

Design Guidelines – Beresford Beachfront Mixed Use

Local Planning Policy

VERSION 2

December 2015

Version	Adoption	Comment
1	26 February 2008 Council Item DS138	Final.
2	15 December 2015 Council Item DRS242	Readopted under the new LPS No. 1.



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1.0 CITATION

This is a local planning policy prepared under the *Planning and Development (Local Planning Schemes) Regulations 2015* and the City of Greater Geraldton Local Planning Scheme No. 1 ('the Scheme'). It may be cited as the *Design Guidelines – Beresford Beachfront Mixed Use local planning policy*.

The local government may prepare a local planning policy in respect of any matter related to the planning and development of the Scheme area. In making a determination under the Scheme the local government must have regard to each relevant local planning policy to the extent that the policy is consistent with the Scheme.

2.0 BACKGROUND

These design guidelines are an outcome of the *Geraldton Regional Centre Strategy* prepared for the Western Australian Planning Commission in 2005.

The strategic location of the area has been emphasised by recent developments in Geraldton that have revitalised the city and drawn attention to the potential of city edge locations for urban renewal.

As a direct result of significant state government investment in regional infrastructure, especially in Geraldton, the Beresford beachfront sub-precinct represents a major increase in the potential for best practice city edge residential development. The unique ocean side setting on the northern edge of the CBD represents an opportunity for the local government to encourage the development of high quality mixed use and residential development as well as substantially expanded and enhanced tourist accommodation.

3.0 OBJECTIVES

To have due regard to the document in relevant decision making.

4.0 POLICY MEASURES

Refer to the attached "Design Guidelines Beresford - Beachfront Sub-Precinct" document.

DESIGN GUIDELINES BERESFORD - BEACHFRONT SUB-PRECINCT



A joint study initially undertaken in 2007 by the (then) City of Geraldton-Greenough in conjunction with the Department for Planning & Infrastructure to provide design guidelines for development in the Beachfront Sub-Precinct of Beresford, Geraldton.



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THE STAKEHOLDER WORKSHOP DO'S & DON'TS

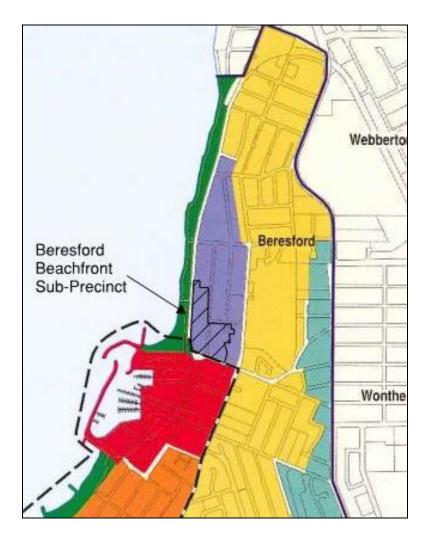


Figure 1: Regional Context

(source: Geraldton Regional Centre Strategy)

1.0 INTRODUCTION

These design guidelines are an outcome of the Geraldton Regional Centre Strategy prepared for the Western Australian Planning Commission in 2005 and are aimed at guiding development in an area defined as the Sub-Precinct area of the Beachfront Precinct, Beresford. The design guidelines have been prepared by the Department for Planning and Infrastructure in close collaboration with the City of Geraldton-Greenough.

As part of the process in preparing these design guidelines a landowner/resident workshop was held on 24th November 2006 at the Geraldton Museum. Generally the workshop outcomes strongly supported the proposed design approach. The workshop report is appended to these guidelines.

The strategic location of the Sub-Precinct has been emphasized by recent developments in Geraldton that have revitalised the city and drawn attention to the potential of city edge locations for urban renewal.

2.0 REGIONAL PLANNING CONTEXT

The implementation section of the Geraldton Regional Centre Strategy identified the need in the "Beachfront Precinct" for redesignation of the current 'Restricted Commercial' additional uses in the south-west part of the predominantly residential precinct to allow mixed use development to a maximum two storey height limit. In addition to residential uses, other permitted uses could include offices, retail of a tourist related nature and tourist accommodation – low intensity. (The above is an extract from the Geraldton Regional Centre Strategy).

