CITY OF BUNBURY

General Structure Plan

Back Beach Tourism

March 2015

Publication Details

Cover image: Daryl Jones aerial photography, February 2012.

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Final Approval	8/7/2014	N/A	NT
WAPC Endorsed	13/3/2015	Modifications to Table 1 in accordance with WAPC decision letter dated 9 March 2015	KDS

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Endorsement Page

CERTIFIED THAT THIS STRUCTURE PLAN
WAS ADOPTED BY RESOLUTION OF THE
WESTERN AUSTRALIAN PLANNING COMMISSION ON

23rd January 2015 Date

Signed for and on behalf of the Western Australian Planning Commission

.....

an officer of the Commission duly authorised by the Commission pursuant to section 16 of the *Planning and Development Act 2005* for that purpose, in the presence of:

..... Witness

23rd April 2015. Date

And by

RESOLUTION OF THE COUNCIL OF THE CITY OF BUNBURY ON

8th July 2014 Date

And

PURSUANT TO THE COUNCIL'S RESOLUTION HEREUNTO AFFIXED IN THE PRESENCE OF:

..... Mayor, City of Bunbury

..... Chief Executive Officer, City of Bunbury

1st April 2015 Date

This Structure Plan is prepared under the provisions of the City of Bunbury Town Planning Scheme No. 7.

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Executive Summary

This Structure Plan documentation seeks to facilitate the approval of a General Structure Plan for the Back Beach Tourism Mixed Use Precinct (as required by proposed Special Use Zone No. 1 within the *City of Bunbury Town Planning Scheme No. 7* (TPS7).

The Back Beach Tourism General Structure Plan area is located less than one kilometre south-west of the Bunbury Central Business District. The General Structure Plan is bounded by Reserve 9997 (tennis and basketball courts) to the north, Upper Esplanade Drive to the east, Baldock Street to the south and Ocean Drive to the west, being all land contained within the inner edge of the line denoting the General Structure Plan Boundary on Plan 1.

This General Structure Plan provides a clear planning framework which will guide the development of the Back Beach Tourism Mixed Use Precinct. The Plan identifies three development precincts and establishes permitted land use activities and provisions, standards and planning requirements for the site as a whole, as well as by sub-precinct. It also establishes the requirement for the necessary preparation of a Detailed Structure Plan(s) before any subdivision and Development Application takes place.

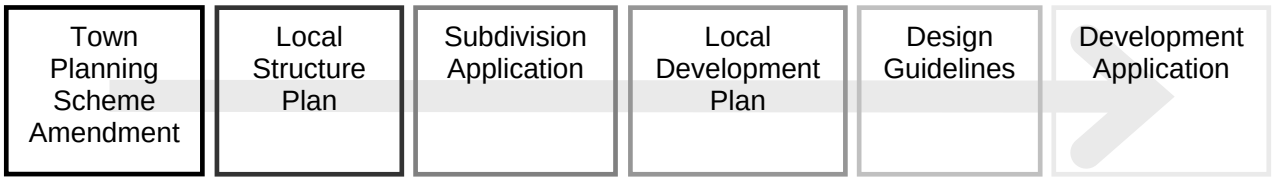
Any Detailed Structure Plan must demonstrate consistency with this document and satisfy certain conditions contained within Part 1. A Detailed Structure Plan must include greater detail in matters such as movement network patterns, infrastructure co-ordination, servicing and staging, open space provision and indicative site layouts. There are also expectations for supporting technical documents.

This Structure Plan documentation has been prepared by the City of Bunbury using the *Structure Plan Preparation Guidelines* as released by the Western Australian Planning Commission (WAPC) in August 2012.

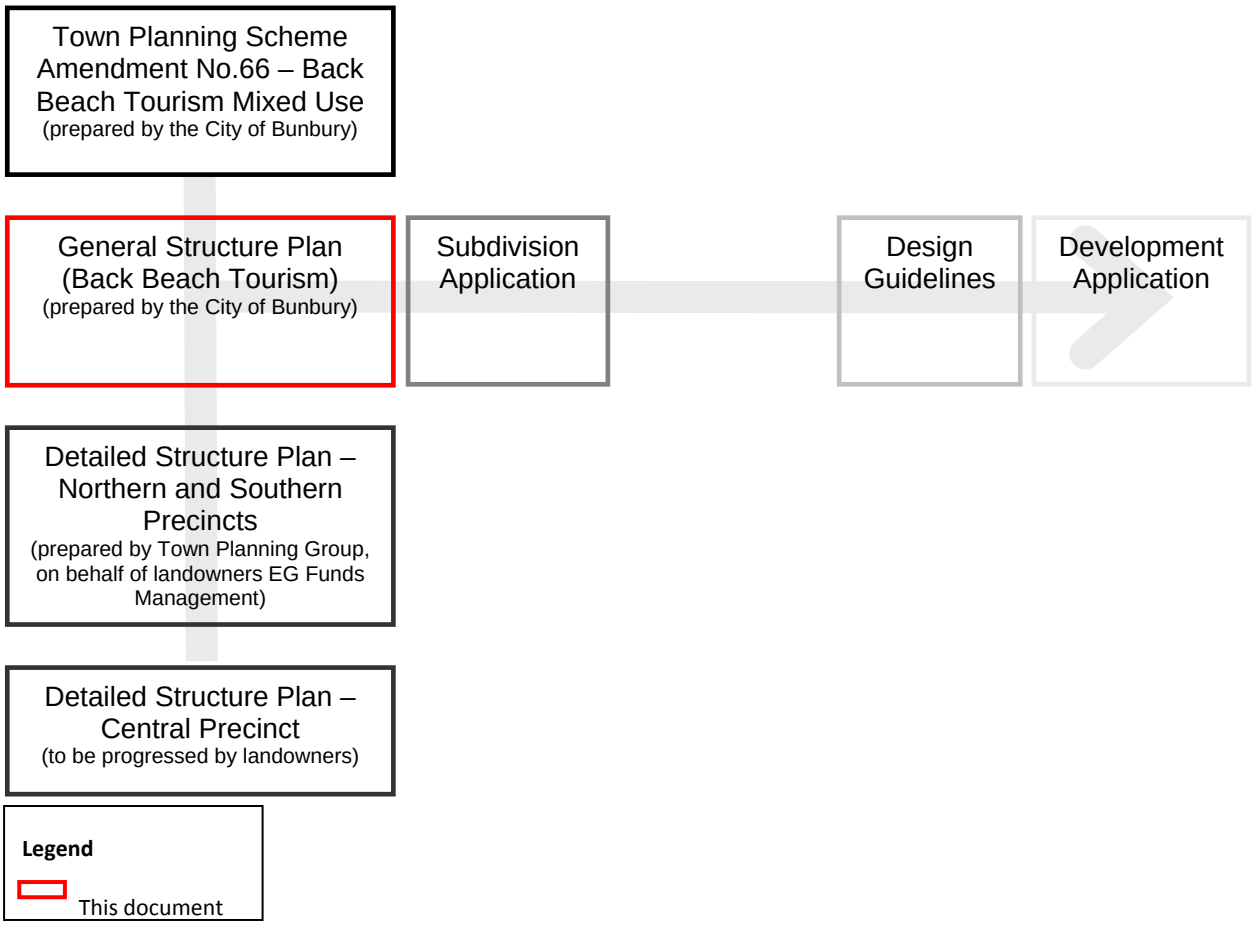
The General Structure Plan embraces the proposed development vision, objectives and principles established within the *Back Beach Tourism Precinct Plan* (December 2011). The Back Beach tourism precinct represents one of the largest areas of undeveloped coastal land in Bunbury. Its redevelopment creates the opportunity to establish a tourism-focussed mixed use node that caters for a variety of living, accommodation, employment and leisure opportunities.

Figure 1. Typical and proposed planning process

Typical planning process:



Proposed concurrent planning process for Back Beach Tourism Mixed Use:



Structure Plan summary table

Item	Area (hectares)
Total area covered by the Structure Plan	3.51ha
Area of each Precinct proposed: • Northern precinct • Central precinct	 1.65ha 0.73ha

• Southern precinct	1.13ha
Area of each sub-precinct proposed within the Northern precinct:	
• Sub-precinct 1	0.75ha
• Sub-precinct 2	0.54ha
• Sub-precinct 3	0.35ha
Area of each sub-precinct proposed within the Central precinct:	
• Sub-precinct 1	0.37ha
• Sub-precinct 2	0.07ha
• Sub-precinct 3	0.29ha
Area of each sub-precinct proposed within the Southern precinct:	
• Sub-precinct 1	0.3ha
• Sub-precinct 2	0.43ha
• Sub-precinct 3	0.4ha

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Part 1 – Statutory Section

1. Structure Plan Area

This General Structure Plan shall apply to Lot 76 (DP:37357) Ocean Drive, Lot 66 (DP:P31953) Ocean Drive, Lot 497 (DP:D31953 RN:29637) Ocean Drive, Lot 1 Ocean Drive, and Lot 2 (DP:68725) Ocean Drive being land contained within the "General Structure Plan Boundary" as depicted on Plan 1 – General Structure Plan Map.

The General Structure Plan area is bounded by Reserve 9997 to the north, Upper Esplanade to the east, Baldock Street to the south and Ocean Drive to the west.

The area of land incorporated within the boundaries of the General Structure Plan is divided into the following three development precincts, within which sit a number of Sub-precincts:

(a) Northern Precinct:
  (i) Northern Sub-precinct 1;
  (ii) Northern Sub-precinct 2; and
  (iii) Northern Sub-precinct 3.

(b) Central Precinct:
  (i) Central Sub-precinct 1;
  (ii) Central Sub-precinct 2; and
  (iii) Central Sub-precinct 3.

(c) Southern Precinct.
  (i) Southern Sub-precinct 1;
  (ii) Southern Sub-precinct 2; and
  (iii) Southern Sub-precinct 3.

Note:
The General Structure Plan area is proposed to be zoned Special Use Zone No. 1 – Back Beach Tourism Mixed Use through proposed Scheme Amendment 66 to the City of Bunbury Town Planning Scheme No. 7 (the Scheme or TPS7).

2. Structure Plan content

This Structure Plan comprises:

(a) Part 1 – Statutory section

Part 1 contains all information required to have statutory effect and includes the General Structure Plan Map (Plan 1) and the standards, requirements and prerequisites for Detailed Structure Plans, subdivision and development within the General Structure Plan area.

(b) Part 2 – Non-statutory (Explanatory) section

Part 2 serves as a reference guide to explain and implement the statutory provisions in Part 1.

3. Purpose

The purpose of the General Structure Plan is to support Scheme Amendment 66 to the City of Bunbury Town Planning Scheme by:

(a) establishing the spatial distribution of land use classes and respective levels of permissibility; and

(b) introducing development criteria and standards that inform and guide the preparation of Detailed Structure Plans.

4. Interpretation and Scheme Relationship

Unless otherwise specified in this part, the words and expressions used in this General Structure Plan shall have the same meanings given to them in the Scheme, including any amendments gazetted thereto.

Pursuant to clause 6.2.8.3 (d) of the Scheme:

(a) the provisions, standards or requirements specified in this General Structure Plan shall have the same force and effect as if they were a provision, standard or requirement of the Scheme. In the event of there being any variations or conflict between the provisions, standards or requirements of the Scheme and the provisions, standards or requirements of this General Structure Plan, then the provisions, standards or requirements stipulated in this General Structure Plan shall prevail;

(b) any other provision, standard or requirement of Part 1 of this General Structure Plan that is not otherwise contained in the Scheme, shall apply to the Structure Plan area as though it is incorporated into the Scheme, and shall be binding and enforceable to the same extent as if part of the Scheme; and

(c) Part 2 of this General Structure Plan and all appendices are to be used as a reference only to clarify and guide interpretation and implementation of Part 1.

5. Operation

In accordance with clause 6.2.8 of the Scheme, the General Structure Plan shall come into operation on the date it is granted final approval and endorsed by the Council pursuant to subclause 6.2.8.1, and granted approval and endorsed by the Western Australian Planning Commission (WAPC).

6. Land Use and Subdivision Requirements

The standards, requirements and prerequisites for subdivision and development in the corresponding precincts designated on Plan 1 and Table 1 Planning Requirements, which are to be satisfied prior to any subdivision or development approval, shall be as set out for Special Use Zone 1 - Back Beach Tourism Mixed Use, within Schedule 2 of the Scheme.

Table 1. Planning Requirements

1. GENERAL	1.1 Prior to any subdivision or development, the Local Government shall require the adoption of a Detailed Structure Plan prepared in accordance with the provisions of the Scheme and consistent with the Back Beach Tourism General Structure Plan. 1.2 Development proposals shall be considered in accordance with: (a) the provisions of Special Use Zone No. 1 as prescribed under Schedule 2 – Special Use Zones of the Scheme; (b) the requirements of the adopted 'Back Beach Tourism – General Structure Plan'; and (c) the requirements of the adopted Detailed Structure Plan(s) over the appropriate development precinct areas. 1.3 Residential and mixed use development shall comply with the relevant provisions of State Planning Policy 3.1 Residential Design Codes (or R-Codes), unless specifically otherwise stated within an adopted Structure Plan. 1.4 Where provisions are not specified within Special Use Zone No. 1 under Schedule 2 – Special Use Zones or an adopted General Structure Plan, the general development standards of the Scheme shall prevail.

2. LAND USE AND GENERAL DEVELOPMENT SITE REQUIREMENTS

2.1 Land use permissibility within each development precinct and sub-precinct as identified on the General Structure Plan Map shall be in accordance with the requirements set out in Table 1.1 below:

Table 1.1: Land Use Requirements

Permissibility	NORTHERN PRECINCT			CENTRAL PRECINCT[3]		SOUTHERN PRECINCT		
	Sub-precinct 1	Sub-precinct 2	Sub-precinct 3	Sub-precinct 1	Sub-precinct 3	Sub-precinct 1	Sub-precinct 2	Sub-precinct 3
Permitted 'P' Uses	-	-	• Hotel • Motel	-	-	-	-	• Hotel • Motel
Discretionary 'D' Uses	• Hotel • Motel • Short-Stay Multiple Unit • Unrestricted Residential Accommodation (URA) *	• Short-Stay Grouped Unit • Short -Stay Multiple Unit • Unrestricted Residential Accommodation (URA)** • Unrestricted Residential Accommodation (URA) *	• Restaurant # • Shop # • Recreation – Private #	• Hotel • Motel • Restaurant # • Shop # **All Floors except ground floor;** • Recreation – Private • Short-Stay Multiple Unit • Unrestricted Residential Accommodation (URA) *	• Short-Stay Grouped Unit • Short-Stay Multiple Unit **All Floors except ground floor;** • Unrestricted Residential Accommodation (URA) * **Ground floor only:** • Restaurant # • Shop #	• Hotel • Motel • Short-Stay Multiple Unit • Unrestricted Residential Accommodation (URA) *	• Short-Stay Grouped Unit • Short-Stay Multiple Unit • Unrestricted Residential Accommodation (URA) ** • Unrestricted Residential Accommodation (URA) *	• Restaurant # • Shop # • Recreation – Private #
Discretionary 'A' Uses	-	• Hotel • Motel	• Small bar #	• Cinema /Theatre • Community Purpose • Exhibition Centre • Fast Food Outlet # • Market • Office # • Place of Public Assembly • Small bar	-	-	• Hotel • Motel	• Small bar #
Not Permitted 'X' Uses	All other land use classes							

1. *"-" denotes that the corresponding level of permissibility does not apply to any land use classification within the relevant Sub-precinct area.*
2. *"#" denotes that floor space limitations and/or specific development requirements apply.*
3. *Central Sub-precinct 2 is reserved as public open space.*
4. *"*" denotes that URA is limited to multiple dwellings form only.*
5. *"**" denotes that URA is limited to grouped dwellings form only.*

2.2 Development is to comply with the requirements set out in Table 1.2 below:

Table 1.2: General Development Requirements

	NORTHERN PRECINCT			CENTRAL PRECINCT		SOUTHERN PRECINCT		
	Sub-precinct 1	**Sub-precinct 2**	**Sub-precinct 3**	**Sub-precinct 1**	**Sub-precinct 3**	**Sub-precinct 1**	**Sub-precinct 2**	**Sub-precinct 3**
R-Code	R100	R60	-	R-AC0	R-AC0	R100	R60	-
Maximum plot ratio	1.25	1.0	-	(a)	(a)	1.25	1.0	-
Minimum open space (% of site)	45	45	-	(a)	(a)	45	45	-
Maximum height (m)	Refer to General Structure Plan requirement 5							

1. "-" denotes that the requirement does not apply to the land use classifications within the relevant Sub-precinct area.

2. "(a)" Development requirements to be determined at Detailed Structure Plan stage.

2.3 Subject to the granting of planning approval, all dwellings shall benefit from the dual use of 'Unrestricted Residential Accommodation'.

2.4 A 'Hotel' or 'Motel' use shall only be considered for approval within Northern Sub-precinct 2 where this forms part of a 'Hotel' or 'Motel' development fronting Ocean Drive within the adjoining Northern Sub-precinct 1.

2.5 A 'Hotel' or 'Motel' use shall only be considered for approval within Southern Sub-precinct 2 where this forms part of a 'Hotel' or 'Motel' development fronting Ocean Drive within the adjoining Southern Sub-precinct 1.

2.6 Discretionary land uses that do not provide short-stay accommodation shall only be permissible in Northern Sub-precinct 3 or in Southern Sub-precinct 3 when they are integrated within a dedicated 'Hotel' or 'Motel' development.

2.7 Each individual 'Fast Food Outlet', 'Office', 'Restaurant' and 'Shop' use shall be restricted to a floorspace maximum of 200m² Net Lettable Area (NLA).

