Precinct; and
- The rezoning acknowledges the existing land uses and allows for the amendment area to be redeveloped in accordance with LPS No. 1.