Figure 1 is a part plan of the Geraldton Regional Centre Strategy map indicating the setting of the area.

Note: The Design Guidelines only apply to the area zoned "Mixed Use".

As a direct result of significant state government investment in regional infrastructure, especially in Geraldton, the Beachfront Sub-Precinct represents a major increase in the potential for best practice city edge residential development. The unique ocean side setting on the northern edge of the CBD represents an opportunity for the City to encourage the development of high quality mixed use and residential development as well as substantially expanded and enhanced tourist accommodation.

3.0 DESIGN OBJECTIVES & PARAMETERS GENERALLY

The overall objective for the Sub-Precinct is to:

Ensure that the visual amenity of the important foreshore area and Chapman Road is not unduly prejudiced by the height, bulk and design of buildings, that privacy of adjacent sites is protected, that overshadowing of, or occlusion of daylight from, other buildings is minimised, and that view corridors from buildings not immediately fronting Chapman Road are protected.

Design guidelines are as the name suggests, guidelines. This means that the City will measure subdivision/development against the criteria of the guidelines and will examine the proposals impacts on the amenity in a flexible approach. It is not intended that design guidelines be applied rigidly, but each application be examined on its merits, with the intent of the guidelines the key for assessment.

It is desirable that the Sub-Precinct will allow for mixed use development generally of 2 stories where the quality is high and uses are not seen as adversely affecting the residential amenity. This is aimed at encouraging development that may have high quality office or commercial use on the ground floor and residential above.

By generally limiting development to 2 stories it is anticipated that large complex structures will be discouraged and smaller more intimate scale built form developed that is more appropriate for the Sub-Precinct character. Landmark sites or high quality developments may allow for increases in height subject to City approval.

In regard to the unique physical attributes of the Sub-Precinct, the elevated landform, ocean side setting, major city entry point and city edge location all provide a fundamental basis for enhancement and protective criteria. These unique attributes of the Beachfront Sub-Precinct strongly influence the generally accepted criteria applied to urban design. The following section therefore identifies the unique attributes that need special attention when applying the urban design criteria to achieve the design objectives.

4.0 BEACHFRONT UNIQUE ATTRIBUTES

Figure 2 is the plan of the Sub-Precinct indicating the urban context of the area. Figure 3 illustrates east-west sections through the Sub-Precinct. Figure 4 illustrates indicative western elevations (i.e. those facing the Indian Ocean). Figures 5 and 6 illustrate notional configurations to demonstrate how setbacks and site levels can be used to protect views.

4.1 Landform

Generally the natural landform of the Sub-Precinct has provided the foundation for a tiered urban form. The land rises relatively sharply from Chapman Road to George Road allowing a 'dress circle' format with each street having ocean view potential which is considered to be a view of significance. The protection of views was an issue raised at the stakeholders workshop and this aspect of local amenity should be preserved where possible. These guidelines seek to protect this community value.

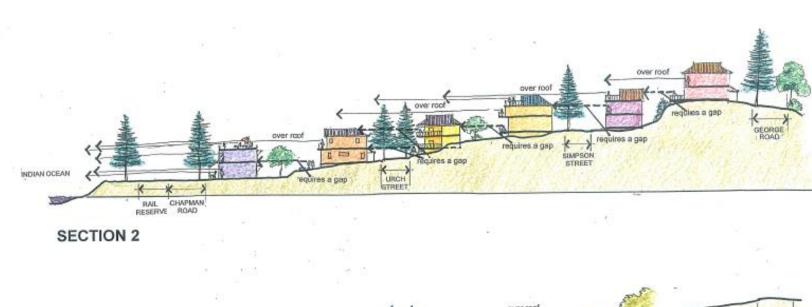
4.2 Setting

The potential for improvement is further enhanced by the availability of the former railway reserve between Chapman Road and the beach for the future development of a high quality landscaped linear ocean side park. Pedestrian access from within the residential area to the parkland and beach is an important attribute and was raised as an issue at the stakeholders workshop.