2.8 Drive-through facilities at a 'Fast Food Outlet' shall not be permitted.

	2.9	An 'Office' use on the ground floor of Central Sub-precinct 1 shall occupy no more than 50% of any one frontage addressing the Public Open Space within Central Sub-precinct 2.
3. STAGING OF RESIDENTIAL DEVELOPMENT	3.1	Approval of residential development within Northern Sub-precincts 1 and 2, and Southern Sub-precincts 1 and 2 shall be subject to a legally binding agreement / staging plan endorsed by the Local Government which ensures that: (a) no more than 50% of the combined developable land area of Northern Sub-precincts 1 and 2 is occupied by residential use(s) until such time as dedicated tourist accommodation (i.e. a 'Hotel' or 'Motel') with frontage to Ocean Drive has been approved and substantially completed within Northern Sub-precinct 3; and (b) no more than 50% of the combined developable land area of Southern Sub-precincts 1 and 2 is occupied by residential use(s) until such time as dedicated tourist accommodation (i.e. a 'Hotel' or 'Motel') with frontage to Ocean Drive has been approved and substantially completed within Southern Sub-precinct 3.
4. VIEW CORRIDORS AND BUILDING SET BACKS	4.1	View corridors, not less than 8.0 metres in width shall be established between Upper Esplanade and Ocean Drive, positioned and aligned generally in accordance with the General Structure Plan Map. Precise positioning of the view corridors shall be verified as part of the Detailed Structure Plan and supported by the findings of a Development Impact Statement (Building Height and View Shed Analysis) undertaken in accordance with Requirement 5.4.
	4.2	The minimum setback distance for all built development shall be in accordance with the following: (a) 5.0 metre front setback to Ocean Drive for the first three storeys; (b) 8.0 metre front setback to Ocean Drive above the first three storeys; (c) 2.0 metre front setback to Scott Street, Upper Esplanade and Baldock Street; (d) 2.0 metre setback to any designated View Corridor for the first three storeys; (e) 5.0 metre setback to any designated View Corridor above the first three storeys; and (f) Nil setback to buildings fronting the public open space within Central Sub-precinct 2.
	4.3	Balconies may extend forward into the setback area up to a maximum of 2.0 metres at the discretion of the Local Government.
5. BUILDING HEIGHT	5.1	The following acceptable (deemed-to-comply) development height maximums shall apply as measured from the lowest point

	within the boundary of each precinct as identified on the General Structure Plan Map. (a) Northern precinct: 30.4 metres AHD or 21.0 metres above natural ground level (NGL) at the lowest point; (b) Central precinct (north of Scott Street): 22.6 metres AHD or 12.0 metres above NGL at the lowest point; (c) Central precinct (south of Scott Street): 21.6 metres above AHD or 15.0 metres above NGL at the lowest point; and (d) Southern precinct: 20.3 metres above AHD or 15.0 metres above NGL at the lowest point. The accuracy of AHD levels provided above shall be subject to confirmation (or modification) as necessary at the detailed structure planning stage following site investigations undertaken by a suitably qualified professional in accordance with requirement 10.1. 5.2 Notwithstanding requirement 5.1, the acceptable (deemed-to-comply) development height maximum for buildings fronting Upper Esplanade located within Northern Sub-precinct 2 shall be limited to 12.0 metres above NGL as measured from the Sub-precinct boundary with the road reserve. 5.3 At the discretion of the Local Government, the following performance-based (design principles) maximum building heights may be applied, measured from a point directly below the relevant wall or roof of a proposed building: (a) Northern precinct: 21.0 metres above NGL; (b) Central precinct (north of Scott Street): 12.0 metres above NGL; (c) Central precinct (south of Scott Street): 15.0 metres above NGL; and (d) Southern precinct: 15.0 metres above NGL. 5.4 The application of the performance-based (design principles) maximum building heights shall be subject to consideration by Local Government at the development application stage having regard to the findings of a Development Impact Statement (Building Height and View Shed Analysis) submitted with the development application and undertaken by an appropriately qualified person or body at the applicant's expense. Prepared to the satisfaction of the Local Government, the Development Impact Statement must address: (a) the effect of proposals upon views of significance taken from key public vantage points, including the degree to which visual permeability to coastal foreshores / ocean view sheds is being impacted;

	(b) overshadowing impact on areas of public open space including coastal foreshores; and (c) degree of impact upon adjacent properties in respect of: (i) overshadowing / direct sunlight access to buildings and/or private open space; (ii) opportunities for adequate solar access to major opening to habitable rooms of residential properties; and (iii) outlook from habitable rooms of existing residential properties.
6. BUILT FORM AND GENERAL BUILDING DESIGN	6.1 Buildings addressing Ocean Drive or Scott Street shall be designed to provide a continuous frontage at ground level, except where required to accommodate Public Open Space, public thoroughfare or a view corridor in accordance with the requirements of the adopted General Structure Plan. 6.2 Buildings and landscaping shall be designed to provide for passive surveillance over the public realm and common areas which minimise opportunities for concealment and entrapment. 6.3 Blank walls shall be minimised and ground floor elevations are to be designed with unobstructed views to the public realm from major and minor openings. 6.4 Buildings shall incorporate landmark design elements that demonstrate innovative architectural design and/or articulation in the use of materials and treatments. 6.5 Noise attenuation measures shall be provided between residential and non-residential uses to the satisfaction of the Local Government. 6.6 All residential development shall be designed in a manner that supports 'Unrestricted Residential Accommodation' (URA) land use as defined under the Scheme and relevant Local Planning Policy. 6.7 Buildings shall be responsive to micro-climatic conditions and incorporate appropriate design measures that provide protection from the weather in a safe and attractive manner. 6.8 Buildings shall provide for building adaptability at ground floor through: (a) minimum floor-to-ceiling heights;

	(b) minimum building depths; (c) the use of open structural frames; and (d) modular room layouts. 6.9 Where any area of car parking fronts Upper Esplanade or Baldock Street, landscaping shall be provided to the satisfaction of the Local Government. 6.10 Buildings on the subject land shall: (a) provide for a variety of architectural expression; (b) achieve quality contemporary building design; (c) incorporate sustainable building principles; and (d) incorporate modulation (recesses and projections), fenestration (patterns of windows and openings), materials, finishes and colour which articulate the building facades and provide visual interest and variety.
7. OPEN SPACE	7.1 50% of all open space required in accordance with the R-Codes for 'Multiple Dwellings', shall be provided on site as communal open space within an area designated on the Detailed Structure Plan map. 7.2 Central Sub-precinct 2 shall be maintained by the Local Government as Public Open Space for recreational and community purposes designed in accordance with the following: (a) has a minimum area of 700m^2; (b) has a maximum depth from the lot boundary to a building of 25.0 metres on at least one street frontage; (c) achieves a building height-to-width ratio of between 1:2 to 1.5:2 at the interface with Central Sub-precinct 1; and (d) incorporates both hard and soft landscaping whilst maintaining outlook to the foreshore.
8. ACCESS AND MOVEMENT	8.1 Vehicle access is only to be obtained via Scott Street, Upper Esplanade and Baldock Street. There is to be no direct vehicular access onto, or from, Ocean Drive.

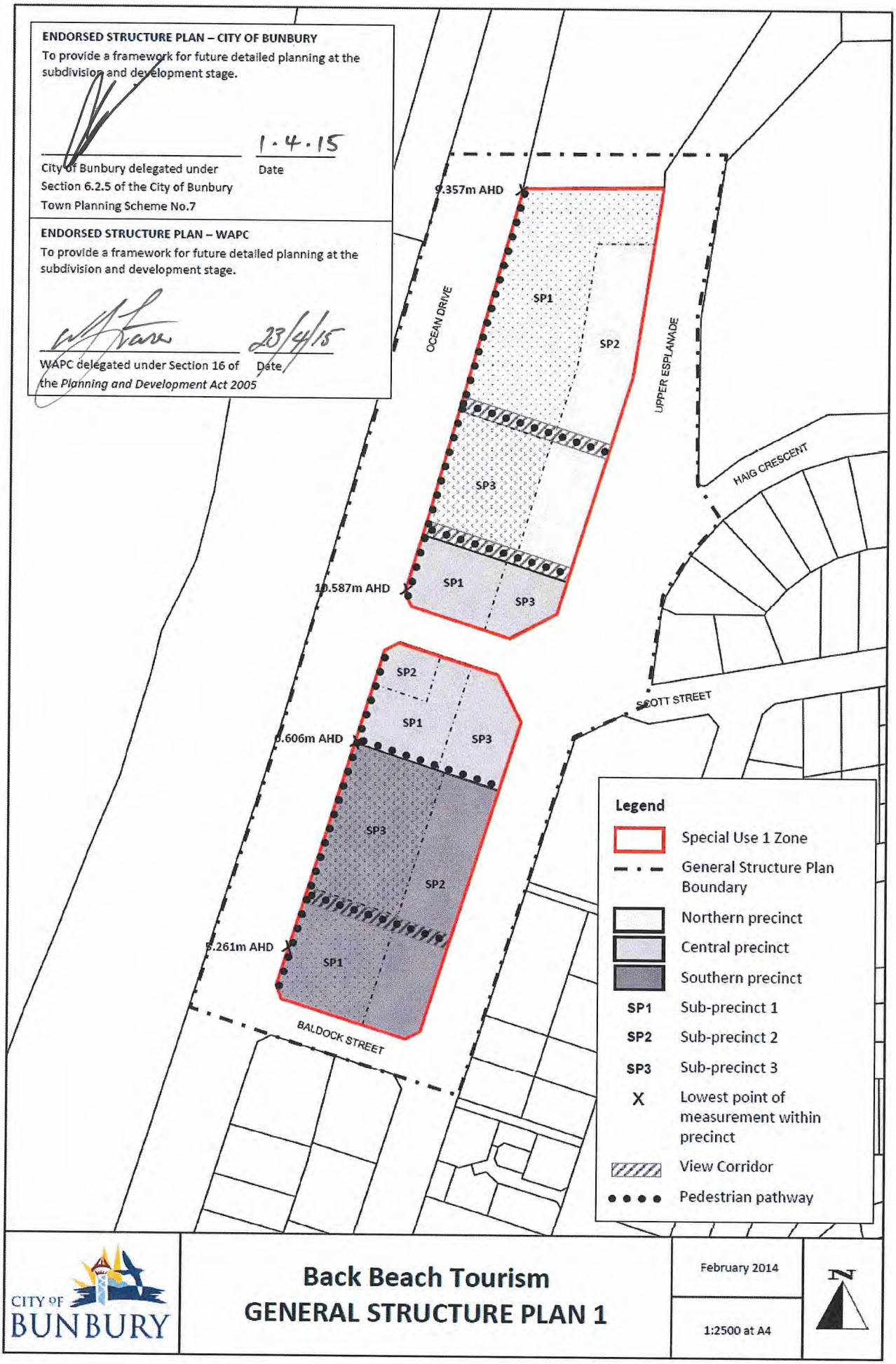
	8.2 Vehicular access points shall be limited to the following: (a) Northern precinct: a maximum of two vehicle crossover points obtained from Upper Esplanade; (b) Central precinct (north of Scott Street): one vehicle crossover obtained from Scott Street or Upper Esplanade; (c) Central precinct (south of Scott Street): one vehicle crossover point obtained from Upper Esplanade; and (d) Southern precinct: a maximum of two vehicle crossover points with no more than one obtained from Baldock Street. 8.3 Pedestrians can access the ground floor and any floors above from an entrance to a building which is at grade and directly accessible from a street or public space. 8.4 Pedestrian pathways shall be provided as identified on General Structure Plan Map, and public access rights secured to the satisfaction of the Local Government. 8.5 A public (non-vehicular) accessway with a minimum width of 5.0 metres shall be provided between Central Sub-precinct 1 and Central Sub-precinct 3.
9. VEHICLE PARKING	9.1 Off-street parking, loading and service areas are to be located to the rear of, within, or under buildings, and where necessary, screened from the street and/or public open spaces. 9.2 Any variation to standards prescribed by the Scheme shall require supporting analysis and justification to be submitted as part of the Transport Assessment as per requirement 10.1.
10. DETAILED STRUCTURE PLANS	10.1 Detailed Structure Plans shall include information and details to the specifications and satisfaction of the Local Government dealing with, but not limited to, the following: (a) Standards and requirements for development site planning and building design. (b) Indicative lot layout of subdivision design. (c) Building envelopes addressing footprint, height (maximum and minimums) and bulk in accordance with the requirements of the General Structure Plan. (d) Layout, extent and arrangement of proposed land uses.

	(e) Development setbacks from boundaries and between buildings, accessways and right-of-ways. (f) Urban design standards to guide, but not limited to, the following: (i) building orientation; (ii) active frontages; (iii) building entrances; (iv) finished floor levels at ground; (v) building façades; (vi) rooflines; and (vii) landmark corners. (g) Location and extent of communal and private outdoor living areas. (h) Pedestrian and bicycle access and movement including linkages through the site. (i) Traffic management including access ways, internal circulation and arrangements for service / emergency vehicles and the loading and unloading of goods. (j) Vehicle parking and circulation areas. (k) The provision of visual screening elements to parking, servicing and loading areas. (l) Location and layout of public open space areas. (m) Location and extent of hard and soft landscaped areas within the public realm. (n) Passive surveillance and application of Crime Prevention Through Environmental Design (CPTED) principles. (o) Standards to guide the location, area, type and quality of signage.

	(p) Site Investigation Assessment of the site conditions and surrounding environment that include an assessment of: (i) landform and soils; (ii) groundwater and surface water; (iii) vegetation and fauna; and (iv) the potential impact of coastal processes and future sea level rise. (q) Transport Assessment prepared in accordance with the WAPC's Transport Assessment Guidelines for Developments Volume 3 – Subdivision, as amended. (r) Landscaping Plan shall be submitted for consideration as an integral part of the Detailed Structure Plan and shall provide information and details in respect of: (i) road and footpath layout for use by pedestrians, cyclists and cars; (ii) vehicle parking, servicing, loading and unloading and turning facilities; (iii) landscaping (both softscape and hardscape) materials and surface finishes; (iv) vegetation species; (v) boundary treatments; (vi) proposed screening; (vii) potential and/or proposed on-street alfresco dining areas; (viii) lighting plan; and (ix) detailed staging of landscaping works. (s) Ethnographic Heritage Report addressing any sites of significance to Aboriginal people within the subject land. (t) Development Impact Statement (comprising View Shed Analysis) shall address building height and visual permeability,

	shadowing and solar access in accordance with the city's Local Planning Policy: Building Height. The analysis shall incorporate views to and from the site including proposed building profile and height from Ocean Drive, Scott Street, Upper Esplanade, Haig Crescent, Bunbury Senior High School, and existing public open spaces (Reserve 9997 and key points along the foreshore); (u) Development Contribution Plan prepared in accordance with *State Planning Policy 3.6 – Developer Contributions for Infrastructure*. (v) Staging Plan addressing the proposed staging of: (i) demolition; (ii) earthworks; (iii) building development; and (iv) public open space (where information is available). (w) Strata Management Statement addressing: the general strata management arrangements for development within the subject sites ; and the relationship/operation between permanent occupation and short-stay use of units as provided for in the Unrestricted Residential Accommodation land use, to the satisfaction of the Local Government and the WAPC.
11. SUBDIVISION AND DEVELOPMENT	11.1 At the time of subdivision and/or development application, the Local Government will require the preparation, approval and implementation of: (a) Stormwater Management Plan; (b) Acid Sulphate Soils Report; (c) Detailed Landscape Management Plan; (d) Infrastructure and Servicing Plan; (e) Cost Contribution Schedule; and

	(f) Acoustic Assessment where the proposal is: (i) a mixed use development; and/or (ii) a non-residential use adjoining existing residential or other sensitive land use; and/or (iii) a residential or other sensitive land use adjoining an existing non-residential use. (g) A Development Impact Statement specifically addressing visual permeability through the site to and from the school. The information outlined above, shall be lodged with the application to subdivide, or to satisfy the requirements of subdivision or development. 11.2 All short stay accommodation units shall be subject to a 'Section 6' restriction under the Strata Titles Act whereby permanent occupancy of tourist accommodation will be limited to no more than three months in any 12 month period.


ENDORSED STRUCTURE PLAN – CITY OF BUNBURY
To provide a framework for future detailed planning at the subdivision and development stage.
1.4.15
City of Bunbury delegated under Section 6.2.5 of the City of Bunbury Town Planning Scheme No.7
Date
ENDORSED STRUCTURE PLAN – WAPC
To provide a framework for future detailed planning at the subdivision and development stage.
23/4/15
WAPC delegated under Section 16 of the Planning and Development Act 2005
Date
9.357m AHD
10.587m AHD
9.606m AHD
9.261m AHD
OCEAN DRIVE
UPPER ESPLANADE
HAIG CRESCENT
SCOTT STREET
BALDOCK STREET
SP1
SP2
SP3
Legend
Special Use 1 Zone
General Structure Plan Boundary
Northern precinct
Central precinct
Southern precinct
SP1 Sub-precinct 1
SP2 Sub-precinct 2
SP3 Sub-precinct 3
X Lowest point of measurement within precinct
View Corridor
Pedestrian pathway
CITY OF BUNBURY
Back Beach Tourism
GENERAL STRUCTURE PLAN 1
February 2014
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Part 2 – Non-statutory (explanatory) information

1. Planning Background

1.1 Introduction and Purpose

Special Use Zone No. 1 as proposed in Scheme Amendment 66 to TPS7 provides the framework to guide the preparation and approval of a General Structure Plan for the subject land. This proposed General Structure Plan outlines the preferred development vision for the site and determines appropriate land uses and associated development standards across a number of precincts to realise this vision.

1.1.1 Scheme Amendment 66 – Special Use Zone No. 1 to TPS7

Proposed Scheme Amendment 66 to TPS7 has been prepared by the City of Bunbury to facilitate the introduction of 'Special Use Zone No. 1 – Back Beach Tourism Mixed Use' in place of the current Special Use Zones 1, 31, 52 and Parks and Recreation. The Amendment seeks to:

(a) insert a new land use definition of "Small Bar" within Schedule 1 – Dictionary of Defined Words and Expressions;

(b) replace the existing text in the table under Schedule 2 – Special Use Zones at No. 1;

(c) delete all references and text in the take under Schedule 2 associated with Special Use Zone No. 1 and No. 52;

(d) modify the Scheme Map by rezoning land included within the subject site to "Special Use Zone No. 1 – Back Beach Tourism Mixed Use; and

(e) realign the corresponding boundaries of Special Use Zone No. 1 depicted on the Scheme Map in accordance with the "Local Planning Scheme Amendment 66 Report".

The draft Amendment comprises of Scheme Amendment Text which fulfils the following functions:

- identifies and limits the range of uses that may be considered within the site;
- establishes the requirement for a General Structure Plan and stipulates the matters that this must address in adopting a precinct-based approach;
- establishes the requirement for Detailed Structure Plans and stipulates the matters that this must address, including the requirement for a number of technical reports;
- sets high order development standards.

In order to achieve a high quality urban area, all development is expected to be consistent with the General Structure Plan and subsequent, more detailed, Detailed Structure Plans. The Back Beach Tourism General Structure Plan has been prepared in accordance with the requirements outlined in the proposed Scheme Amendment Text for Special Use Zone No. 1.

1.1.2 General Structure Plan Requirements

The General Structure Plan provide for a range of land uses comprising of unrestricted residential, short-stay accommodation, mixed use and non-residential uses oriented towards tourism-based activities across development precincts (and sub-precincts). The purpose of the General Structure Plan is to provide the planning framework to support the implementation of the Special Use Zone No. 1 provisions of the Scheme by prescribing:

- the objectives for land use and development;
- the spatial layout of land uses – critically important to give effect to the Special Use Zone;
- the general development requirements and standards; and
- arrangements for infrastructure provision and staging – critically important to ensure delivery of tourism outcomes in step with URA development.

The General Structure Plan also reinforces matters that must be addressed by Detailed Structure Plans which shall be required to be submitted and endorsed prior to subdivision and/or development application.

1.2 Land Description

1.2.1 Location

Bounded by Reserve 9997 to the north, Upper Esplanade Drive to the east, Baldock Street to the south and Ocean Drive to the west, the subject site is roughly rectangular in shape and bisected by Scott Street.

The site is located less than one kilometre south-west of the Bunbury central business district (CBD), and hence is within close proximity of a range of recreational and tourism uses and facilities that include:

- Back Beach and regional parkland (immediately adjacent to the west);
- Bunbury Surf Lifesaving Club (approximately 200m to the northwest);
- a beachside restaurant (Noovoh) (approx 400m to the northwest);
- Victoria Street, the CBD's main street and café strip (approximately 900m to the northeast);
- Hungry Hollow restaurant (approximately 900m to the south);
- Leschenault Inlet (approximately 1.5km to the northeast); and
- Marlston waterfront (approximately 2km to the northeast).

Refer to Figures 2 and 3.

Figure 2. Regional planning context

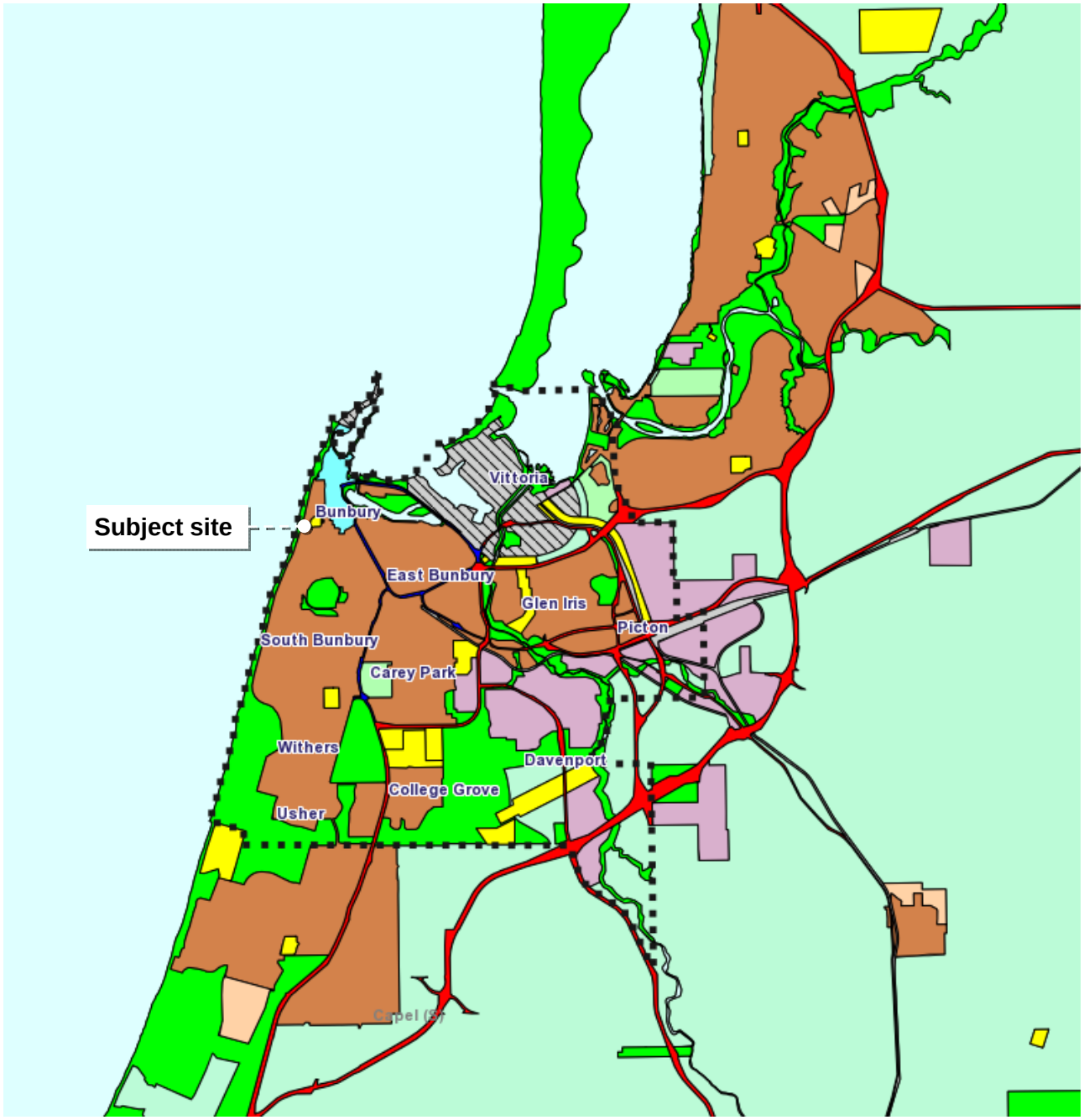


Figure 3. Boundaries of the subject site

1.2.2 Area and Land Use

The General Structure Plan incorporates the lots (Lots 76, 66, 497, 1 and 2 Ocean Drive) as detailed in Figure 4. The General Structure Plan area comprises a total area of 3.51ha.

Lots 76 and 66 Ocean Drive are undeveloped and support only patches of remnant vegetation. Lot 497 whilst vacant, accommodates Council infrastructure, including a bore water reticulation treatment plant, shed, soakwells and a stormwater drainage pipe. Lot 497 has been historically reserved for the purpose of a Parks and Recreation Reserve under the Scheme.

Lots 1 and 2 (Special Use Zone 31 – Restaurant and Motel) are presently occupied by the Welcome Inn Motel which consists of 52 units[1], a conference facility, bar / restaurant, and outdoor pool / BBQ area.

1.2.3 Legal Description and Ownership

The subject site is under the ownership of the Crown (Lot 497), City of Bunbury (Lot 66) and the Australian Executor Trustees Ltd ATF Bunbury No. 2 Ownership Trust (Lots 76, 1 and 2). The legal descriptions and ownership details of lots within the General Structure Plan area are summarised in Table 2.

Table 2. Lot numbers, landowners and lot areas

Lot Number / Street Address	Landowner	Lot Area
Lot 76 (DP: 37357) Ocean Drive	Australian Executor Trustees Ltd ATF Bunbury No. 2 Ownership Trust.	16,481
Lot 66 (DP: P31953) Ocean Drive	City of Bunbury.	2,855
Lot 497 (DP: D31953 RN:29637) #65 Ocean Drive	Crown M/O City of Bunbury.	4,472
Lot 1 #75 Ocean Drive	Australian Executor Trustees Ltd ATF Bunbury No. 2 Ownership Trust.	3,744
Lot 2 (DP: 68725) #75 Ocean Drive	Australian Executor Trustees Ltd ATF Bunbury No. 2 Ownership Trust.	7,552
	Total Area =	**35,104m² (3.51ha)**

Subject to the adoption and approval of the overarching General Structure Plan, this ownership structure provides an opportunity for the comprehensive planning and development of the site.

The purchase of Crown Reserve 29637 on Lot 497 is currently being investigated by the City of Bunbury.

[1] City of Bunbury, *Local Planning Strategy Tourism*, Table 2.6 'Tourist Accommodation Sites', May 2009.

Figure 4. Properties within the subject site

1.3 Planning Framework

1.3.1 Zoning and Reservations

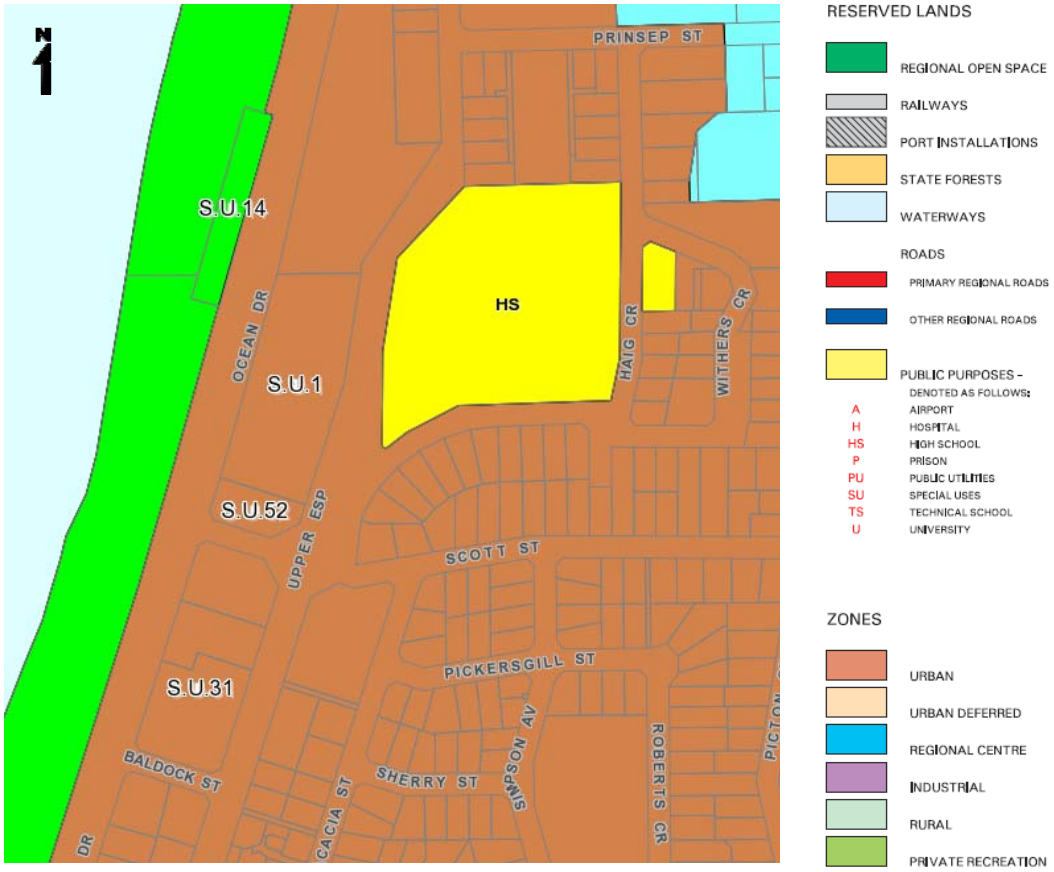
Greater Bunbury Regional Scheme

The *Greater Bunbury Region Scheme* (GBRS) was gazetted on 25 January 2008, as the statutory Region

Planning Scheme with the aim of promoting the sustainable environmental, social and economic development of the Region's natural and physical resources.

The subject site is situated in the "Urban" zone, the objective of which is to provide for residential development and associated employment, tourism facilities, recreation and open space, shopping facilities, schools and other community facilities. Notwithstanding, the subordinate Local Planning Scheme has the scope to apply a more specific local zone appropriate to the site's function within the City's urban fabric. Refer to Figure 5.

Figure 5. Regional zoning of the subject site under the GBRS

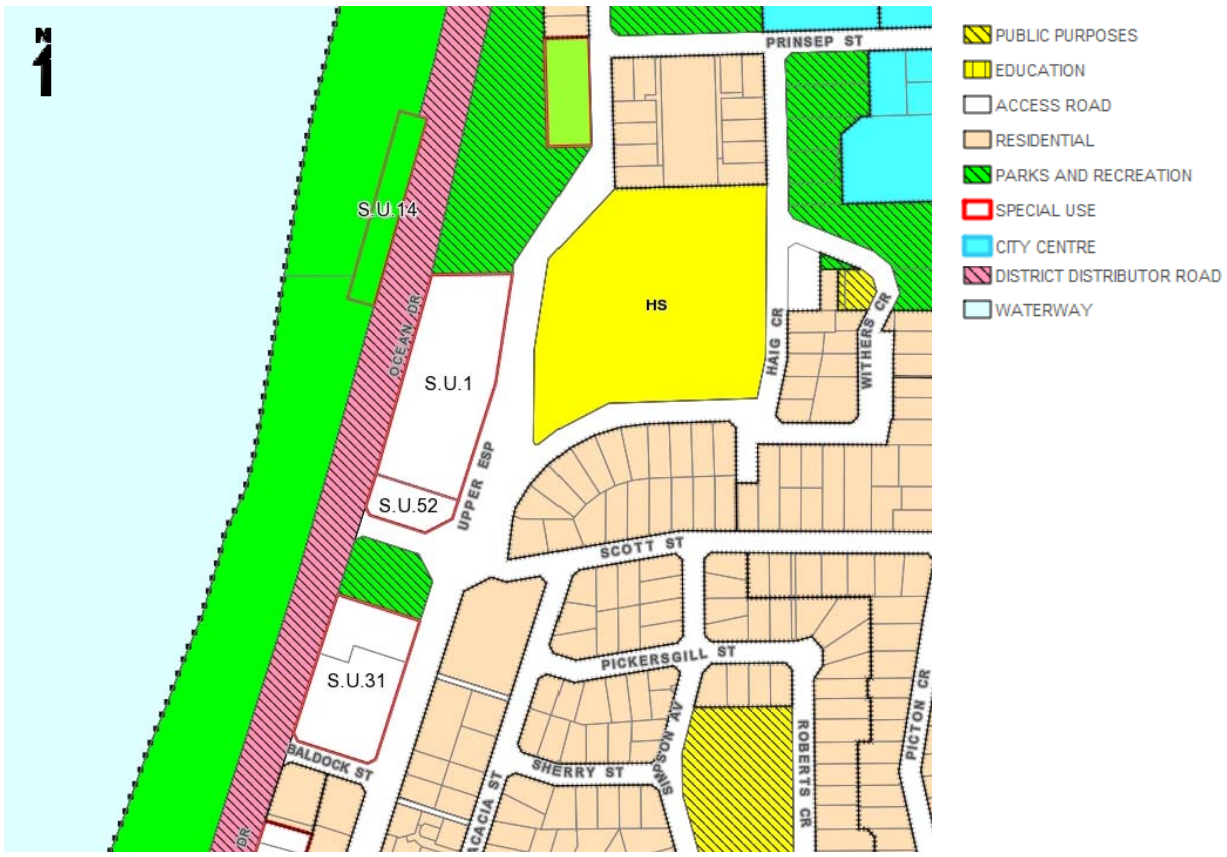


City of Bunbury Town Planning Scheme No. 7

The *City of Bunbury Town Planning Scheme No. 7* (TPS7), also referred to as the "Planning Scheme" or just "Scheme") was gazetted on 13 December 2002 under the previous *Town Planning and Development Act 1928*. Sitting beneath the GBRS, the Planning Scheme is the principal statutory instrument by which the City is able to control land use and development within its boundaries.

Figure 6 illustrates that the subject site presently comprises a "Parks and Recreation Reserve" (Lot 497 Ocean Drive), and three "Special Use" Zones (1, 52 and 31). Land use and development requirements and conditions for the latter are defined under Schedule 2 – Special Use Zones of the Scheme.

Figure 6. Zoning of the subject site under TPS7



In the absence of a standard tourism zone in TPS7, proposed Scheme Amendment 66 seeks to introduce a new Special Use Zone (No. 1 – Back Beach Tourism Mixed Use) in place of the current zoning designations to facilitate the future integrated development of tourism-oriented uses.

This Special Use Zone requires a General Structure Plan and Detailed Structure Plans to be prepared prior to subdivision or development approval. This draft General Structure Plan seeks to meet that requirement.

The Scheme is currently under review with the revised Local Planning Scheme (LPS8) anticipated to be formally advertised before the end of 2013. In the forthcoming revised Scheme it is anticipated that more than one definitive mixed use zone will be created – one of these is likely to be a Tourism Zone that specifically caters for tourism related outcomes (both residential and non-residential activities). In this regard the proposed Scheme Amendment will be able to fit seamlessly within this proposed zone under the new Scheme.

1.3.2 State Planning Framework

State Planning Strategy

The proposal is consistent with the *State Planning Strategy* (1997) and its general vision for the South West Region in relation to tourist development, which states as an objective:

> *… recognise tourism as a legitimate land use compatible with a range of existing land uses and incorporate into future regional planning strategies and town planning schemes.*

The (Draft) State Planning Strategy (2012) makes reference to *"Bunbury positioning to become the State's second CBD"* to Perth (page 26), therefore the formalisation of a consolidated tourism precinct adjoining the CBD creates the opportunity for significant economic growth.

State Planning Policy No. 2.6: State Coastal Planning Policy

State Planning Policy No. 2.6: *State Coastal Planning Policy* (SPP2.6) addresses land use planning and development issues specifically as they relate to the protection and management of the coast. It also provides higher order guidance for decision making on coastal planning matters across the State. The objectives of the policy are to:

1. *ensure that the location of coastal facilities and development takes into account coastal processes, landform stability, coastal hazards, climate change and biophysical criteria;*
2. *ensure the identification of appropriate areas for the sustainable use of the coast for housing, tourism, recreation, ocean access, maritime industry, commercial and other activities;*
3. *provide for public coastal foreshore reserves and access to them on the coast; and*
4. *protect, conserve and enhance coastal values, particularly in areas of landscape, nature conservation, indigenous and cultural significance.*

The provisions of Section 5.4 – Building Height Limits apply to all urban development within 300 metres of the horizontal shoreline datum (i.e. the coastline). As the subject site is located within this setback area, SPP2.6 requires that the maximum heights of buildings are in accordance with the Local Planning Scheme and/or Structure Plan. Therefore maximum building heights are to be reflected in Structure Plans and consistent with those provided for in the City of Bunbury *Local Planning Policy: Building Height*.

SPP2.6 at Section 5.6 – Infill development includes provisions that specifically relate to new and infill development stating that:

(i) New development should be located on the least vulnerable portion of the development site.

(ii) Where development is likely to be subject to coastal hazards over the planning timeframe, coastal hazard risk management and adaptation planning measures (Section 5.5) should be implemented to reduce the risk from coastal hazards over the full planning time frame to an acceptable level.

As the subject site abuts the coastline, proposals for its future development will be required to satisfactorily address matters of coastal hazard risk management, adaption planning and vulnerability assessment.

State Planning Policy No. 3.4: Natural Hazards and Disasters

State Planning Policy No. 3.4: *Natural Hazards and Disasters* (SPP3.4) addresses a number of natural hazards including floods, bush fire, landslides, earthquakes, cyclonic activity, coastal erosion, severe storms, storm surges and tsunamis. Statutory and non-statutory planning documents should have regard to the natural elements that may contribute to the occurrence of natural hazards including climate, geology, soils, vegetation cover, slopes, landforms and hydrology.

As with SPP 2.6, the impact of development on the surrounding coastal environment including its susceptibility to flooding needs to be satisfactorily addressed by future development proposals.

State Planning Policy No. 3.5: Historic Heritage Conservation

State Planning Policy No. 3.5: Historic Heritage Conservation (SPP3.5) provides a context for considering heritage as an integral part of planning policy. SPP3.5 has been adopted as a guide to the principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. Specifically, Section 2 states:

> *"As set out in the State Sustainability Strategy, heritage conservation and sustainable economic development should be seen as complementary rather than conflicting objectives. Most heritage places can be put to good economic use for commercial, residential or other purposes. Adaptation of buildings for new uses will often be the key to conservation of heritage places*

> *that no longer serve their original function, and will often require imagination and flexibility.* ***Exercising effective controls over land use, density and plot ratios through town planning schemes and other planning controls is an important practical way in which the planning system can contribute to heritage conservation outcomes.***
>
> *Tensions between those committed to retaining the best from the past, and those committed to building the new or optimising property investments, are common to most modern societies. The planning system provides one of the mechanisms by which those tensions can be resolved."*
>
> [emphasis added]

Within this context the key objectives of SPP3.5 are:

- *To conserve places and areas of historic heritage significance.*
- *To ensure that development does not adversely affect the significance of heritage places and areas.*
- *To ensure that heritage significance at both the State and local levels is given due weight in planning decision-making.*
- *To provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.*

As the subject site is adjacent to Bunbury Senior High School, a State Heritage Registered place (HCWA #5613), the heritage values of the School have the potential to be impacted by development within the area and therefore need to be satisfactorily addressed by future development proposals.