Figure 2: Site Context

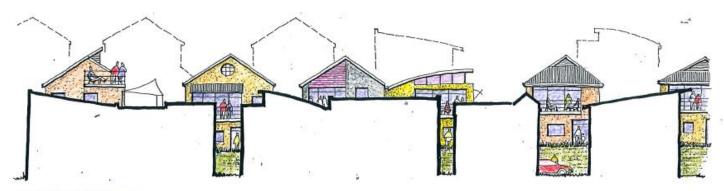


Figure 3: East – West Sections



Over roof
Over r

Figure 4: Indicative Western Elevations



URCH STREET SHOWING WESTERN ELEVATIONS OF DWELLINGS FACING URCH STREET



CHAPMAN ROAD SHOWING PROFILES OF DWELLINGS FACING URCH STREET BEYOND

4.3 City Entry

Chapman Road has been historically a major northern entry to Geraldton and the presence of the railway has blighted the amenity of this entry and degraded it in the perception of the local community. However, the removal of the railway and intended rehabilitation of the foreshore has revealed the potential of this precinct to become a high quality and desirable urban location.

Chapman Road, relieved somewhat of its industrial nature and assisted by the rerouting of heavy vehicle traffic to other regional roads, can be revived as a more than pleasant city entry. It can develop as an entry through parkland on the west side with ocean aspect and high quality residential quarter on the rising ground to the east.

4.4 City Edge

Few urban areas of regional cities in Western Australia enjoy the benefit of ocean side and city edge location. This city edge location not only is walking distance to the expanded CBD but it has major retail outlets adjoining its southern boundary. Further, the recreational opportunities of the location are substantial and include the ocean side parkland, the new marina complex, the sheltered beach, and historic Bluff Point. With such attractive amenities this area will surely become a premier urban locality of Geraldton.

5.0 URBAN DESIGN CRITERIA

The above special attributes of the study area are in addition to the universally acknowledged urban design criteria for design guidelines. These include heritage, landscape, mass and scale, aesthetics, movement, design for climate, safety, sustainability and public artwork.

5.1 Heritage

Where the subject of an application for development incorporates a recognised heritage place, the design response will need to reflect the heritage values of the place. Generally, any place with formal heritage status has attached to it a statement of its significance and the level of sensitivity a design needs to respect. Formal heritage status (in descending order of importance) is indicated by the inclusion of the place on:

- the State Register of Heritage Places;
- the Municipal Inventory of Heritage Places of the City of Greater Geraldton; and
- the National Trust of Australia (WA) Classified list.

The guiding document for the design for any new development associated with a heritage place is the Burra Charter.

Considerations that should be integrated with the design of new development are:

- the new development is a 21st century construct;
- it should not diminish the heritage significance of the original place;
- it should not replicate the design of the original (new work should be clearly identifiable);
- it should complement the original building or fabric in it's physical presence; and
- it should be respectful of the existing streetscape.

5.2 Landscape

New development should be mindful of the established plant regime and recognise that the Beachfront Sub-Precinct is a cultural landscape. Accordingly, where new development has hard (paving, retaining walls, artwork, etc.) and soft (trees, shrubs, flowers, lawns, etc.) landscaping areas, the design should be mindful of the established landscape approach but aim for enhancing the landscape environment.

High maintenance planting and materials should be avoided unless they are significant elements of a good design. Water wise practice is encouraged and the Water Corporation has established guidelines to this end. The environment of the Sub-Precinct will affect what plants and materials will be appropriate for the various components of a good landscape design.

The proximity to the Indian Ocean and the prevailing winds are significant constraints on any landscape design for this area. Materials and species should be local products or plants that have acclimatised to the Geraldton ocean side environment and are commonly used in established gardens and parks.