Tourism Planning Taskforce Report

The Taskforce Report promotes and outlines the requirements for the identification of tourism-oriented sites, nodes or precincts (herein referred to as 'tourism places'). A key recommendation of the Taskforce Report was for the designation of tourism places that are appropriately zoned in order to protect their long-term role and function for one or more of the five elements or factors that are commonly used to identify and address the development needs of the tourism industry in Western Australia[2].

The Taskforce Report sets out the parameters for the designation and development of tourism places, and includes the self-evident need for them to be located near established services and infrastructure in order to ensure maximum viability and synergy. The rationale for this approach was founded on the demonstrable evidence that the 'five A's of tourism' are fundamentally interdependent, and as such, the degree of their presence in a place therefore critically underpins the performance of a tourism development.

As the site is located on the beachfront and situated within convenient walking distance of other mutually supportive tourism oriented developments, it qualifies as an important tourism node. Further, it is considered that the application of a Special Use Zoning for purposes outlined in this Local Planning Scheme Amendment Report to be an appropriate land use and development solution that is consistent with approaches applied to other sites.

Liveable Neighbourhoods & Residential Design Codes

The Western Australian Planning Commission's (WAPC) operational policy titled *Liveable Neighbourhoods* (Edition 4 October 2008) was prepared as a mechanism for implementing the objectives of the State Planning Strategy. This document aims to guide the sustainable development of Western Australia to 2029. *Liveable Neighbourhoods* operates as a development control policy, or code, that seeks to facilitate the development of sustainable communities. More specifically, it is an operational policy for the design and

[2] Tourism Planning Taskforce Report, January 2006, Department for Planning and Infrastructure, page 10.

assessment of structure plans (regional, district and local) and subdivision.

*Liveable Neighbourhood*s promotes the objective of appropriate mixed land use. It gives guidance as to the design of urban and suburban neighbourhood structures that can accommodate a range of uses that are sufficiently flexible to evolve over time and incorporates the aims of:

- *providing urban structures that offer walkable, mixed use neighbourhoods thereby reducing car dependence for access to work, shopping and community facilities;*
- *providing interconnected street networks which facilitate safe, efficient and pleasant walking, cycling and driving;*
- *facilitating mixed-use urban developments which provide a wide range of living and employment opportunities; and*
- *maximising land efficiency wherever possible.*

Reference is also made to the supplementary design codes introduced for multiple dwellings to *State Planning Policy 3.1 Residential Design Codes* (R-Codes), which provides complementary information and provisions for designing higher density mixed use developments.

Planning Bulletin 83/2013 – Planning for Tourism

The Bulletin states that proposals for non-tourism accommodation such as mixed use or residential development within tourism sites should be considered on a case-by-case basis. In all instances, the scale of development should complement the tourism component, and priority is to be given to positioning the tourism component in locations with the highest tourism amenity i.e. the beachfront.

More specifically, residential uses should be integrated into the leisure facilities of the tourism component, and mixed use development should incorporate facilities normally associated with tourist accommodation such as recreation, entertainment and integrated management facilities. Where strata titling is proposed, appropriate management arrangements in a management statement is required to ensure that all units will be able to let out for tourism accommodation. Staging is noted as an appropriate tool to ensure the tourism development and provision of facilities occurs concurrently to the mixed use and/or residential development.

As such, the proposed General Structure Plan is consistent in approach with the Planning Bulletin 83/2013 Planning for Tourism.

1.3.3 Regional and Sub-Regional Structure Plans

Greater Bunbury Strategy 2013

The Department of Planning's *Greater Bunbury Strategy 2013* (released December 2013), guides urban, industrial and regional land use planning, growth and associated infrastructure delivery over short to long term horizons (to 2026 and beyond). A component of the *Greater Bunbury Strategy* is the *Greater Bunbury Sub-regional Structure Plan 2013*, which breaks the sub-region into eight land use categories and provides guidance for each.

The Strategy, in part, flags the importance of a robust, diverse and sustainable economy. It identifies the need to promote and support a broader range of tourism opportunities including attractions, networks and accommodation, building on existing regional assets and infrastructure. In this regard it acknowledges Bunbury's waterfront and beaches are an important part of Greater Bunbury's identity, and hence, are strategically important economic and social assets and features to the region.

1.3.4 Local Planning Strategies

Strategic Community Plan

The *Strategic Community Plan: Bunbury 2030* has been recently adopted (June 2013). It builds on the earlier *City Vision Strategy* and is the City of Bunbury's highest level policy document. It contains Council's direction and key goals and objectives for the next 17 years in accordance with the following broad vision statement:

> *Bunbury will continue to be recognised as the capital City of the South West region, with a strong and diverse economy offering a safe, friendly and vibrant lifestyle within an attractive natural and built environment.*

It is anticipated that the site and its proposed Special Use designation will play an important role in creating an environment that will attract new local business (Goal 2, Objective 2.3), grow visitor numbers (Goal 2, Objective 2.2), support housing options (Goal 4, Objective 4.1), improve urban design (Goal 3, Objective 3.1), and add to a sense of place, character and identity in the City (Goal 4, Objective 4.4).

City Vision Strategy and Action Plan

Whilst replaced by the *Strategic Community Plan: Bunbury 2030*, it is worth noting that the *City Vision Strategy – Shaping the Future of Bunbury* (adopted September 2007) and accompanying *Action Plan* provided an overarching strategic framework that set the direction for the sustainable development of the City over 25 years.

The subject site is situated within the area defined in the Strategy as the "Strategic Regional Centre vision focus area" and more specifically the "Central Business District". The role of this area is to function as the prime regional location for the provision of a range of government services, business activities, office accommodation, specialist retail, entertainment and tourist facilities.

The Strategy more specifically makes reference to the "Ocean Beach" area as a highly valued recreation area and premier tourist destination which presents significant opportunities for tourist developments. The need for a range of short stay tourist accommodation with ocean orientation and easy access to the beach is recognised as a key economic strategy area.

Local Planning Strategy (Proposed)

The City of Bunbury is in the process of preparing its inaugural Local Planning Strategy. This document will present strategic guiding directions and principles of land use planning and design for the city and is designed to bridge the high level goals and vision found within the *Strategic Community Plan* and *City Vision Strategy*, with the zoning and provisions to be captured in the forthcoming revised *Local Planning Strategy No. 8* (LPS8).

A *Local Planning Strategy - Discussion Paper* was released in September 2012, which confirms Ocean Drive as a coastal recreation and tourism-oriented mixed use corridor that requires its own land use and design / development guidelines. The core strategic planning intention for this corridor is to maintain the precedence of tourism-oriented uses on tourism zoned land and to encourage appropriate forms of development as part of an integrated planning strategy for the city.

A draft Local Planning Strategy is anticipated to be formally advertised before the end of 2013.

Local Planning Strategy for Tourism

The proposal is consistent with the *Local Planning Strategy for Tourism* (LPS-T) adopted by Council in May 2009. The LPS-T provides a framework and set of recommendations for the planning, development and

management of the city's tourism values according to the 'Five A's of Tourism'. As such, the LPS-T is a policy mechanism that informs amendments, reviews and development applications by acting in the place of a Local Planning Strategy. Nevertheless, with the adoption of a Local Planning Strategy, the LPS-T will continue as a detailed supporting strategy that will be reviewed in order to inform a subsequent review of the overarching Local Planning Strategy.

Under the LPS-T, Ocean Drive (which includes the subject site), was identified as a Strategic Tourism Location (STL) in its own right, with Lots 76 and 497 Ocean Drive specifically identified as Non-Strategic Tourism Sites[3]. Each STL is recognised as possessing a particular distinctiveness that needs to be acknowledged and managed in steering future development to achieve the best outcomes for tourism in Bunbury whilst also maintaining or strengthening those special characteristics and values already associated with the area. Within the city's LPS-T, the designated Non Strategic Tourism Sites comprise of those places that contribute to the overall attractiveness of the tourism product in Bunbury (and previously identified as destination nodes/areas of visitor interest possessing certain appeal to the visitor).

The LPS-T describes the setting of Ocean Drive STL as follows:

> *Ocean Drive provides an impressive southern entrance into the heart of the City. With the exception of the Bunbury Surf Lifesaving Club and Ex-tensions Restaurant, the coastal foreshore is undeveloped. Landscaping and amenity up-grading is ongoing as part of the Bunbury Coastal Enhancement Project. The coastal enhancement program currently underway along Ocean Drive delivers new footpaths, public car parking provision, beach access, seating areas, revegetation of dunes, all of which will help to improve the appearance and amenities associated with this section of foreshore.*
>
> *On the eastern side of Ocean Drive, the built form comprises a mix of new and older styled residential property, however this character is changing with the vibrant housing market driving residential redevelopment and modernisation. Besides the 2 motels, commercial activity is limited to the Hungry Hollow Restaurant, located at the junction of William St and Ocean Drive. The public interface on this landward side of Ocean Drive is weak and needs to be encouraged to develop, and any new commercial development that is proposed adjacent to Ocean Drive should be encouraged to provide an element of active frontage and address linkages with the beach.*

Of relevance to the subject site, the following attributes are promoted within the Ocean Drive STL:

General

- *provision of strategically located tourism oriented nodes;*
- *providing a limited range of commercial activity;*
- *strengthen linkage and interaction between built frontages of activity nodes and beach/foreshore areas;*
- *reinforce function and character as 'Indian Ocean Entry' to CBD;*
- *optimise vacant sites for the benefit of tourism;*
- *acknowledge growing influence of residential sector and effects on residential amenity; and*
- *consider role and function of 'Tourism Places'.*

Attractions

- *safeguard integrity of existing facilities and facilitate opportunities for alternative types of short-stay accommodation.*

[3] Terms introduced in 2006 by the Ministerial *Tourism Planning Taskforce Report*).

Activities / Amenities

- *upgrading of passive recreation facilities generally;*
- *support the provision of commercial amenities within activity nodes with a public interface along Ocean Drive; and*
- *accommodate infrastructure to support beach based events.*

Access

- *strengthening accessibility through 'breakout' points from CBD;*
- *prioritise needs of pedestrians and cyclists;*
- *consider visitor needs as part of review of car parking strategies; and*
- *acknowledge location on the route of 'Tourist Drive'.*

The Scheme Amendment 66 recognises the shortfall of amenities for visitors and beach goers and encourages the introduction of commercial / mixed use land uses. As a general guide the LPS-T lists the following tourist/visitor associated services and facilities as most preferable for this STL:

Hotel / Motel; Short-Stay Multiple Units; Shop (limited floor space).

The intent of the city's adopted LPS-T remains valid with the endorsement of the WAPC's January 2013 *Planning Bulletin (83-2013) – Planning for Tourism*, the purpose of which is to guide decision making by the WAPC and the local government for subdivision, development and scheme amendment proposals for tourism sites.

Accordingly, based on the above appreciation, it can be deduced that the LPS-T draft General Structure Plan is consistent in approach with the LPS-T.

Local Planning Strategy for Activity Centres and Neighbourhoods

The subject site sits within an area identified as one of three 'tourism corridors' within the *Local Planning Strategy for Activity Centres and Neighbourhoods* (LPS-ACN), which is described as follows:

Ocean Drive (Tourism Mixed Use):
Serviced by the recently upgraded Ocean Drive, Bunbury's northern coastal strip is a distinct, attractive but under-utilised recreational resource. The LPSACN supports the recommendations of the Local Planning Strategy for Tourism, which identifies the locality as a Strategic Tourism Location (STL) with the potential to become more intensively developed with tourism accommodation, medium/ high density residential, dining facilities and complementary retail uses. With regard to the latter, floorspace caps are not considered necessary for the foreseeable future.

Based on the above statement of strategic planning intent, it can be appreciated that the proposed General Structure Plan supports the mix of residential and non-residential land uses envisaged.

Local Planning Strategy for Integrated Transport

The *Local Planning Strategy – Integrated Transport Study* (LPS-ITS) establishes the grounds for a strategic approach to provide an efficient transport network that is more sustainable, safe and secure, offering improved accessibility for present and future generations.

The LPS-ITS looks to grow the mode share of public transport and cycling movements in Bunbury. The

Strategy includes Ocean Drive in a 'stage 2' bus loop, and read in conjunction with the *City of Bunbury Bicycle Plan* (April 2010), forms part of an important commuter and recreation bike network linking to the regional bike network.

The General Structure Plan provides guidance with respect to the need for any Detailed Structure Plans to address the principles advocated in these documents. In particular, the urban design of buildings and open spaces to support safe and comfortable walking / cycling routes, safe road crossing areas, and an appropriate level of parking to meet the likely demand for car travel by future visitors and residents

1.3.5 Local Planning Policies

Local Planning Policy: Building Height

This Local Planning Policy, which commenced operation in 2009, establishes a logical framework of building height limitations in order to balance opportunities for development with the need to maintain important aspects of Bunbury's recognised character, amenity and identity such as view sheds.

Building heights found within the proposed General Structure Plan are consistent with those under 'Acceptable Development' (deemed-to-comply) and 'Performance-based' development requirements set out under section 9.3 of this policy. The General Structure Plan translates the maximum permitted heights for individual lots within Ocean Beach Local Area and applies them to the corresponding development precincts measured from the lowest point within the precinct boundary along the Ocean Drive frontage.

Local Planning Policy: Unrestricted Residential Accommodation

Unrestricted Residential Accommodation (URA) and Unrestricted Residential Occupation (URO) are land use terms set by the city to define the alternative use of a dwelling for either short stay accommodation or for permanent habitation. "Unrestricted Residential Accommodation" is defined as:

> *"Premises comprising a dwelling or dwellings (either single, grouped or multiple) that benefit from extended rights in that they may be occupied either permanently as a residential dwelling, or temporarily for short-stay accommodation."*

Coupling permanent residential use with an URA use gives owners and investors the flexibility of using a dwelling for either long term residence or short term let. The policy guides and regulates this use of the land, and includes the following objectives:

"(a) to broaden the scope of short stay accommodation options available to those visiting the City;

(b) to enhance the depth and variety of the visitor experience within strategically important tourism locations;

(c) to provide landowners and investors with greater flexibility in the use and leasing of residential property; and

(d) to seek to ensure that premises with uses recognised as either Unrestricted Residential Accommodation or Unrestricted Residential Occupation are:

- *located within supportive environments;*
- *appropriate to their immediate setting;*
- *suited to the purpose in terms of building form and design; and*
- *managed in an orderly and considerate manner."*

The policy notes that URA as a dual use will only be considered for support within Special Use Zones and applications involving new build single, grouped or multiple dwellings, or a change (extension) of use of

existing multiple dwellings, where this relates to all units on the lot or a logical discrete part of the block. The proposal is consistent with the intent and application of the policy and aims to be responsive to the mixing of permanent residents and short stay occupiers.

Local Planning Policy: Access and Parking for Pedestrians, Bicycles and Vehicles

This Local Planning Policy (LPP) commenced operation in December 2010, with the intent to ensure that the transport needs of the community are adequately met by the associated use and development of land within the city. More specifically, the policy aims to guide exercising of discretion in the determination of applications for planning approval with respect to the provision of parking and/or access for pedestrians, bicycles and vehicles. The LPP applies to all land within the City of Bunbury, including the subject site.

The LPP complements the Scheme by providing a comprehensive guide to required access and parking standards in land use and development and in addressing such matters as cash-in-lieu and reciprocal and shared parking and access arrangements. Elements of this policy will need to be considered in subsequent detailed structure planning and ultimately the assessment of any future development proposals for the site.

Other Local Planning Policies

The LPP's listed above are not exhaustive and other adopted policies may have relevance during the planning layout and design stages associated with Detailed Structure Plans and land development.

1.3.6 Other Approvals and Decisions

Back Beach Tourism Precinct Plan

The *Back Beach Tourism Precinct Plan* (The Precinct Plan) was adopted by Council on 11 December 2012 (Council Decision 379/12), and prepared to guide planning and development of the Back Beach area. The area extended from Reserve 9997 in the north to residential land south of the Welcome Inn site, Upper Esplanade in the east and the Regional Open Space Reserve foreshore to the west.

While The Precinct Plan is a non-statutory document, it nevertheless has established a shared vision for the area's development. Its adoption as a policy position of the Council confirms the acceptability of the urban design direction for the subject site within one of the City's key tourism areas. It also guides Scheme Amendment 66, this General Structure Plan, subsequent Detailed Structure Plans and development proposals, as well as capital works programmes for enhancement of public open spaces and recreational amenities in the area. This General Structure Plan reflects the Precinct Plan's objectives, principles, spatial framework, land use and urban design parameters.