In terms of the public domain, the design of the foreshore/railway reserve and street planting would provide the City with opportunities to enhance the quality and design of the Sub-Precinct's streetscape and the foreshore reservation.

5.3 Mass and Scale

Building mass and scale are issues of dimension in an urban streetscape. The massing of a new development proposal can often be inappropriate and have an adverse affect on neighbouring properties. Where there is concern over such a proposal, the massing should be of similar height and have matching setbacks to its neighbours. Should there be a substantial diminution of floor area, compensatory floor area can be achieved by stepping the upper levels back and containing the bulk of the building to the rear elevation. Setbacks can be used creatively in allowing a mass of building to be broken up into more acceptable shapes and forms that will break down the impact on neighbours or the streetscape.

5.4 Height

It is considered that the current height of generally 2 stories, which represents the majority of existing development, is appropriate for the Sub-Precinct and reflects the overall intentions for this Sub-Precinct as per the stakeholders workshop and the Geraldton Regional Centre Strategy.

As such 'default' height limits should be as per Category B of the Residential Design Codes (generally 2 levels).

However high quality developments or Landmark (iconic) sites may allow for increases in height as per R80 of the Residential Design Codes (generally 4 levels). Applications of this nature will be examined on their individual merits, with the intent of the guidelines the key for assessment.

Extract from Residential Design Codes:

	Category B	Category C	R80
Top of external wall (roof above)	6m	9m	12m
Top of external wall (concealed roof)	7m	10m	13m
Top of pitched roof	9m	12m	15m

Due to the unique topography of the Sub-Precinct, building height should be measured from the natural ground level along the street frontage*. Where a lot has 2 street frontages and there is more than 2 metres difference between the street frontage levels, then the lot may be developed using both street levels with the change in building height to be at the mid point of the lot.

However, where a minimum floor level has been proven to allow for impacts from changes in climate, building height shall be calculated from that minimum level. The onus of establishing such floor levels should be on the applicant (at least in the interim).

*Note: The above should only be used where the natural ground level of a lot is below the street level. Where a lot is above street level then building height shall be measured from the natural ground level of the lot.

5.5 Aesthetics

Depending on the future use of the proposed development, aesthetics should be governed by local character and 21st century design approaches. Beauty is in the eye of the beholder and what is attractive to one observer is not necessarily so for another. Therefore aesthetics for the Beachfront Sub-Precinct needs to follow some simple considerations.

The colour palette should be consistent with the streetscape or, if the development is to be a landmark icon, stronger and contrasting colours may be appropriate. The local character of wide eaves, verandahs medium pitched gable and hip roof shapes, window proportions (either vertical or horizontal emphasis) and use of shade mechanisms all contribute to the character of this part of Australia and need to be reinforced.

The detail of a building can strongly impact on the look of a structure. For example as noted above, the approach to shading can be a strong visual design cue and thus have a significant impact of the aesthetics of the development. Reflective roofs and walls of glass can have a very negative impact on the aesthetics and if used, should be carefully incorporated into a design so as to minimise any adverse effect. Such uses of reflective materials could be used more to emphasize a particular (and modest size) area of the building such as an entry.

Roof forms should where possible reflect traditional hip/gable mid range slopes with ridge lines running generally east west. This creates opportunities for view corridors between roofs and also provides a rythm to the skyline of a streetscape. Where carports are roofed, the roof should be the same as the main building and of the same material unless there are sound reasons to the contrary.

Where there are concerns at the potential for overlooking from a proposed development, the Residential Design Codes address this issue comprehensively. One aspect often overlooked is the sense of being a good neighbour. The aesthetics of the streetscape are as important as that of an individual building and a harmonious streetscape is a major contribution to an area's urban design. Therefore a proposed development should be measured against its immediate neighbours to ensure there is little or no adverse impact on the visual amenity of the streetscape.

5.6 Movement / Connectivity

The Beachfront Sub-Precinct is predominantly residential with the exception of Chapman Road as a major town entry. The street pattern is elongated north to south so that the east west vehicular traffic is limited to its north and south boundary roads (Mark and Phelps Streets).