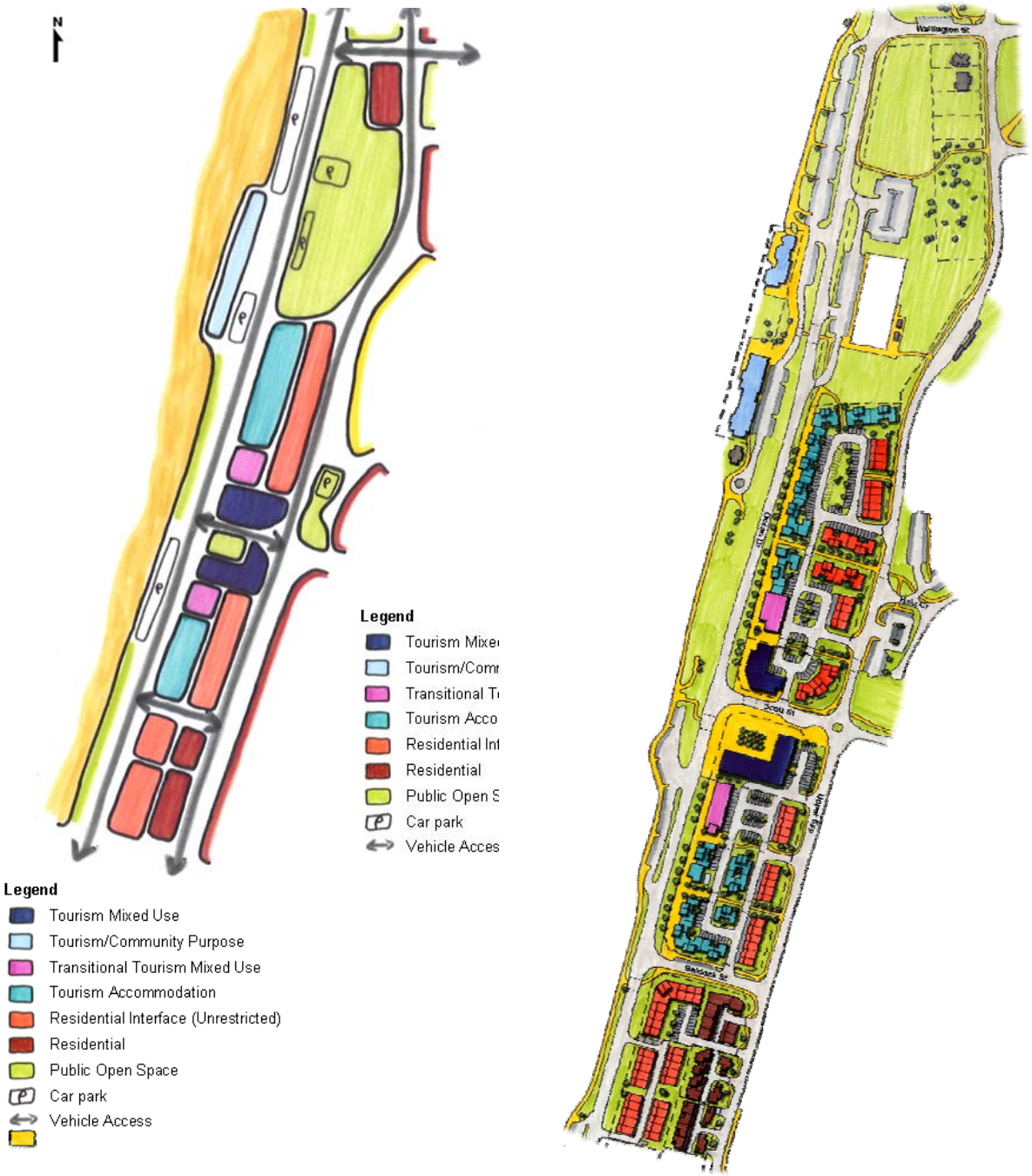
Initiated through an 'Enquiry by Design' process, the Precinct Plan provides:

a) a comprehensive analysis of the area's context;

b) articulates a spatial framework for guiding desirable development outcomes for both the public and private realm; and

c) establishes key land use and urban design parameters.

Figure 7. Spatial Framework and possible development outcome extracts from the Back Beach Tourism Precinct Plan



Pedestrian areas (including Promenade and Piazza)

2. Site Conditions and Environment

The *Back Beach Tourism Precinct Plan* adopted 11 December 2012 and Table 2 'Summary of Ecological Sustainability Impacts' within the proposed Scheme Amendment 66 report provides a broad overview of environmental assets and existing site conditions on the subject site. These documents have informed the preparation of this General Structure Plan, and the potential opportunities and constraints that require consideration in the planning and development of the subject site.

Environmental asset and site condition assessments are required at the Detailed Structure Plan stage and as such, no specific details are required at this General Structure Plan stage.

2.1 Biodiversity and Natural Area Assets

2.1.1 Vegetation

Lots 497, 1 and 2 have been significantly altered from their natural state and are mostly clear of native vegetation. The site has only a limited coverage of remnant Quindalup complex of low coastal heath plant species remaining (e.g. sword sedge, *Lepidosperma gladiatum*).

A guiding principle for the management of conservation reserves is that larger areas of a regular shape are more viable and have lower ongoing management costs. The WALGA *Local Government Biodiversity Planning Guidelines for the Perth Metropolitan Region* (Edition 1) recommend that locally significant natural areas should be a minimum of four hectares and of regular shape with a core area of two hectares with no edge effects. Consequently, it is considered that the site has been irreparably fragmented by roads and privately developed land, such that even with significant investment[4] could only provide limited ecological function as habitat areas.

All clearing of native vegetation in Western Australia requires a permit from the Department of Environment Regulation (DER), (formerly Department of Environment and Conservation (DEC)) unless it is covered by an exemption. It is an offence to clear native vegetation with the authority of a permit or an exemption.

2.1.2 Fauna

A flora and/or fauna survey has not been conducted for either site, and therefore the presence or absence of either:

(a) Declared Rare Flora (DRF) and/or Priority Flora[5]; or

(b) Threatened Ecological Community (TEC)[6] and/or Threatened Flora[7],

cannot be categorically confirmed or discounted.

The remnant vegetation found on undeveloped Lots 76, 66 (and parts of Lot 497) may support fauna such as the Southern Brown Bandicoot. However, informal surveys of the site indicate that the native vegetation is unlikely to support any federally protected fauna under the *Environmental Protection and Biodiversity*

[4] Investment with respect to capital works for revegetation, fencing, irrigation, etc.

[5] Declared Rare Flora (DRF) and Priority Flora as defined under the WA *Wildlife Conservation Act 1950*.

[6] Threatened Ecological Communities (TEC) are a defined assemblage of plant and animal species that exist in location as a result of the underlying abiotic factors of pedology, geology, geomorphology, hydrology and climate. Threatened Ecological Communities are identified and mapped by the Department of Environment and Conservation (DEC).

[7] Threatened Flora or Threatened Fauna as defined under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999*.

Conservation Act 1999.

In accordance with proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66, and requirements contained within Part 1 of the General Structure Plan, a vegetation and fauna assessment is required under the Site Investigation Assessment at Detailed Structure Plan stage. These assessments will confirm the conservation value of the vegetation and conservation significance with respect to fauna species.

2.2 Landform and Soils

2.2.1 Soil Type

The subject site is located on the Swan Coastal Plain.

2.2.2 Soil Contamination

The area of concern is not known to be contaminated according to the DEC contaminated sites register.

2.2.3 Soil Stability and Erosion

The proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66 and requirements contained within Part 1 of the General Structure Plan require the undertaking of an assessment of landform and soils. Accordingly, the susceptibility of the sites to soil erosion or degradation and supporting management strategies are to be established at the Detailed Structure Plan stage. Engineering assessment is required to determine the susceptibility of the land to landslip or subsidence during and post-construction phases, and the level of fill required.

Proposed changes to ground level through cutting and/or filling, and the use of batters, must be adequately addressed within the Detailed Structure Plan. Detailed diagrams of engineering site works showing existing and finished ground levels, and the nature of filling and retaining materials, must be prepared in order to support applications for subdivision and planning approval.

Site works (cutting, filling and retaining) must be done in accordance with planning approval; and must be achieved through use of clean fill and geo-technically stable materials (as certified by a suitably qualified person).

2.2.4 Topography

Development needs to be responsive to the constraints of sloping coastal dune land. The topography of the subject site varies with land within the Northern and Central Precincts (Lots 76, 66 and 497 Ocean Drive) having a regular slope that rises approximately 6-8m eastwards from Ocean Drive to Upper Esplanade (7.5-10% slope), and the Southern Precinct (Lots 1 and 2 Ocean Drive) with a lower relief that rises up to 4m eastwards from Ocean Drive to Upper Esplanade (5%).

It is expected that development applications would incorporate the following topographical considerations into the design of buildings and the spaces between them:

- the convex slope of Lots 76 and 66, that is ideal for under croft car parking;
- the concave slope of Lots 497, 1 and 2;
- the gradient difference between Lots 76 and 66 and the foreshore open space; and
- the gradient difference between the Special Use Zone and the residential land east of Upper

Esplanade.

The site dimension is approximately 470m in length in a north/south direction, and approximately 80m wide.

2.2.5 Acid Sulfate Soils (ASS)

The site is identified as being of low to nil risk of Acid Sulfate Soils (ASS) deeper than three metres of natural surface that could be disturbed by land development activities. In spite of the perceived low risk, any development that it likely to result in significant amounts of excavation, drainage or ground water extraction may have the potential to impact ASS. Given the potential scale of development within the structure plan area, precautionary measures should be taken to address any potential issues.

A detailed Site Investigation Assessment is required to be submitted at Detailed Structure Plan stage, this will include an assessment of the potential for ASS.

2.3 Groundwater and Waterways

2.3.1 Hydrology and Drainage

The site is not considered to be constrained by flood hazard by virtue of its elevated and sloping topography, and hence the mitigation of flood risk is in relation to development on lower land that may become receiving environments of stormwater discharge.

Lot 497 (Reserve 29637) Ocean Drive is currently developed with a bore water reticulation treatment plant, shed, soakwells and stormwater drainage pipe. These will require relocation before any development takes place.

In accordance with proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66, and requirements contained within Part 1 of the General Structure Plan, a Local Water Management Strategy is required at the Detailed Structure Plan stage. This will bring about the need to pay appropriate attention to any environmental impacts that may occur by virtue of future urban development of the site including surface water and groundwater levels and quality, and the mitigation of flood risk.

2.4 Heritage

2.4.1 Aboriginal Heritage

The site has had a long history of occupation and consequently has recognised cultural heritage values. A Registered Aboriginal Heritage Site protected under the *Aboriginal Heritage Act 1972* encompasses the site (Aboriginal Site No. 21371 on the Aboriginal Sites Register, as indicated by the Western Australian Department of Indigenous Affairs' (DIA) own Aboriginal Heritage Inquiry System accessed 24 June 2013). Refer to Figure 8. Land owners have an obligation under section 17 of the Act to ensure that development does not damage or disturb a site(s) or object(s) of significance to Indigenous people. Any confirmed Aboriginal Heritage Site must not be disturbed without the consent of the Minister for Indigenous Affairs.

The following Registered Aboriginal Heritage Sites is located to the north of the subject site:

- a Noongar Burial site (1068) abutting the Precinct to the north.

In accordance with proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66, and requirements contained within Part 1 of the General Structure Plan, an Ethnographic Heritage

Report is required at the Detailed Structure Plan stage. Its findings need to be appropriately incorporated into the planning process to ensure management strategies can be adequately factored into the design, site development and ongoing management stages.

2.4.2 Historic Heritage

While the subject site itself is not listed on the City's Municipal Inventory or State Register of Heritage Places, there are known post colonisation heritage buildings and sites nearby. Refer to Figure 9.

One of Western Australia's oldest public high schools - Bunbury Senior High School (B056) -commissioned by principal Public Works Department architect W.N. Hardwick and opened in 1923, is on the State Heritage Register of WA. The school is located 30 metres to the east of the site on top of Boulters Heights overlooking the northern area of the site and the Indian Ocean.

> *This distinctive building is a significant part of Bunbury's urban fabric and enjoys a prominent location with high elevation optimising an uninterrupted view to the Ocean and over the City Centre.*[8]

Subsequent Detailed Structure Plans and development applications need to consider possible heritage impacts on the school particularly in regard to visual amenity, including view corridors and sight lines to and from the school.

Pioneer Park is located 250 metres to the northeast of the site and is the location of the original Bunbury Public Cemetery (B226). The site was officially used between 1847 and 1925 as a Protestant Cemetery vested with the Church of England but overcrowding lead to transferring control to the Council and closure of the cemetery. The site is now public open space named Pioneer Park in recognition of its former use as a burial ground for many of Bunbury's early settlers.

Lot 300 Upper Esplanade is currently zoned Place of Public Assembly and used to be the original Roman Catholic Cemetery from 1842 to 1954 (B205). It is estimated that 520 graves remain buried beneath the sand dune.

Lots 3 and 4 Upper Esplanade used to be occupied by "The Esplanade", a former Guesthouse (B206). The place illustrated the importance of Bunbury as a popular seaside resort for visitors. The building was demolished in 2004/2005.

B265 recognises the site of the former Craig House – Bunbury Senior High School Hostel.

The building of the GWN Network facility (B269) is a modern communication and television studio which at the time of establishment represented an important confidence booster and faith in Bunbury as a regional centre.

[8] City of Bunbury, Municipal Inventory, July 2001, prepared by Jenny Staines and Gail Parker.

Figure 8. Aboriginal heritage sites

Figure 9. Heritage buildings and sites

2.5 Coast and Foreshores

2.5.1 Coastal Processes and Setbacks

The Indian Ocean to the west of the site is a high energy marine environment and specific consideration of coastal stability and setback requirements within Detailed Structure Plans is required.

2.6 Infrastructure

2.6.1 Vehicle Access

Ocean Drive is designated as a District Distributor Road (Type B) under TPS7 and a recognised 'tourist drive', and hence given the high volume of traffic future development must ensure that it does not compromise its function and level of service. Vehicle access should be provided from Upper Esplanade, Scott Street and Baldock Street only.

In accordance with proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66, and requirements contained within Part 1 of the General Structure Plan, an Ethnographic Heritage Report is required at the Detailed Structure Plan stage, a comprehensive Transport Assessment will need to

be undertaken in accordance with the WAPC's *Transport Assessment Guidelines for Developments Volume 3 – Subdivision*.

2.6.2 Pedestrian Links

Existing pathways have predominantly a north-south direction. Links from Upper Esplanade to the foreshore and beach are currently primarily visual and limited to a footpath on the south side of Baldock and Scott Streets. Ocean Drive pedestrian refuge islands are located near to beach access points on the foreshore, just south of Baldock and Scott Streets and north of the site between the surf club and tennis/basketball courts.

Upgrading of pedestrian crossings, pathways and lighting is required to enhance access to public areas, for the benefit of the wider Bunbury community, visitors, tourists and future residents/tenants alike. New pathways are required to enhance linkages from the site to the foreshore and beach as well as the CBD. Enhancement of Ocean Drive with a wide promenade will improve linkages to community facilities and green spaces north of the site (Ocean Drive Reserve and the Wardandi Memorial Park), support active frontages, and allow for alfresco dining. A Public Open Space on the corner of Scott and Ocean Drive will serve as a meeting place and focal point for the precinct that will logically connect with the pedestrian crossing to the foreshore and can include public amenities and art.

2.6.3 Bicycle Paths

An existing shared bicycle path runs along the foreshore adjacent to Ocean Drive that allows for slow moving recreational cyclists. Ocean Drive itself is used by both recreational and commuting cyclists however, the two 4.0m wide traffic lanes separated by painted and /or a raised median is insufficient space for a dedicated bicycle lane within the carriageway. The road environment is not considered ideal for cycling due to potential safety issues from the proximity and speed of vehicles. The opportunity may exist to use some of the space within the road reservation (between the kerb and private property boundary) for a two-way dual use path along the eastern side of Ocean Drive.

2.6.4 Public Transport (Bus)

The existing school bus stop on Upper Esplanade in front of the high school will remain. However, there is currently a lack of public transport options in the Ocean Beach area. Separate bus stop(s) are envisaged on Scott Street to cater for an additional bus route through the area, particularly for visitors.

2.7 Significant Vistas and View Corridors

Protecting vistas of significance from public viewpoints and view corridors is important for the community and the success of the precinct generally. The City's *Landscape Character Study* recognises site-specific viewing experiences. Ocean Drive has been identified as significant view corridor. Ocean Drive is a long, open vista with expansive views of the Indian Ocean to the west and the diverse rolling topography to the east which is predominantly developed for residential and tourism uses at a low to medium scale. The views are equally significant in a north or south direction.

Views at the northern end of the site (particularly at the boundary of Upper Esplanade) are focal/panoramic overlooking public reserves to the north (the Ocean Drive Reserve and Wardandi Memorial Park) and a view to the iconic built form landmarks – the Bunbury Tower and lighthouse.

The heritage listed Bunbury Senior High School has been identified as landmark, and views to the high school along Ocean Drive, especially from the foreshore in proximity to the Surf Life Saving Club, and views from the high school to the Indian Ocean need to be maintained.

Development of the Back Beach Tourism precinct has the potential to capitalise on very attractive water views to the west out to the Indian Ocean. In accordance with proposed conditions of Special Use Zone No. 1 within proposed Scheme Amendment 66, and requirements contained within Part 1 of the General Structure Plan, a Development Impact Statement (Building Height and View Shed Analysis) addressing visual permeability, shadowing and solar access is required at the Detailed Structure Plan stage.

2.8 Context and Other Land Use Constraints

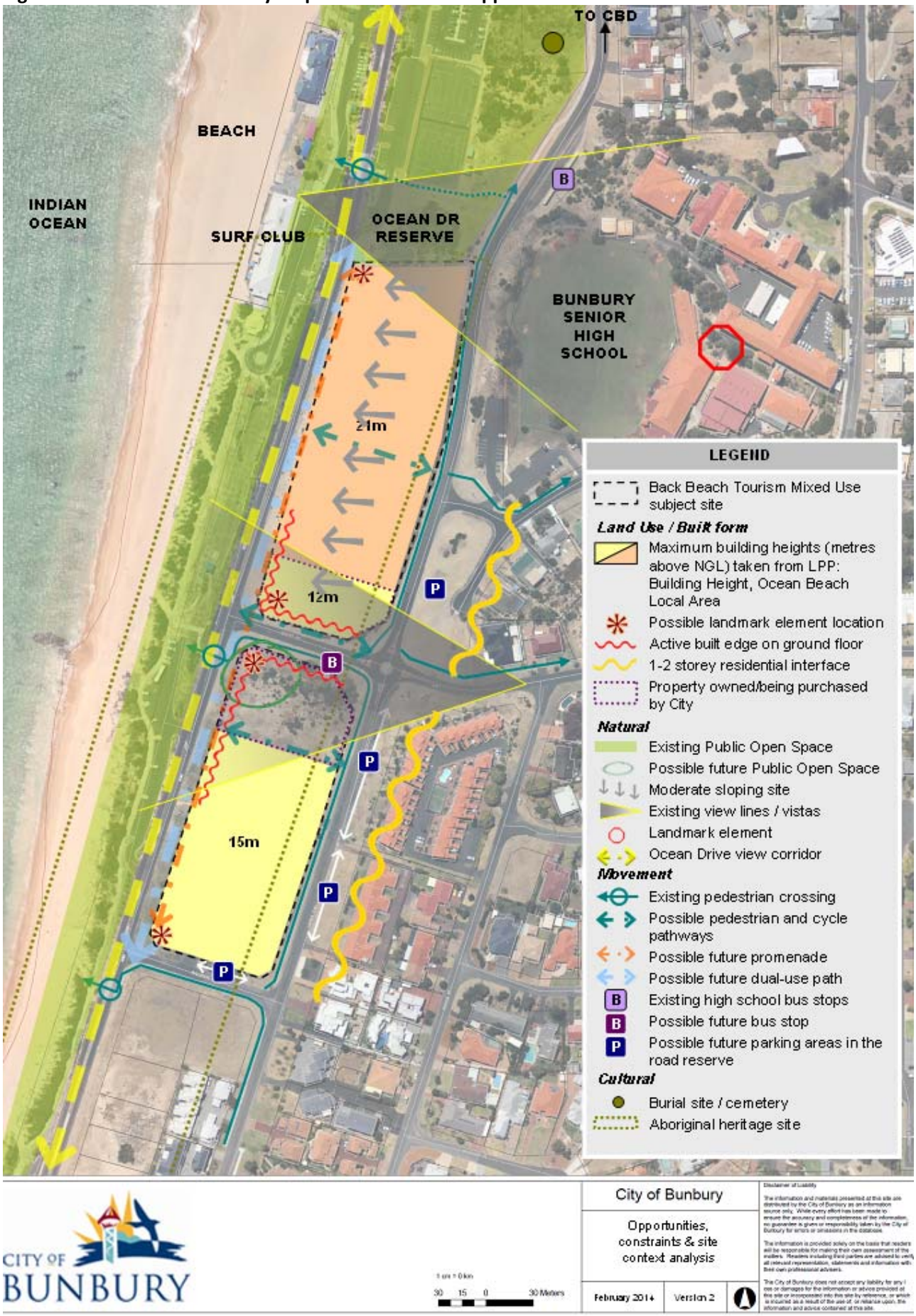
Figure 10 and Table 3 provide a summary of the existing site conditions and potential constraints and opportunities that require consideration in the planning and development of the Back Beach Tourism precinct. The key elements of this analysis are considered in further detail below.