While this may be acceptable for vehicles, there is a disadvantage to pedestrian and cycle movement that seeks to access the ocean or Chapman Road from within the Sub-Precinct. Therefore proposals for subdivision should allow for east west pedestrian and cycle movement at appropriate locations.

Car parking areas should not be large open areas of black bitumen surfacing. If there is to be a large area given over to car parking then the configuration should allow for landscaped strips and trees bounding and within the area. Waist high shrubbery should be avoided within the parking area as it could create blind spots especially where children are present. Shade trees should be at every 8 car spaces so that there is not only a sense of "green space" but the softness of the foliage and shade pattern on the ground act to break up the visual appearance of monotony.

Where possible and appropriate, car parking should be concealed from the street. Rear parking would ensure that cars are almost invisible but this may not alway be achievable. Where rear parking cannot be achieved, the use of screening devices and landscaping should be used to minimise the visual presence of vehicles in the front of buildings. Location of carports should be behind the front setback line where possible. If not achievable, then appropriate screening should be incorporated in the design.

5.7 Design for Climate

The design for solar access or exclusion is now a common sense issue as traditional approaches have been to exclude all sun penetration, with the need to conserve energy implies more subtle use of winter sun. Therefore the aspects where winter sun can be accessed and summer sun excluded become important in the detail layout of the development.

Coupled with the access to warm winter sun is the problem of Geraldton's strong prevailing wind. The design of the buildings should aim to diminish the adverse impact of strong winds. Again, cooling wind in summer is welcome while cold winter wind is to be avoided. Extreme cases for when storms occur need also be considered as modern designs for buildings have gradually lost the benefit of the Australian traditional "all round verandah" that provided shelter from winter and summer storms.

Courtyards and open areas between buildings can also be comfortable spaces and refuges for when adverse weather conditions eventuate. Therefore these internal areas can contribute to the positive aspects of "Design for Climate".

5.8 Safety

Night time security is an important aspect of urban design and the "Designing Out Crime" programme of the Government provides design elements that should be used when designing new development. Lighting of places where there are large areas of shadow or where the illumination is low should be avoided. The planting in streets and parks, should be carefully designed so as to minimise the places where antisocial activity could occur. Every opportunity for passive street observation should be utilised as observed streets are safer streets.

Although not strictly a safety issue, the privacy of private development is nevertheless a consideration. Too much privacy does not allow passive surveillance by neighbours and the effectiveness of the Neighbourhood Watch initiative can be diminished. Therefore overlooking needs to be constrained by measures such as setbacks and screening that do not compromise safety. The Residential Design Codes provide appropriate measures for this aspect.

5.9 Artworks

Artworks are always important in urban design as they not only express a cultural idea in urban spaces but also add interest in the public domain. Artwork is uplifting and reinforces a sense of well-being and peace to those who observe them. Artworks can reinforce local history through expressing events, locations and peoples achievements. They can also celebrate cultural diversity by including a range of thematic artworks from Indigenous to 21st century migrant sources.

6.0 THE STAKEHOLDER WORKSHOP DO'S & DON'TS

The stakeholders workshop revealed community expectations of both desirable and undesirable issues for urban design in the Sub-Precinct. These are identified in the consultants report attached as Appendix 1 and can be summarised as follows:

Desirable issues were:

- protection of views
- aesthetically pleasing development
- setbacks and view corridors
- flexibility of consideration
- sustainable design (energy and water)
- access and linkages
- connectivity between developments
- rear parking (where possible)
- architecture and colour
- · traffic management
- streetscape amenity

The undesirable issues were:

- three storeys or higher
- · commercial activity noise
- incompatible uses
- box type commercial development

all of these considerations have been addressed in the design criteria.

8.0 CONCLUSION

These guidelines will be applied to all new development applications in the Beachfront Sub-Precinct of Beresford. They are for guidance and are not for narrow or rigid interpretation. Decisions will reference to how the merit of every application is measured against the guidelines.

One of the major benefits of design guidelines is in the design preparation for a development as designers can prepare an initial design from the guidelines and bring it to planning staff for discussion prior to submitting the application. In this way development should be more responsive to the Beachfront Sub-Precinct attributes and better design achieved on the ground.

The use of guidelines will also ensure greater consistency in the outcomes and contribute to reinforcing and enhancing the amenity of the Beachfront Sub-Precinct. Achieving this will add to the special character of this ocean side location which will in turn improve the attraction of Geraldton, the regional centre for the Mid West.

APPENDIX 1

GHD WORKSHOP REPORT

22 January 2007

Project	Beresford Precinct	From	Leah O'Brien	
Subject	Stakeholder Workshop	Tel	6222 8975	
Venue/Date/ime	T24 November 2006 (9.30 – 11.30am)	Job No	61/18837	
Copies to City of Geraldton and Attendees				
Attendees	As per attached list			

Stakeholder Workshop - Outcomes Summary

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The City of Geraldton invited landowners in the Beresford Precinct to attend a workshop on 24 November 2006 (9.30am – 11.30am) to discuss the preferred future for the area in terms of the District Structure Plan. The workshop was facilitated by GHD (Leah O'Brien) and at key points in the workshop presentations were made by Jerom Hurley (Dept of Planning and Infrastructure, DPI), Phil Melling (City of Geraldton) and Don Newman (DPI)

There were twelve (12) participants (*refer attached contact list*) who all contributed generously to the discussion.

PURPOSE

The purpose of the workshop was to have an information sharing session with the landowners in the Beresford Precinct, to inform them of the future direction for the area as recommended in the Geraldton Regional Strategy, and to hear and incorporate owner opinions and aspirations into the proposed Design Guidelines which will shape the future of the area.

INTRODUCTIONS

In an introductory exercise, participants were asked what they wanted from the session. Their intentions included:

Information

Direction

Co-ordination

Understanding

Aesthetics

Certainty/security

WORKSHOP OUTLINE

The workshop was designed around **five key discussion** areas.

What is desirable for the future development of the Beresford area

or What does the City of Geraldton want for the area?

- What are the relevant landowners' plans, intentions, concerns for the Beresford area or What do the landowners want for the area?
- Is there a match, and what are the gaps?
- Implementing the Vision for the City of Geraldton design guidelines to make it happen in the Beresford Precinct
- QUESTIONS from landowners

PRESENTATIONS

During the workshop there were three brief presentations to set the context for the discussion

Jerom Hurley (Dept of Planning and Infrastructure - DPI) gave a brief overview of the current zoning, which is residential with commercial uses possible through the presence of City Centre Zone additional use rights over some lots. The Geraldton Regional Strategy (Aug 2005) produced a Vision for the City of Geraldton which is that

Central Geraldton is an attractive, active and safe place, building on its multicultural and marine character to remain the economic, social and cultural heart of the Mid-West.

The proximity of the Beresford precinct to the City Centre makes it an important component in achieving the vision. Desirable zoning in the Beresford Precinct has been identified as threefold:

- Residential
- Medium density residential
- Restricted commercial (mixed use, tourism, retail, office)

To achieve the desired character for the area, draft Design Guidelines have been produced, and the input from the community workshop will be incorporated into these guidelines.

- Phil Melling (City of Geraldton) described some of the anomalies between the Regional Strategy and the present Town Planning Scheme, which currently allows for development which is undesirable in terms of the Regional Strategy recommendations. The proposed Design Guidelines will prevent further incompatible development until the Town Planning Scheme has been amended to reflect the Regional Strategy.
- Don Newman (DPI) emphasised the great opportunity that the relocation of commercial activity from the Beresford area provides. From boundary to boundary the blocks have views and access to the sea which is a great asset. Design elements should take advantage of these aspects. For example, roof design of new buildings will be very important. It maybe possible to enhance the height restrictions by incorporating concepts like roof gardens and roof decks.