Table 3. Contextual summary - constraints and opportunities

	Constraints	Opportunities
Natural	• Development needs to be responsive to the constraints of sloping coastal dune land (the Quindalup soil-landscape system). Lots 76, 66 and 497 Ocean Drive rise approximately 6-8m eastwards from Ocean Drive to Upper Esplanade (7.5-10% slope); Lots 1 and 2 Ocean Drive rise up to 4m eastwards from Ocean Drive to Upper Esplanade (5%). • Situated in a coastal erosive environment, the site is subject to distinct natural ecology cycles, wind patterns, sea level rise, ground water issues, storms/flooding and windblown sand and seaspray. • Vegetation on site may support the habitat of protected fauna such as the Southern Brown Bandicoot. • Significant vistas and view corridors exist including those to and from Bunbury Senior High School; the foreshore and Indian Ocean, Ocean Drive and public reserves.	• Retention of the coastal landform which offers extensive outlook towards the ocean and level change possibilities such as undercroft parking and terracing of public open space. • There is considerable public open space in close (walkable) proximity to the site including: Ocean Drive foreshore, Ocean Drive Reserve, Nidja Ngaalang Nedigar Ngoondiny Reserve, and Pioneer Park. • On-site landscaping can support the coastal ecosystem. • The orientation and scale of buildings can be visually permeable, and views of significance can be a feature. • Demonstration of water sensitive urban design and design for energy efficiency through the provision of accompanying guidelines for development.
Social / Cultural	• Aboriginal heritage matters. • Bunbury Senior High School is a site of heritage significance and has a strong visual amenity which is linked to its elevation and views towards the	• The significance and integrity of place, buildings and items within and near to the site should be conserved and managed as well as effectively communicated to users. • Growing the coastal-based tourism

	Indian ocean.	experience and building a tourism and recreational destination.
Built	• New development needs to relate to the site's unique topography, geotechnical and micro-climatic conditions. • Bunbury Senior High School is a significant built landmark atop Boulters Heights which overlooks the site and new development may detract from their recognised qualities and values. • Building bulk and form could dominate the adjacent beachfront and residential areas, resulting in a loss of outlook, amenity and privacy. • Any new non-residential development should not detract from the focus of existing activity centres (especially the CBD). • Existing infrastructure assets located on Lot 497 (bore water reticulation treatment plant, shed, soakwells and drainage pipe requires either modification or relocation.	• Unique redevelopment potential for a mixture of public, commercial and tourism-focussed accommodation and facilities to better serve visitors, beach users and local residents. • Three lots are vacant and have considerable development potential. • Two prime sites are owned by the City of Bunbury which allows Council to manage development quality and public open space provision. • Development type, bulk and mass should respond sympathetically to lower scale residential buildings on Upper Esplanade. • The coastal, topographical and historical character of the site can provide inspiration to the built form and public open space intentions.
Movement	• Ocean Drive is a District Distributor Road and an important corridor within the City's movement network. The potential for direct vehicle access, new linkages and the creation of additional lateral pedestrian connections from the site to the foreshore is constrained. • Traffic management considerations with regards to the school bus route and bus stops on Upper Esplanade near to Lot 76, and high number of student movements at 8.30 and 3pm. • Not well serviced by public transport.	• To enhance Ocean Drive as a key tourist drive route. • To create legible vehicular entry points into the site. • Strengthen pedestrian and cycle connections and experience through the site to the foreshore, beach and existing public reserves. A pedestrian crossing currently exists to the west of Lot 497 on Ocean Drive. • To provide new infrastructure (bus stop) to support public transport services where possible.

Figure 10. Contextual summary map - constraints and opportunities



3. Structure Plan

3.1 Structure Plan Summary

The key elements of the proposed General Structure Plan for the Back Beach Tourism Mixed Use Precinct are detailed below.

The General Structure Plan establishes and/or requires:

- three development precincts, with three sub-precincts in each;
- maximum building heights;
- provision for a pedestrian promenade along the Ocean Drive frontage;
- provision for ground floor activation along Ocean Drive and Scott Street via opportunities for non-residential development to help the mixed use area establish as a viable and vibrant node;
- maintenance of a low density residential interface to Upper Esplanade to ensure a high level of residential amenity;
- development of an appropriately scaled dedicated area of public open space and a pedestrian-oriented streetscape;
- development that provides an active frontage to adjoining public spaces and streets;
- ocean views that acknowledge significant vistas and view corridors;
- a flexible mixing of housing types and land uses that facilitate short stay accommodation and permanent residential;
- dedicated short stay accommodation (e.g. hotel and motel uses) that are oriented toward areas of highest amenity i.e. the beachfront;
- the staging of residential development in order to ensure the timely development of the short stay accommodation sites;
- the creation of a visually attractive built form and landscaping through setback, screening, fenestration and articulation requirements.

3.1.1 Development Precincts

The General Structure Plan creates three development precincts under which sit a number of sub-precincts. These closely align to current lots boundaries and the mix of activities envisaged in the Spatial Framework found in the adopted *Back Beach Tourism Precinct Plan*. Each precinct has its own characteristics, constraints and opportunities, and therefore needs to be managed and developed in different ways.

The three development precincts are:

(a) Northern Precinct;

(b) Central Precinct; and

(c) Southern Precinct.

The characteristics of each precinct, in addition to relevant aims, land use vision and design principles of each precinct are summarised in turn.

The key land use vision for subject site within the General Structure Plan is to maximise choice and opportunity. Not only is this in respect of the range of land use types provided themselves, but also the internal diversity provided within each land use ‘type’.

3.1.2 Northern Development Precinct

NORTHERN PRECINCT	
Characteristics	• Total area 1.65ha. • Largest development precinct. • Proximate to existing community / tourism facilities on the foreshore (Bunbury Surf Lifesaving Club, public toilet and change rooms, bbq facilities). • Adjoins public open space to the north – tennis and basketball courts – which offers panoramic views. • Interfaces to Bunbury Senior High School batter slopes to the east. • Moderate land slope which rises approximately 8m eastwards from Ocean Drive to Upper Esplanade (10% slope). • Greenfield land.
Back Beach Tourism Precinct Plan vision	The *Back Beach Tourism Precinct Plan* identifies this site as 'Sub-Precinct 2, Northern Promenade', with 'Tourism Accommodation', 'Transitional Tourism Mixed Use', and 'Residential Interface' land uses. The Plan envisages cafes, shops and short stay accommodation at ground floor fronting a raised promenade space above street level leading to the central core.
General Structure Plan Precinct vision	To promote the development of dedicated short stay accommodation and residential activities. • Northern Sub-precinct 1 fronting onto Ocean Drive offers an opportunity for the development of Short Stay Multiple Units, Hotel or Motel Uses and Unrestricted Residential Accommodation (URA) associated with Multiple Dwellings which can capitalise on the beachfront views. • Northern Sub-precinct 2 fronting onto Upper Esplanade offers opportunities for Unrestricted Residential Accommodation (URA) associated with Grouped or Multiple Dwellings and Short Stay Grouped and Multiple units. • Northern Sub-precinct 3 adjacent to the Central Precinct (mixed use core) offers opportunities for dedicated short stay accommodation e.g. hotel and motel uses integrated with supporting small scale commercial uses such as a small bar, shop, restaurant and gym.
Land use aims	Refer also to the Land Use aims of Central Precinct for those associated with non-residential uses. • To ensure that all residential development retains the potential to be of value to tourism, but, can be provided as the market determines feasible i.e. by not stipulating a defined percentage of the site to be given over to

	residential activities. • Staging residential activities until such time as short stay accommodation has been delivered. • To broaden the scope of short stay options available to those visiting the City. • To provide landowners and investors with greater flexibility in the use and leasing of residential property. • Housing which is comprehensively designed to ensure a quality residential living environment, to encourage integration into the management and letting pool, and to create an attractive public realm. • To provide for medium density and mixed use residential living typologies that will not undermine the existing conventional nature of residential land uses surrounding the site nor detract from those areas of high visual quality sensitive to change. • To provide for higher density housing in appropriate locations to capitalise on Indian Ocean views to the north and west in a way which will maintain sightlines, environmental and aesthetic values as defined throughout the site and wider context.
General design principles	• Locate dedicated short stay activities proximate to the mixed use precinct fronting the beach on Ocean Drive to draw visitors north and south along the promenade. • Building formats along Ocean Drive are flexible and adaptable to support a variety of land use types to facilitate a sustainable mixed use precinct. • Setback requirements and articulated facades promote visually interesting built form. • Boundaries between private, communal and public open space are clearly defined. • Dwellings face public and internal streets, communal paths and open space to provide overlooking and interest. • Buildings allow for joint use of leisure facilities and communal open spaces between permanent and short stay users. • The majority of development is serviced by undercroft or semi-basement parking. • Achieving adequate levels of privacy and providing for noise mitigation measures. • Maximise opportunities for passive surveillance.

3.1.3 Central Development Precinct

CENTRAL PRECINCT	
Characteristics	• Total area 0.73ha. • Divided by Scott Street (currently with a 7m carriageway and 20m road reservation). • Corner truncations at the Scott Street / Ocean Drive, and Scott Street / Upper Esplanade intersections. • Close to the existing Ocean Drive pedestrian crossing which links the site to the beachfront. • Moderate land slope which rises approximately 6m eastwards from Ocean Drive to Upper Esplanade (7.5% slope). • Greenfield land apart from a bore water reticulation treatment plant, shed, soakwells and drainage pipe located on the site south of Scott Street.
Back Beach Tourism Precinct Plan vision	The *Back Beach Tourism Precinct Plan* identifies this as the 'Sub-Precinct 3, Central Piazza' comprising mainly of 'Tourism Mixed Use' land uses which form a vibrant and attractive core focused on a piazza surrounded by cafes, small bars, convenience and tourist-related shops and services.
General Structure Plan Precinct vision	To promote development of a mixed use destination including commercial, entertainment and accommodation activities, and the development of a dedicated area of public open space. The Central Precinct evolves into a people-oriented hub for local visitors and residents, which serves the wider community's needs. • Central Sub-precinct 1 which bridges both sides of Scott Street offers a significant opportunity for the development of a pedestrian-oriented mixed use node with small commercial/retail/short stay accommodation on the ground floor and residential activities above. This node does not compromise the function, viability, and vitality of Bunbury's Central Business District or other activity centres. • Central Sub-precinct 2 on the corner of Ocean Drive and Scott Street offers opportunities for views out across Ocean Drive to the foreshore and Indian Ocean beyond and back to the mixed-use tourism node. It provides the ideal setting for a beachfront public open space – a piazza – as a place to meet, relax, play and enjoy the unique views and aspect relative to Back Beach. • Central Sub-precinct 3 on the corners of Upper Esplanade and Scott Street offers accommodation and some limited commercial development opportunities fronting street truncations.
Land use aims	• To encourage small commercial and tourist accommodation activities which add to the amenity and functionality of the Back Beach area.

	• Built form can change between retail, commercial, community, tourist accommodation and residential over the course of time. • To create a vibrant sense of 'place' and a fine-grain, human-scale environment. • To manage the distribution of activities to avoid reverse sensitivity conflicts, and maximise potential compatibilities and efficiencies with tourism accommodation and residential uses. • To encourage built form that contributes to a sense of urban intensity and enclosure, this also encourages casual surveillance and activity.
General design principles	• Strategically position the mixed use core in the centre of the precinct either side of Scott Street. This will maximise the broadest access for local residents, workers and visitors and ensure high visual exposure from Ocean Drive and the foreshore. • Scott Street will run through the mixed use core in an east-west direction and will provide the primary connection between Ocean Drive and Upper Esplanade to access all precincts and adjacent land. • Short stay accommodation activities front Ocean Drive oriented towards the beachfront, located within appropriately located sub-precincts. • Ensure non-residential uses have high exposure to attract shoppers, visitors and tenants. • Active edges need to define Ocean Drive and Scott Street frontages. Awnings and verandahs provide shelter at street level for pedestrians. • Provide building formats that are flexible and adaptable to support a variety of business types to facilitate a sustainable mixed use precinct. • Encourage community gathering and a sense of place with a clearly defined and useable public open space located centrally, supported by smaller spaces along Ocean Drive. • Encourage physical connections through the mixed use precinct to Ocean Drive. • Maximise opportunities for passive surveillance.

3.1.4 Southern Development Precinct

SOUTHERN PRECINCT	
Characteristics	• Total area 1.13ha • Bound by Baldock Street to the south, Upper Esplanade to the east and Ocean Drive to the west. • Corner truncations at the Ocean Drive / Baldock Street, and Upper Esplanade / Baldock Street intersections. • Land topography that rises up to 4m eastwards from Ocean Drive to Upper Esplanade (5% slope). • Brownfield land presently occupied by the Welcome Inn Motel (174 bed spaces[9], conference venue and restaurant).
Back Beach Tourism Precinct Plan vision	The *Back Beach Tourism Precinct Plan* identifies this site as 'Sub-Precinct 4, Southern Promenade', with 'Tourism Accommodation', 'Transitional Tourism Mixed Use', and 'Residential Interface' land uses. The Plan earmarks this southern entry point for short say accommodation and unrestricted accommodation to interface to existing residential areas. It envisages a continuance of the promenade leading to the central core.
General Structure Plan Precinct vision	To promote the development of dedicated short stay accommodation and residential activities. • Southern Sub-precinct 1 fronting onto Ocean Drive offers an opportunity for the development of Short Stay Multiple Units, Hotel or Motel Uses and Unrestricted Residential Accommodation (URA) associated with Multiple Dwellings which can capitalise on the beachfront views. • Southern Sub-precinct 2 fronting onto Upper Esplanade offers opportunities for Unrestricted Residential Accommodation (URA) associated with Grouped or Multiple Dwellings and Short Stay Grouped and Multiple units. • Southern Sub-precinct 3 adjacent to the Central Precinct (mixed use core) offers opportunities for dedicated short stay accommodation e.g. hotel and motel uses integrated with supporting small scale commercial uses such as a small bar, shop, restaurant and gym.
Land use aims	Refer also to the Land Use aims of Central Precinct for those associated with non-residential uses. • To ensure that all residential development retains the potential to be of value to tourism, but, can be provided as the market determines feasible i.e. by not stipulating a defined percentage of the site to be given over to residential activities.

[9] City of Bunbury, May 2009, *Local Planning Strategy for Tourism*, Table 3.3 Short-Stay Accommodation Sites and Strategic Significance

	• Staging residential activities until such time as short stay accommodation has been delivered. • To broaden the scope of short stay options available to those visiting the City. • To provide landowners and investors with greater flexibility in the use and leasing of residential property. • Housing which is comprehensively designed to ensure a quality residential living environment, to encourage integration into the management and letting pool, and to create an attractive public realm. • To provide for medium density and mixed use residential living typologies that will not undermine the existing conventional nature of residential land uses surrounding the site nor detract from those areas of high visual quality sensitive to change.
General design principles	• Locate dedicated short stay activities proximate to the mixed use precinct fronting the beach on Ocean Drive to draw visitors north and south along the promenade. • Building formats along Ocean Drive are flexible and adaptable to support a variety of land use types to facilitate a sustainable mixed use precinct. • Setback requirements and articulated facades promote visually interesting built form. • Boundaries between private, communal and public open space are clearly defined. • Dwellings face public and internal streets, communal paths and open space to provide overlooking and interest. • Buildings allow for joint use of leisure facilities and communal open spaces between permanent and short stay users. • The majority of development is serviced by undercroft or semi-basement parking. • Achieving adequate levels of privacy and providing for noise mitigation measures. • Maximise opportunities for passive surveillance.

3.2 Land Use

3.2.1 Non-Residential Land Use

The *Part 1 – General Structure Plan Statutory Provision*s respond to the above land use aims by mandating, but not limited to, the following:

- non-residential land uses are concentrated in Central Sub-precinct 1 and 3 (and associated with Hotel or Motel development);
- the ground floors of all buildings within Central Sub-precinct 1 and 3 are constructed to accommodate non-residential uses with associated activity restrictions on residential, short stay and private recreation uses to upper floors;
- floor space limitations on less active uses such as offices fronting the piazza, and to encourage smaller tenancies
- urban design standards for building orientation, active frontages, building entrances, finished floor levels at ground, building facades, rooflines and landmark corners are provided at Detailed Structure Plan stage;
- not mandating plot ratios or minimum / maximums for non-residential activities; and
- restricting hotel and motel accommodation fronting to Upper Esplanade in order to avoid adverse effects on residential coherence and amenity.

3.2.2 Residential / Unrestricted Residential Accommodation

The *Back Beach Tourism Precinct Plan* identifies residential potential along the Upper Esplanade frontage oriented towards existing residential dwellings. The General Structure Plan intends that residential uses are located in the Northern and Southern Precincts and upper levels of the Central Precinct above non-residential uses. The development of the site is envisaged to provide a high level of residential amenity and a range of housing types which will contribute to greater housing choice in Bunbury. The yield and product mix will be refined in the Detailed Structure Plan stage and ultimately determined during the development phase by a developer.

The *Part 1 – General Structure Plan Statutory Provision*s respond to the above land use aims by mandating, but not limited to, the following:

- residential / URA land uses are concentrated in the Northern and Southern Precincts (and in upper floors of the mixed use Central Precinct);
- a residential development staging requirement across the Northern and Southern Precincts;
- a flexible approach through the dual coding of Unrestricted Residential Accommodation and Multiple and Grouped dwellings;
- two to five levels of building height with a maximum horizontal building height plane measured from the lowest point (above AHD) along the western boundary of each development precinct;
- additional building height if the impact on adjacent properties, public open space, views of significance and landmarks is deemed appropriate;
- R60 to R100 density coding for Grouped and Multiple Dwellings which provides for the applicable development standards found under WAPC's Residential Design Codes;
- a higher plot ratio (1:1) for R60 Multiple Dwellings;
- communal open space requirements;

- view corridors east-west through the site to maintain oblique views to the water and pedestrian access;
- building setbacks at upper floors and to view corridors; and
- boundary treatments are to be provided at Detailed Structure Plan stage.

Staging provision

The General Structure Plan imposes a development cap / staging condition for residential development in accordance with WAPC's Planning Bulletin 83/2013 *Planning for Tourism*. The Bulletin (page 3) endorses the principle of appropriate staging for mixed use/residential development within tourism sites so that:

> *…tourism development and provision of facilities occurs concurrently to the mixed use and/or residential development.*

The General Structure Plan seeks to carefully manage the supply of residential development land in logical increments. No more than 50% of the combined developable land area of Northern Sub-precincts 1 and 2 is to be occupied by residential use(s) until such time as dedicated short stay tourist accommodation (i.e. a hotel or motel) fronting Ocean Drive has been approved and largely completed in Northern Sub-precinct 3. The staging requirement also applies to Southern Sub-precincts 1 and 2.

The staging approach has been formulated with the following principles in mind:

- the need to adequately signal the site has a significant tourist accommodation function;
- the residential component occurs as part of an integrated tourist/mixed use development;
- recognition the site has an element of scarcity in that there is a limited number of opportunities to achieve significant (dedicated) tourism accommodation development;
- promoting effective use of urban land;
- avoiding the development of stand alone, single use residential areas;
- supporting the consolidation of a local catchment to help with the establishment of a mixed use node; and
- facilitating the development of a sustainable tourism outcome which is also cognisant of market forces.

The threshold which has been applied looks to be fair to future developers without undermining the strategic planning intent that the Northern and Southern precincts are non-strategic tourism sites[10].

3.3 Public Realm

Providing adequate and integrated public open space (POS) for recreation must be demonstrated by Detailed Structure Plans. *Liveable Neighbourhoods* requires that a minimum of 10% of the Net Developable Area be provided as POS. The General Structure Plan requires that a Landscape Master Plan is prepared at the Detailed Structure Plan stage.

Relevant aims for public open space provision include:

- an integrated and linked series of public and private open spaces that provide a high degree of appeal, amenity, and usability, and a range of experiences;

[10] City of Bunbury, *Local Planning Strategy for Tourism*, 2009.

- connecting to existing reserves in the wider area where possible;
- respecting and articulating the predominant landform and landscaping of the area throughout the development site;
- Crime Prevention Through Environmental Design (CPTED), Water Sensitive Urban Design (WSUD) principles and micro-climatic conditions shall be considered in the designing all open spaces;
- to maximise the visual benefits of ocean outlooks through open vistas and view corridors;
- providing for safe and convenient access and mobility for pedestrians as well as their thermal comfort;
- ensuring the maximum economic and social benefits are realised by the strategic placement of open spaces and their associated infrastructure;
- improving route quality to and through the site by incorporating hard and soft landscaping;
- to use indigenous and coastal-appropriate species that are tolerant to local conditions; and
- providing a publicly accessible area of open space (piazza) for recreational and community purposes on the southern corner of Scott Street and Ocean Drive.

3.3.1 Formal Public Open Space

Piazza

The *Back Beach Tourism Precinct Plan* provides for 'a second activity node' in the form of a rectangular shaped piazza measuring 1,353sqm (approximately 40 x 34 meters) on the southern corner of Scott Street and Ocean Drive. The Precinct Plan describes this space as the place to meet, relax and enjoy the view of the Indian Ocean surrounded by cafés, shops and other tourism facilities. The following design attributes are listed for the piazza[11]:

- *level changes will be managed by creative use of retaining walls and stairs;*
- *level changes which create areas for informal seating and planters;*
- *large format stone paving to provide a continuous surface with decorative elements used for edges and detailing;*
- *a central grassed area with a canopy of trees or shade sails;*
- *one large scale freestanding piece of public art;*
- *strategic use of interactive water features;*
- *lighting incorporated into paving, steps and retaining walls, trees in addition to wall mounted spot lights and street lighting;*
- *small scale performance areas.*

The General Structure Plan is consistent with the Precinct Plan in this regard. A small POS is provided for in Central Precinct sub-precinct 2 on the prominent Scott Street / Ocean Drive corner near to the pedestrian crossing to the Back Beach foreshore. A number of supporting conditions guide the size and location of the space to be provided. It is important that spaces are planned for from the outset so they are conveniently located and well-overlooked rather than becoming the left-over land areas from the design process at Detailed Structure Plan and Development Application stages.

Central Sub-precinct 2 has the following attributes:

[11] City of Bunbury, *Back Beach Tourism Precinct Plan*, December 2012, attributes summarised from pages 40 and 44.

Table 4. Attributes of Central Sub-precinct 2.

Design attribute	Explanation
Presence	Located in a premier location - prominent and easy to find - that will allow for coherent way-finding to and through the space
	Provides for a sense of welcome and arrival and adds to the sense of 'place'
	Has a high degree of public visibility from Ocean Drive which helps to communicate the presence of an activity node
	Supports identified views and features (both built and natural assets)
Access	Central location within the site for tourists and residents (existing and future)
	Close to public transport routes and bus stops (existing and future)
	Adjacent to an Ocean Drive pedestrian crossing which provides a direct link between to the Back Beach foreshore
Surrounding use and enclosure	Is a compatible size and shape with proposed land uses in adjacent Sub-precinct 1. Has the ability to be contained on two sides
	North facing with good sunlight access. Has the ability to incorporate trees and shade sails to protect the space from unpleasant micro-climate conditions e.g. wind, rain, cold, heat (especially the heat island effect), glare, sandspray
Financial considerations	In a buildable location with a 2 metre slope downwards towards Ocean Drive
Space design	Has the ability to accommodate a range of potential activities (play, interaction, entertainment, temporary activities like markets and exhibitions, resting)
	Has the ability to create an inviting space e.g. pleasant / interesting views out towards the water, resting opportunities, room for moving about, people watching opportunities
Ecology	Has the ability to incorporate appropriate stormwater treatment opportunities
	Has the ability to incorporate soft landscaping opportunities

Facilities that may be provided in this sub-precinct for the enjoyment and convenience of users include: al fresco dining associated with surrounding retail, kiosks, public art, performance space, children's play areas, public toilets, and public amenities such as seating, rubbish bins, lighting, and shelters.

At the detailed design stage, consideration should be given to how the space can be used for temporary use events such as markets and festivals i.e. the provision of semi-permanent infrastructure such as weather protection, power and water mains access, as well as allowance of sufficient space and amenities for stallholders, servicing and pedestrians.

The *Part 1 – General Structure Plan Statutory Provision*s respond to the general POS aims by mandating the following:

- a minimum area;

- a maximum depth;
- a minimum and maximum building height to width ratio;
- hard and soft landscaping and active edges.

In keeping with best practice literature on the design of urban squares, these conditions seek to ensure the size of the space will allow people to recognise one another from one side of the space to the other, and that buildings will not overwhelm the space or conversely provide sufficient enclosure.

Ocean Drive promenade

In addition to the urban piazza POS, the *Back Beach Tourism Precinct Plan* (page 39) looks to locate a 5.0m wide promenade along Ocean Drive as a space for:

> *alfresco dining and strolling along active frontages with cafes, shops and short stay accommodation at ground floor level, and will to the central focal point and second activity node of the Precinct – the piazza. The promenade will be separated from Ocean Drive by a retaining wall containing landscaping and street trees, which will provide shade and seating for resting places. Glass panels on top of the retaining wall along the promenade will provide a safe railing with the benefit of uninterrupted views and protection from wind.*

The connection between people and the coast is a defining part of Bunbury's identity. The retention and integration of this element into development through setting back buildings facing the ocean is a key method of providing character and a sense of amenity for users. Development which provides good frontage to these features not only provides for improved public access but better opportunities for the see-and-be-seen principle of natural surveillance as a well proven crime deterrent.

Within the General Structure Plan, a minimum 5.0 metre development setback to the front building line along the length of the western boundary of the site across Sub-precinct 2 will provide for this promenade. Rights for public thoroughfare along this length will need to be protected legally to the satisfaction of the City of Bunbury.

3.3.2 Communal Open Space

In addition to communal open spaces located within the interior of urban blocks, three view corridors are provided for within the General Structure Plan to facilitate east-west pedestrian movement through the site and to protect oblique views to the ocean. These areas totalling 1960m² will be fully publically accessible and are an integral public realm element of the site. The rights for pedestrian access along View Corridors need to be provided and protected legally to the satisfaction of the City of Bunbury.

Communal open spaces will be used primarily by the residents, tourists and workers occupying the surrounding buildings for sitting and outdoor entertainment, as well as car parking. Arrangements for the proactive maintenance and management of these spaces remain the responsibility of the land owners.

3.3.3 Landscaping Vision for Public Spaces

A Landscape Master Plan addressing the landscape principles relating to the public open space, road reserve and movement network within, and adjacent to, the subject land to the satisfaction of the City of Bunbury is required by Detailed Structure Plans.

The public domain should introduce a hierarchy of public open spaces and sequence of landscape elements that provide a distinct visual and physical connection between development precincts and the wider area. Recognition and reflection of the coastal character of the area will provide opportunity to create a strong

individual identity for development and an iconic place.

Design elements in formal public open space

Soft Landscape

A grassed area for informal seating within the piazza will be accompanied by shade trees with large canopies. Shade trees, or alternatively shade sails, and complementary street furniture along the promenade will provide for resting places. All trees need to consist of salt tolerant deciduous species, such as Acer, Fraxinus, Prunus and Pyrus varieties, so as to provide for shade in summer and allow for penetrating daylight in winter.

Hard Landscape

Large format stone paving will provide a continuous surface for formal public open spaces with decorative elements used for edges and detailing, and decorative patterns to identify and encourage different uses such as alfresco dining. A grassed area combined with shade trees or shade sails will provide for relief of heat built up from the hot afternoon summer sun generated by large areas of absorbing surfaces. Alfresco build-outs and terrace pop-out spaces along the promenade will provide opportunities for outdoor dining and informal passive seating.

Street Furniture

Furniture selections are to be robust, climate and coastal appropriate. Contemporary steel and timber street furniture will complement seating on planters and retaining walls created by changes in level. Glass panels along the promenade retaining wall will provide for a safe railing with the benefit of protection from wind. Bike racks will be located along cafés and shop fronts. Fun elements, such as interactive water features, strategically located with seating will encourage longer stays by people and enliven formal public open spaces.

Lighting

Lights are an important element that will provide for wayfinding and security as well as showcase the surrounding buildings and landscape elements at night. Lighting will be incorporated into paving, steps and retaining walls, and trees will also be provided with up lighting in key areas.

Signage

Directional signage will be provided at key points in accordance with Tourism WA Tourist Signage Guidelines. Back Beach Heritage Trail interpretive signs may be incorporated, where appropriate.

Public Art

The piazza is the ideal location for a large-scale freestanding art work which acts as a marker.

Figure 11. Urban piazza concept plan and perspective (artist impression only)

Figure 12. Examples of landscape elements with a coastal character

Design elements in communal open space

Soft Landscape

Informal placement of small ornamental trees, such as Acer platanoides 'globosum', and low native shrubs will partly enclose communal open spaces within the development sites, which have a predominantly grassed surface. Some bigger trees, such as Acer and Fraxinus varieties, will provide shade for seating and outdoor entertainment areas. Shade trees will also be provided for car parking areas.

Hard Landscape

Grassed and hard surfaces will be designed to indicate boundaries and support a range of low key outdoor entertainment and passive recreational activities. Paving will be used to detail access points and seating areas, and for edging.

Street Furniture

Furniture selections are to be robust, climate and coastal appropriate. Street furniture will be contemporary, consisting of steel and timber in keeping with the overall theme of the Precinct. Retaining walls and steps, to accommodate level changes, will also provide for informal seating opportunities. Outdoor entertainment areas and areas to encourage children's play should be located strategically within development sites to meet residents' needs.

Lighting

Lighting from the adjoining pedestrian routes will be complemented by bollard lighting and subtle lighting of trees to follow through with the theme. Lighting will be designed to avoid light spill and annoyance to residents without compromising safety.

3.4 Movement Networks

This refers to the system of roads, cycleways, pathways and linkages throughout the site. It has a relationship with green networks in respect of pedestrian and cycling linkages and landscaping.

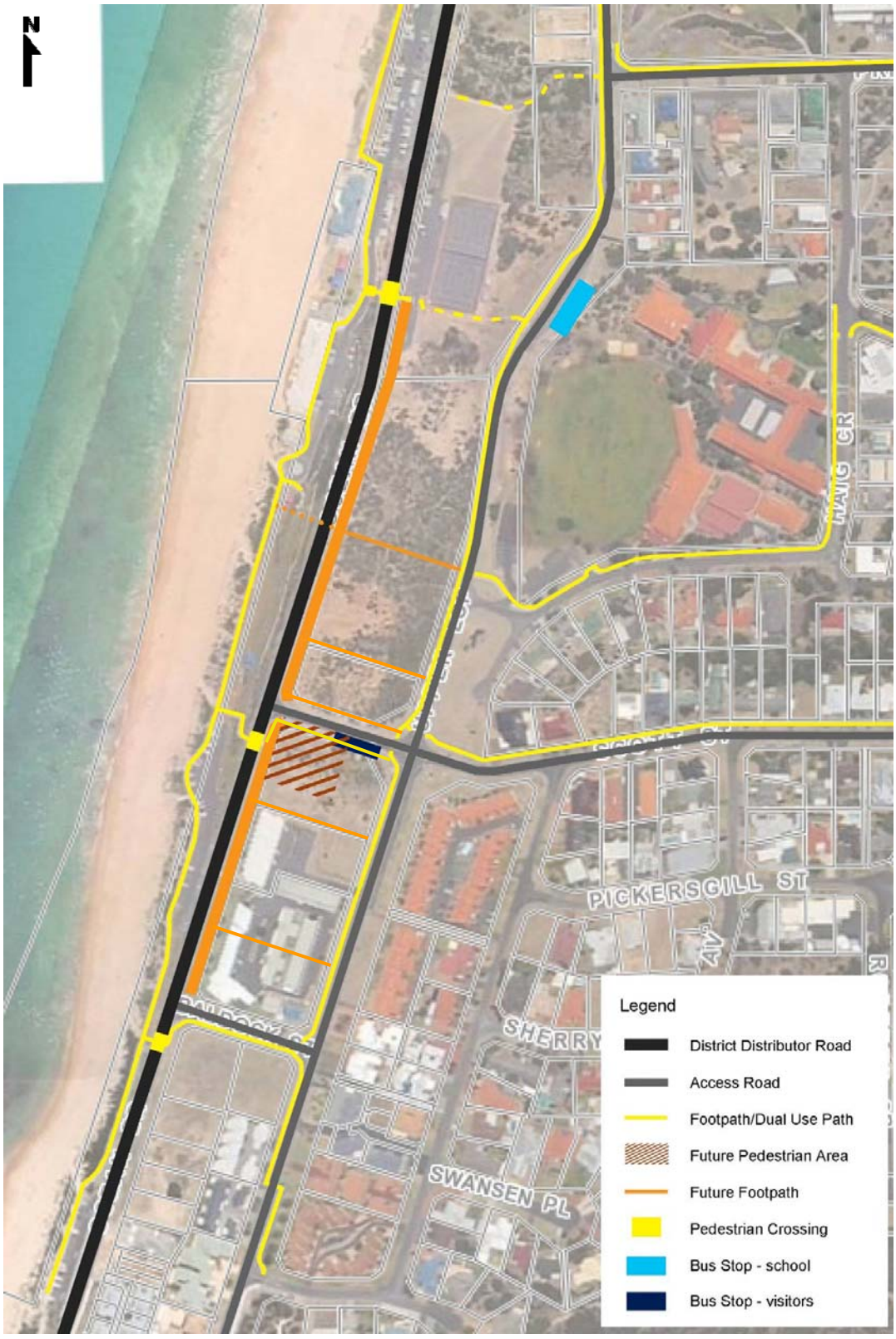
Relevant aims for the movement network include:

- providing for adequate and integrated vehicular and pedestrian connections between and within each precinct and to the surrounding road and path network;
- develop safe intersections and a road network that reduces traffic accidents and provides appropriate access to the development site;
- encourage a lower speed environment on secondary roads and internal accessways;
- develop a connected and permeable internal road network providing a choice of routes and reduced travel distances;
- ensure the network is easily understood by users with routes that are relatively direct;
- develop an integrated bicycle network utilising on-street and off-street facilities;
- keeping urban blocks relatively small to facilitate and encourage walking;
- promoting a pedestrian movement flow along Ocean Drive;
- allowing for pedestrian, private vehicle, private servicing and public shopper entrances and circulation routes are legible, well defined and operationally distinct from each other;
- encourage liveable, active streets with buildings that define the public realm with uses facing outwards to encourage two-way natural surveillance and interest for pedestrians;
- provide on-street parking wherever practical for convenient parking for visitors to the mixed use precinct, and to promote a vibrant atmosphere along Scott Street and adjoining roads;
- mitigate the visual impact of off-street parking;
- develop streetscapes that have a high quality visual character and are responsive to natural features, flora of the site and consider run-off quality.

A Traffic and Transport Management Assessment should be prepared by a qualified transport consultant in accordance with the WAPC's *Transport Assessment Guidelines for Developments Volume 3 – Subdivision* at Detailed Structure Plan. This Assessment should address aspects including:

- the movement network and hierarchy;
- the capacity of the road network for peak demand;
- traffic impacts on the movement network (including intersections) including upgrading requirements;
- the level of permeability and accessibility provided by the movement network;
- traffic volume estimates;
- parking requirements for residential, visitor and non-residential uses;
- traffic management issues;
- indicative street cross sections.

Figure 13. Movement network



3.4.1 Hierarchy of Routes

Main Traffic Routes

Ocean Drive is a District Distributor Road and therefore pedestrian crossings should be kept to an absolute minimum with no direct vehicular access onto or from Ocean Drive to the development site provided for. Widening of Ocean Drive to accommodate commuting bicycle lanes may be considered into the future. The anticipated increase in traffic as a consequence of the proposed development will impact on the existing movement network. This needs to be carefully considered in the preparation of the Detailed Structure Plan. In particular the upgrade of the Ocean Drive / Scott Street intersection and geometry of Scott Street needs attention.

Secondary Routes

Traffic flow is slower on secondary routes and vehicle crossovers to access development sites are suitable, however individual crossovers to buildings / dwellings are not considered acceptable. Up to two crossovers per development precinct will lead to internal accessways. Traffic calming structures will accompany pedestrian crossings if necessary.

Internal Accessways

Internal accessways will allow convenient, safe and efficient vehicle movements. They will service each building including individual garages/carports and provide connections within the development site and to the public road network. Internal accessways are shared by vehicles, bicycles and pedestrians in a low speed environment.

Pedestrian and Bicycle Routes

In addition to existing north-south pedestrian routes, high quality east-west pedestrian links are proposed alongside the street network, view corridors as well as through internal areas of the development site - providing for a comprehensive pedestrian network and pleasant walkable environments.

3.4.2 Car Parking

Car parking requirements of the Scheme shall be met for any development (residential and commercial) and shall be provided on site. There are three distinct types of car parking areas across the site, these include:

Accommodation parking (residents and guests)

The impacts of car parking needs can be mitigated by providing parking underground or by incorporating parking structures within the base of building podiums where basement parking is not viable.