A key purpose of the design guidelines is to prevent 'bad manners' by protecting the collective common interest and the amenity of neighbours.

Aesthetics is a very subjective concept, and each development will need to have individual integrity.

DESIGN GUIDELINES

Before the stakeholders broke into small groups to discuss their needs and aspirations, the proposed Design Guidelines and important elements of them were briefly outlined. Elements of the guidelines include

- ▶ Land use zoning
- ▶ Built Form
 - Height
 - Setbacks
 - Quality design
 - Rooflines
 - Overlooking
 - Carports
 - Fences
 - Access
- ▶ Commercial aspects for consideration
 - Mixed use some separation needed
 - Needs to be compatible with residential
 - Signage
 - Parking

LANDOWNER NEEDS AND ASPIRATIONS

Working in small groups, initially, and then in the larger group, the following is a summary of what landowners wantand do not want for the area.

What they DO want

- Security and certainty about controls to allow for safe investment
- Maximum return on investment eg plot ratio and height allowance (some want 3 or more storeys, some do not)
- Co-ordination and consensus on planning and development
- Mixed use, providing vibrance, including
- Residential medium density
- Offices
- Tourism
- Support retail eg local convenience retail
- Cafes/restaurants
- Encouragement and support for businesses to relocate
- ▶ The availability of good alternative land for relocation
- Protection of views (rear lot views and vistas considered in front lot design)

- Aesthetically pleasing development
- Setbacks and view corridors
- Good quality flexibility provided by guidelines
- Sustainable design in relation to energy (power consumption, shade) and water
- Commercial viability, attracting investment and equity
- Thoughtful access and linkages
- Good connectivity between developments
- Rear parking
- ▶ Theme architecture and colour
- Traffic management eg downgrade traffic in Urch Street for safer mixed use
- Streetscaping and amenity eg footpaths in Urch Street
- Lift the standard of the area
- Existing development to be retained until it becomes non viable

What they DO NOT want

- ▶ Three storeys or higher
- Noise from some commercial uses
- Incompatible uses eg night clubs (noise and anti social behaviour)
- Box type commercial developments

THE GAPS

- Generally there is agreement among the landowners about their preferences for the area
- ▶ There are, however, different opinions about height levels. Some stakeholders want the potential for more than three storeys, providing a development is well designed. Others want a two storey height restriction.

ACHIEVING THE INTENTIONS OF THE WORKSHOP

The participants agrees that the workshop had achieved the intentions identified by the participants at the start of the meeting, to a greater or lesser degree. The desired outcomes had been named as

Information

Direction

Co-ordination

Understanding

Aesthetics

Certainty/security

WHAT'S NEXT?

The draft Design Guidelines for the Beresford Precinct will be reviewed and revised and stakeholder input will be incorporated in the next draft

of the Guidelines. The City of Geraldton will circulate this Outcomes Report to the workshop attendees, and it is recommended that the City notify the attendees when the draft Guidelines are available for public comment. Barry Humfrey HLD

Phil Melling City of Geraldton

Murray Connell City of Geraldton

Jerom Hurley DPI

Don Newman DPI

Leah O'Brien

Team Leader Facilitation & Communication Services

ATTENDANCE LIST

Kevin Prout Private Landowner

Tricia Prout Private Landowner

Bernard Brown Private Landowner

Max Cramer & Neill

Lisa Grieve

Wade Kalajzich Mid West Valuations

Alan Langer Langer Auto

Robert Ramage Company Director

Sally Short Private Landowner

Mark Miragliotta Private Landowner

Figure 5: This notional configuration demonstrates that views can be achieved for residences behind by utilising side setbacks and flat roof forms (possible roof gardens) to the buildings fronting Chapman Road.



Figure 6: By utilising the site levels, the views for buildings on interior lots or facing Urch Street, can be achieved for upper floors and roof terraces (where appropriate see figure 3) in addition to gaps between Chapman Road frontage buildings.