Of the required open space area, not all should be used for at grade car parking. Opportunities to service the majority of unrestricted residential and short stay apartments by underground or under croft parking, which can be accommodated due to the topography of the site, should be maximised. An adequate portion of open space should be made available for active communal facilities (e.g. swimming pool, child play areas, BBQ and picnic areas), which are necessary for quality tourism and higher density residential living.

Carparking for short stay or permanent residential use should be located as close as possible to that particular use and shall be clearly delineated at all times. Garages and carports attached to units can also provide for private secure parking.

Commercial parking (shops, restaurants)

Car parking bays servicing commercial uses shall be easily accessible and located close to public streets and pedestrian links. Car parking should be screened where it fronts Upper Esplanade or Baldock Street.

Public parking (accessible 24/7)

Existing public car parks in the vicinity will also service public open spaces within the site. Additional public car parking areas may be accommodated in designated portions of road reserves or as multi-level parking on top of existing car parks.

3.4.3 Landscaping Vision for Movement Networks

The public realm will be designed to provide attractive corridors for vehicular, bicycle and pedestrian routes. The network links public open spaces within development precincts and connects the site with surrounding areas. Undergrounding of power should occur as part of streetscape improvements. Streets provide the routes for traffic and pedestrians, but will also function as places where people meet. The hierarchy of routes are described as follows:

Design Elements in Main and Secondary Traffic Routes

Soft Landscape

Planting within the road reserve and on verges will be low maintenance ground covers, while deciduous street trees along Ocean Drive will enhance the streetscape by providing seasonal interest and shade along the promenade, and creating a sense of place. Street trees along Upper Esplanade will be used to mark pedestrian east-west links. All trees need to consist of salt tolerant species.

Hard Landscape

Road surfaces will generally be bituminised. Pedestrian crossings will be delineated using a different colour or paving with traffic calming structures integrated with the enhancement of crossing points.

Street Furniture

Furniture selections are to be robust, climate and coastal appropriate. Street furniture will be contemporary, consisting of steel and timber in keeping with the overall theme of the site.

Lighting

Street lighting will be in accordance with Australian Standards and will provide uninterrupted illumination within internal accessway and pedestrian routes and will link visually with the street furniture. Car parks will be adequately lit.

Signage

Directional signage will be provided at key points in accordance with Tourism Signage Guidelines, in addition to standard traffic signage. Way-finding signage to public car parking areas will be provided.

Design Elements in Internal Accessways

Soft Landscape

Shade trees will be provided for car parking areas.

Hard Landscape

Road surfaces shall be clearly distinguished from adjoining public streets to indicate the shared street environment, and will generally consist of coloured bitumen or paving consistent with the theme and streetscape of the Precinct. Local area traffic management measures need to be integrated throughout the overall design of internal accessways.

Lighting

Street lighting will be in accordance with Australian Standards and will provide uninterrupted illumination with internal accessway and pedestrian routes and will link visually with the street furniture. Car parks will be adequately lit.

Signage

Traffic signs indicating shared streets may be installed at entrances to internal accessways.

Design Elements in Pedestrian Routes

Soft Landscape

Lines or groups of small to medium size deciduous and/or ornamental trees, such as the narrow *Prunus cerasifera* and round *Acer platanoides* 'globosum', will characterise associated pedestrian routes. These trees will create a comfortable environment and soften the scale of the surrounding buildings and provide shade. Pedestrian routes within the development sites will be framed by lawn and low native shrubs.

Hard Landscape

Pedestrian areas will have varied sizes and widths. Surfaces will be in keeping with existing footpaths.

Street Furniture

Furniture selections are to be robust, climate and coastal appropriate. Street furniture will be contemporary, consisting of steel and timber in keeping with the overall theme of the Precinct. Seating and rubbish bins will be incorporated into planters and retaining walls to reduce clutter alongside pedestrian routes and open spaces.

Lighting

It will be important that lighting creates a safe route at night time. Lighting for pedestrian routes in reserves and within the development sites will also be used decoratively to illuminate signs, buildings and natural features. Lighting will be designed to avoid light spill and annoyance to residents without compromising safety. Street lighting will provide sufficient illumination for active use by pedestrians and cyclists of pathways along roads.

Signage

Directional signage will be provided at key points in accordance with Tourism WA Tourist Signage Guideline. Signs will enhance way-finding to trails along the coastal parkland. Way-finding signage to public car parking areas will be provided.

Public Art

The careful placement of sculptural features will provide identity, interest and even elements of fun and play.

3.5 Built Form

3.5.1 Built Form Development Provisions

Built form is to be managed through a number of General Structure Plan requirements in addition to the Residential Design Codes of Western Australia. In some instances provisions are 'fixed' and specific in order to manage inappropriate designs at subsequent Detailed Structure Plan and Development Application stages. In other instances a broader intent or permissibility has been deemed appropriate to allow for discretion and/or design detail to be determined at future planning stages.

The intent of key requirements are described below.

3.5.2 Building Height

Prescribed building heights seek to achieve a reasonable level of development to ensure the efficient use of scarce land whilst also ensuring an appropriate scale in relation to the immediate context and wider Ocean beach area. Heights are expressed as a maximum above Australian Height Datum. Additional height allowance needs to demonstrate avoidance of shading, visual dominance and view obstruction.

To ensure buildings adequately define the street and public open spaces within the mixed use node, and provide a sense of enclosure, setting a minimum frontage height across 100% of the building footprint is recommended.

3.5.3 Maximum plot ratio

Northern Sub-Precinct 1 and Southern Sub-Precinct 1 are both zoned R100 and have a corresponding plot ratio of 1.25 in accordance with the Residential Design Codes.

For R60 zoned land (Northern Sub-precinct 2 and Southern Sub-precinct 2) a slightly higher plot ratio is proposed for Multiple Dwellings than that currently defined by the Residential Design Codes (1.0 up from 0.7). This is in recognition of the desire for higher intensity development aspirations appropriate for a mixed use activity node.

Plot ratios for all other Sub-precincts are to be determined at Detailed Structure Plan stage.

3.5.4 Building Setback Distances

Building setbacks allow the appropriate siting of buildings in relation to public streets, open spaces and other development parcel boundaries. Building setbacks (measured from the development precinct boundary to the front line of the building) strongly contribute to the character of precincts by influencing sunlight access, wind effects and whether a building dominates the public realm.

Nil setbacks look to provide strong sense of enclosure and definition to streets and public open spaces. This will help facilitate the delivery of entrances and activity in close, convenient proximity to the public realm in the mixed use node.

Ocean Drive setbacks provide for the linear promenade with ocean outlook for pedestrian movement and

al fresco dining.

Upper floor setbacks are designed to moderate the perceived height of buildings thereby helping to avoid visual monotony as a consequence of a regimented building envelope. Upper level setbacks along view corridors will also allow sunlight to penetrate to the ground level.

Other building setbacks look to establish a sense of enclosure to streets and a transitional space between public and private boundaries.

3.5.5 Building Orientation

Activity 'fronts' should face other fronts, and activity 'backs' should face backs.

3.5.6 Active Frontages

Maximising active and semi active edges with outward facing, transparent façades, large windows, at grade entrances, openings and continuous buildings is vital to the quality and vibrancy of the public realm. Encouraging direct visual and physical connections between internal spaces of buildings and adjoining public streets or spaces helps with passive surveillance consistent with CPTED principles.

In order to improve the pedestrian realm within the mixed use node, ground floor spaces should be designed to accommodate active (non-residential) uses and directly address the public realm. Within Central Sub-precincts 1 and 3, and Northern and Southern Sub-precinct 3 in particular, windows and doors should look directly onto the street or piazza, with glazing to comprise a major proportion of the ground floor façade. This will help avoid blank walls with little passive surveillance, and privatisation of the public realm. Consideration should also be given how upper levels of buildings also interface with public streets or open spaces.

A limitation has been placed on the percentage of the ground floor space fronting the public open space in Central Sub-precinct 2 for 'Office' uses. Offices by their nature are inherently less 'active' and do not contribute as much by way of street activity and surveillance. Any office units should be designed so reception and office areas to relate directly to the public realm with good use of glazing to allow visibility in and out. Reception desks should be positioned so staff face the entrance.

A continuous cantilevered or suspended awning provided along the full frontage of buildings within Central Sub-precinct 1 will afford appropriate weather protection and amenity to pedestrians.

Continuous buildings are desirable along the street frontage to Scott Street and Ocean Drive to establish a strong built presence and create a sense of definition between public and private realm. Buildings should also be continuous around the perimeter of the public open space within Central Sub-precinct 2 on at least two sides.

3.5.7 Building Entrances

Building entrances are the main interface a building has with the public domain. Entrances help to concentrate pedestrian movement and consequently main entrances should be in a highly legible location along the primary building frontage (not through parking areas), facing towards streets and public spaces. The public need direct access to non-residential ground floor units from the street. In mixed use buildings, a distinct and separate entrance should be provided to the upper floor uses.

3.5.8 Finished Floor Levels at Ground

Building accessibility is a priority for creating an inclusive place for people of all ages and abilities including

those with mobility impairments, strollers, wheelchairs or bicycles, particularly on sloping sites. In frontage situations, internal finished floor levels within the mixed use node should closely match external pavement levels to allow convenient level access.

Ground level residential / URA and tourist accommodation uses e.g. hotel or motel rooms are encouraged to be raised above the footpath level. Raising the finished floor level above the finished footpath level of the adjacent streets and/or open space e.g. by 0.8 metres can provide a sense of privacy to occupants while still allowing clear overlooking of the street activity. Semi-private front yards or terraces with entry gates encourage this. Specific controls on fence and wall height will further help to encourage visual surveillance and interaction to help to improve levels of actual and perceived safety.

3.5.9 Building Façades

Building façades should be articulated and contribute to visual interest, scale, and enable differentiation between buildings when viewed from the public realm. Incorporating elements such as:

- modulation (recesses and projections);
- fenestration (patterns of windows and openings); and
- various materials, finishes and colour;

are encouraged. In combination these elements reduce the appearance of building mass and avoid large flat walls. Materials should also reflect an overall architectural theme and convey a sense of durability.

3.5.10 Rooflines

Roofing should consider the incorporation of overhangs, eaves and verandahs and the use of roof space. Raising and lowering parts of the roof by varying parapets and roof form can help create an interesting roofline.

Technologies such as rainwater tanks and roof gardens to detain stormwater runoff can be designed into roof space. Further they can improve building insulation and provide outdoor amenity to inhabitants.

3.5.11 Landmark corners

A number of corners within development precincts will be prominent from the public domain, marking intersections and terminations of key views and making an important contribution to the urban landscape. These corners provide opportunities for architectural expression created through the use of distinctive built form e.g. different geometric or volumetric design, projections or indentations, use of materials/colour, additional height or other means.

3.5.12 Boundary treatments

Front walls and fences impact on the streetscape through delineating between public and private space on the property boundary, and their design can enable casual surveillance which helps with the perception of safety. Consistency in front fences and walls within residential and visitor accommodation developments can create a cohesive development appearance and streetscape.

Development provisions maintain the height and solid to permeable relationship articulated in the Residential Design Codes of Western Australia. This facilitates adequate visual connection between with the street or publicly accessible areas, whilst also providing security and delineation of private spaces.

3.5.13 Building adaptability

Ceiling heights

Flexibility of building use over time is encouraged through minimum floor-to-ceiling heights for non-residential floors. This allows servicing requirements for a wide variety of uses – commercial, retail or residential – to be fitted in the ceiling space. Increased ceiling heights also contribute to a sense of space within the building interior, and daylight access.

3.5.14 Communal Open Space

Table 1 requires the mandatory provision of communal open space for the recreational use of the occupants of the dwellings (both permanent and temporary). Communal open space is an important part of any residential development for entertaining, play and relaxation. Given the flexible mixing of holiday accommodation lets with long term residents proposed, greater provision of communal outdoor living spaces containing shared facilities is appropriate.

Communal open spaces should be designed to maximise solar access, provide outlook for as many units as practicable, and enable ready access and usage. Creating attractive, pleasant and useable communal open spaces will enhance the image of the development, encouraging integration of units into the management / letting pool. Elements such as play equipment, swimming pools, seating, tables and bbq areas, shade trees and structures like pergolas and artworks can be incorporated into communal open spaces.

3.5.15 Access, Movement and Parking

Non-vehicular public accessway

A non-vehicular public accessway is to be located between Central Sub-precinct 1 and Central Sub-precinct 3 as a specifically identified through-site link between buildings fronting Scott Street to areas to the rear of buildings in order to enhance the pedestrian circulation system. Active ground floor frontages to the link will help provide for pedestrian amenity and safety.

Vehicle access

Provisions provide vehicle access into development precincts from lower order street frontages (i.e. not Ocean Drive). Accessways can be space-consuming, breaking up the visual and physical continuity of buildings. Therefore the sharing of vehicle crossings is encouraged to maximise the efficient use of land. Access should be clearly defined and identifiable and accommodate emergency and service vehicles.

Car parking

Car parking needs to be well integrated with buildings and open spaces within development precincts, and not dominate spaces. Locating on-site car parking below street level will minimise the impact on the provision of active building frontages fronting streets and open spaces. Ground level parking should be at the rear or side of buildings with planting and well defined pathways to protect pedestrian safety and amenity.

As a general principle, parking for shoppers or visitors should be closer to entrances than long-stay parking for residents and workers.

3.5.16 Noise Attenuation

Mixing uses within buildings and developments puts different activities and users in close proximity to one

another. This can create adverse effects on acoustic privacy or amenity.

Acoustic amenity starts with properly locating and orienting different activities and spaces, mitigating unnecessary disturbance by separating noise sensitive spaces from noise generating ones. Treatments such as double glazing, thick floor slabs, suspended ceilings with isolation mounts, acoustic insulation, double walls with cavities, and special cladding panels or landscaping can help reduce the transmitted noise.

Compatibility of activities within the mixed use node

Within the Central Precinct in particular, consideration should be given to:

- the internal arrangement of activities;
- hours of operation;
- hours of deliveries and other similar uses;
- location, intensity and hours of operation of exterior lighting, including security lighting;
- placement of rubbish bins and storage;
- amplification of music in a place of entertainment;
- location of delivery and loading zones; and
- placement and illumination of signage

so that occupants' privacy, security, utility and amenity are not unduly compromised (for example by noise, vibration, odour, electrical interference, and dust).

3.5.17 Being Responsive to Micro-climatic Conditions

The design of buildings should express a strong commitment to Ecologically Sustainable Development (ESD) principles in particular passive design, optimal orientation, effective sun shading, cross ventilation and open plan living. This should be evident in the external architectural expression.

Bunbury is located on the coast and has a predominately temperate climate referred to as Mediterranean. There are hot, dry summers and mild, wet winters. The mean daily maximum air temperature ranges from 29.6ºC in February to a minimum of around 7.3ºC in July. The morning and afternoon humidity levels in Bunbury are within what is generally accepted as the ideal comfort zone for living. Winds are mainly easterly in the morning, westerly in the afternoon and southerly in the evening. Bunbury receives an average annual rainfall of around 725 mm (see Figure 14).

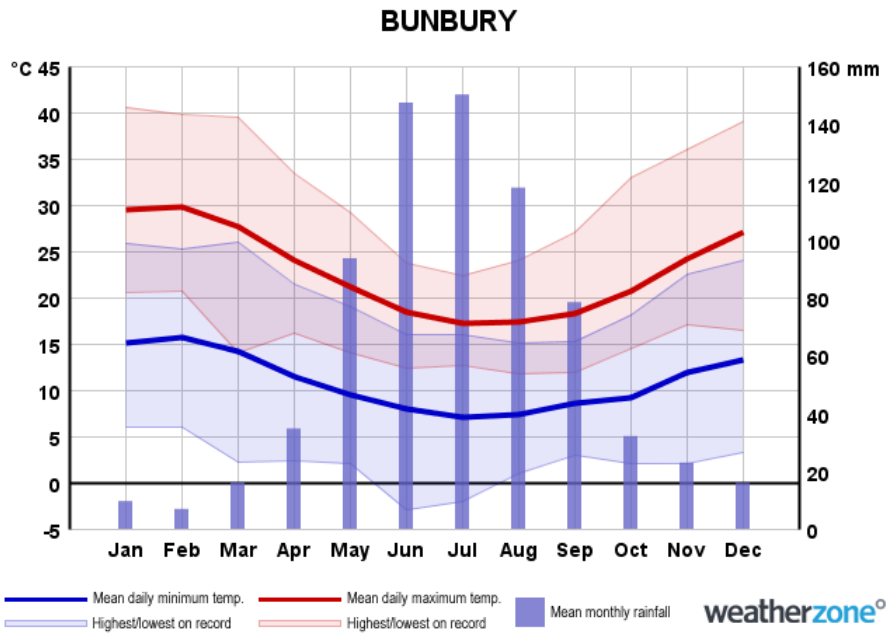


Figure 14. Bunbury's climate

In responding to these climatic conditions, it is expected that development incorporates the following considerations into the design of buildings and the spaces between them:

Rainfall

Like the rest of the South West of Western Australia, Bunbury receives more than half of its total annual rainfall during winter, with less rainfall from mid spring to mid autumn.

Wind

Bunbury experiences distinct wind patterns each day. Morning wind typically comes from the east and south-east, afternoon wind comes from the west and evening wind comes from the south (idiomatically referred to as the "Fremantle Doctor"). The average wind speed in winter is considerably lower than in summer.

Building Orientation

Given Bunbury's latitude and relatively warm to temperate climate, the ideal orientation for the living areas of buildings is north to north-east, in order to get early morning winter sun and avoid the hotter afternoon summer sun. Bedrooms should face east to south, as less passive heating but more passive cooling is required. Service rooms, with less thermal comfort requirements, can face directly west or south. Buildings with a commercial or civic function that typically have a greater requirement for cooling should also have the largest openings facing east to south and avoid north-west to west orientations.

Sun and Shade

Given the dry summers, Bunbury has mostly fine conditions through to autumn. Buildings should therefore be well shaded in summer to reduce direct solar penetration and encourage cool air movements. Living areas of buildings and outdoor areas should be oriented to the north and east with large overhangs to offer protection from summer sun and allow winter solar gain in the daytime. During winter months when there is most rain, overcast conditions means that passive solar heating is impeded. However, northerly orientated buildings with large windows will get high solar gain which can be stored in thermal mass.

Sand and Seaspray

Given the close proximity of the Precinct to the ocean, built form, landscaping, infrastructure and public art should be designed and constructed using materials that are specifically manufactured for high exposure to extreme coastal conditions with adequate life-cycle properties. Careful consideration should also be given to cost effective maintenance and management of public infrastructure, e.g. showers, water features etc.

Water Supply

Consistent with *State Planning Policy 2.9 – Water Resource, the Better Urban Water Management framework*, the Department of Water's *Stormwater Management Manual* (2004-2007) and the *Decision Process for Stormwater Management* (2009), the Department of Water recommends that development be designed to incorporate water sensitive urban design features and consideration to the total water cycle.